

2006

Annual Report to the  
Florida Department of Education

**Juvenile Justice  
Educational Enhancement Program  
(JJEEP)**



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## 2005 Juvenile Justice Teacher of the Year **MARY ANN HARTWELL**

Dina Thompson Academy, Broward County Schools



**Hartwell was presented a plaque from the Juvenile Justice Educational Enhancement Program (JJEED) and a \$1,000 check from the Florida Department of Education (DOE) at the annual Juvenile Justice Education Institute (JJEI) conference in July.**

My teaching philosophy concerns two areas. The first is fulfilling all requirements mandated by my district, home school, and the Department of Juvenile Justice (DJJ). The second area is believing that students should learn in the most enjoyable way possible.

I teach about 10 literature units each year. Fridays are special days for my students. I've noticed over the years that my students needed to be more informed about geography, history, art, languages, food, and other cultural facts. This is the second year that I've had the activity, "Travels with Ms. Harts." After watching an educational film, the students complete a cluster map for the particular area we are studying. For example, the students write down the landmarks, the important historical dates and geographical facts, museum names, the means of transportation, special foods, and other categories. They learn basic greetings in other languages, too.

Other educational activities include "Draw a Life Map" and Survival Bingo. My students have participated in drama presentations such as "A Christmas Carol" and a play about Martin Luther King. Some of my teaching accomplishments this year relate to my students' accomplishments. We had a graduation ceremony for 12 students who earned General Educational Development (GED) diplomas while enrolled at the program. Also, my English students won first and second place in the county wide Diversity Writing Contest in Bridging the Gap: Promoting Positive Relationships Between Youth and Law Enforcement Officers.

My real work is to make the world a better place by the light and the love I give to all who meet me. Students learn more when they can bond with you. I enjoy their company, too, and they know this.

*Ms. Hartwell is a coach who is part of the game, not a spectator watching her students struggle.*  
(Supervisor's commendation)

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# Chapter 1

## Introduction to the 2006 JJEEP Annual Report

### 1.1 INTRODUCTION

Two thousand and six marked the ninth year of operation for the Juvenile Justice Educational Enhancement Program (JJEEP). During this period, Florida's research-driven juvenile justice educational programming and evaluation practices have continued to undergo changes and improvements. At the beginning of the JJEEP project, there were few published studies concerning the factors that contribute to high quality educational programs for delinquent youth as well as the effects of education upon reducing delinquency. In an effort to expand this knowledge base, JJEEP developed a data-driven approach to implementing its mission, which includes conducting research on delinquency and education, conducting annual Quality Assurance (QA) reviews of Florida's juvenile justice educational programs, providing technical assistance to programs and school districts, and developing policy recommendations to improve Florida's educational services for delinquent youth.

As the project developed, the research methods expanded to include conducting educational best practice literature reviews, longitudinal community reintegration studies, federal and state policy analyses, and case studies of juvenile justice educational programs. Relying on the expanded research methods, findings and input from juvenile justice education practitioners, the educational QA standards have been revised annually to elevate the quality of juvenile justice education services throughout the state. Moreover, this approach has facilitated JJEEP's success in implementing various state and federal reform initiatives.

Examples of recent federal reforms that have been incorporated into JJEEP's evaluation system include requirements of the *No Child Left Behind Act* (NCLB) such as the recruitment and retention of "highly qualified" teachers, program evaluation and monitoring, Adequate Yearly Progress (AYP), state-wide assessment, and the provision of transition services for youth who are returning to school or seeking employment following their release. Recent state level reforms incorporated into the QA requirements include *Just Read, Florida!*, the state's *A++ Plan*, the implementation of a common state-wide entry/exit assessment, career and technical education, and the inclusion of the Florida Virtual High School. JJEEP will continue to refine its QA standards each year based upon research findings, federal and state policies, and input from school districts.

In 2006, JJEEP identified a number of habitually low performing programs. In response, JJEEP and DOE initiated extensive technical assistance efforts in the Spring of 2007. These efforts emphasize on-site visits that include meetings with school district officials and school superintendents when possible. The visits are intended to establish consensus among JJEEP, DOE, school districts and educational program providers in an effort to identify and correct systemic issues that have contributed to low performance.

JJEEP's longitudinal research has identified several key factors associated with the education of committed youth and their desistence from delinquent behavior. Although attending school post release and the attainment of a high school diploma reduces the likelihood of rearrest, many youth do not return to school or drop out before earning their diploma. In addition, educational attainment for older youth impacts future employment. These findings demonstrate different experiences and results for different groups of students such as younger youth, youth with disabilities, and youth who are functioning below there age appropriate grade level. As a result, JJEEP's longitudinal research will focus upon examining different groups of youth both while incarcerated and during the community reintegration process to better determine the factors that effect particular groups of youth's long-term educational attainment, employment and desistence from delinquency. In terms of effective interventions, this research is ultimately intended to identify what works best and for whom.

This year's Annual Report to the Florida Department of Education (DOE) includes a series of chapters and findings that contribute to our growing understanding of the relationships among quality education, academic achievement, and successful community reintegration experiences of a diverse population of committed delinquent youths. The following chapters address emerging issues and present findings related to JJEEP's research, evaluation, accountability and policy initiatives.

## **1.2 OVERVIEW OF CHAPTERS**

Chapter 2 presents the results of the 2006 QA review cycle during which 163 juvenile justice education programs were reviewed. QA results consist of information related to program and school district performance in the areas of transition, service delivery, educational resources, and contract management. Additional program information is collected about the facility and the educational providers, and school characteristics. These data provide the basis for interpreting the QA results in relation to program characteristics.

Chapter 3 identifies and discusses the corrective action plans issued and technical assistance provided for the 2006 QA review cycle. Corrective action and technical assistance practices were developed to ensure that Florida's juvenile justice educational programs maintain high quality educational services in order to increase the likelihood that students will successfully transition into school, work, and home settings.

Chapter 4 provides information on the characteristics and qualifications of teachers working in Florida's juvenile justice schools. Numerous empirical studies have found a strong relationship between teacher qualifications and the academic achievement of their students. The findings of this research are recognized in NCLB's highly qualified teacher requirements. Although Florida is continuing to increase the number of certified teachers working in juvenile justice schools each year, the recruitment and retention of highly qualified teachers in the juvenile justice system remains a priority as well as a challenge.

Chapter 5 provides a comprehensive review of the research exploring the relationships among education, employment and delinquency.

Chapter 6 involves the continuing examination of community reintegration data of youth released from residential commitment programs in FY2000/2001. For each subgroup, the relationship between academic achievement (while in residential placement or committed)

and the likelihood of returning to school following release and the relationship between returning to school and the likelihood of rearrest are explored.

Chapter 7 presents an overview of the variation in educational characteristics and performance based on gender. Recently, more attention is being given to the unique needs of delinquent girls concerning mental health, treatment, and behavior. This chapter attempts to determine whether committed girls have different educational needs than a similarly matched group of delinquent boys.

Chapter 8 describes current and future initiatives as they relate to JJEEP's four functions of research, quality assurance, system improvement, and policy. Although there have been measurable gains in the quality of educational services provided to committed or committed youth in Florida since the inception of JJEEP, challenges continue to surface which drive the need for refinements and the development of new strategies and policies. JJEEP will continue to strive to better integrate the use of data and research, and provide timely and relevant information to school districts, the DOE, and the Florida Legislature.

Chapter 9 synthesizes the work of JJEEP and the contents of this annual report through a summary of each chapter's findings and concluding comments.

### **1.3 SUMMARY DISCUSSION**

During 2006, JJEEP conducted QA reviews of 163 juvenile justice educational programs, issued 47 corrective action plans, and provided targeted on-site technical assistance to 21 low-performing programs. In addition, JJEEP has been engaged in a number of research projects including longitudinal research of youth released from residential programs in terms of their continuing education, employment, and recidivism experiences. In addition, case studies of programs resulted in the designation of five consistently high performing programs as demonstration sites. Case studies revealed that these programs exhibited a disproportionate number of educational best practices for at-risk and delinquent youths.

Together, these interrelated project efforts are enabling Florida to continuously improve the quality of juvenile justice educational services across the state and to increase the academic achievement of thousands of the state's committed delinquent youths. Moreover, increasing the number of successful community reintegration experiences for delinquent youth was the founding purpose for JJEEP, and this purpose continues to guide and shape JJEEP's multiple program efforts.

In an attempt to further integrate our functions, JJEEP is planning several new initiatives for the 2007/2008 fiscal year. The QA cycle will be changing to be consistent with the traditional school year beginning July 1, 2007 and ending June 30, 2008. This change will facilitate better coordination of site visits with school districts. In addition, this change will lead to a more timely and comprehensive JJEEP annual report by aligning data collection methods that include data captured through the state's student automated data system and data collected during on-site QA reviews.

In addition, JJEEP will provide additional information on student and program performance to school districts and, in coordination with DOE, will focus on intervention efforts at the district level to improve Florida's lowest-performing juvenile justice educational programs. The intended outcome is that these increased policies and protocols will provide DOE, the

legislature, and school districts with more in-depth profiles of juvenile justice students, staff, educational services, and program performance.

# Chapter 2

## Annual Quality Assurance Results

### 2.1 INTRODUCTION

This chapter presents the data collected by the Juvenile Justice Educational Enhancement Program (JJEEP) during the 2006 quality assurance (QA) review cycle. Primarily gathered through QA reviews, the data relates to program performance in the areas of transition, service delivery, educational resources, and contract management. Additionally, reviewers collect supplemental data that provide general information about the facility and the educational providers, educational staff, and current student demographics. These data provide the basis for analyzing QA results in relation to various program characteristics.

Of the 177 educational programs within the scope of the 2006 educational QA process, 14 did not receive a review. Four of these programs experienced an educational provider change and thus, were not part of the review process. The remaining 10 programs closed prior to their scheduled reviews. The programs that were not reviewed include: three boot camps in Martin, Bay, and Manatee counties, respectively; Florida City Youth Center; Southern Glades Youth Academy; Jonathan Dickson STOP Camp; Manatee Youth Academy; Manatee Omega; Brevard Group Treatment Home; Brevard Halfway House; Okeechobee Redirection Camp; and Everglades Youth Development Center.

JJEEP reviewed 163 programs; however, two programs were reviewed in late December and will not be part of the data analysis for this report. The data and analyses presented in this chapter are generated from the 161 programs JJEEP reviewed in the 2006 QA cycle prior to December.

The remainder of this chapter is comprised of five subsequent sections that provide a general analysis of the 2006 QA data. Section 2.2 describes program and student characteristics. Section 2.3 explains the QA methods and performance rating system. Section 2.4 presents QA results by different program characteristics, including education provider, supervising school district, and program security level. This section also compares and ranks programs by standard means, indicator ratings, and benchmark passing rates. Section 2.5 presents QA scores for individual school districts and programs and shows QA score trends by educational provider type. Section 2.6 provides a summary discussion of the QA findings for 2006.

## 2.2 EDUCATIONAL PROGRAM AND STUDENT CHARACTERISTICS

During the 2006 QA review cycle, data on student populations were collected from the school registrar and the facility's head count of students on the days the QA reviews were conducted. At the time of their QA reviews, these programs supervised 8,873 juveniles, 8,792 of which were enrolled in school. Two hundred seventy-eight students had already obtained either a high school diploma or a General Educational Development (GED) diploma. Depending on the program's security level and the student's performance in the program, students remained in facilities from one day (in detention centers) to three years (in maximum-risk facilities).

Table 2.2-1 provides a breakdown of the different program types and security levels and population information for all programs at the time of their 2006 QA reviews.

**TABLE 2.2-1**  
**2006 Program Characteristics**

Security Level	# of Programs	School District Operated	Private Not-For-Profit	Private For-Profit	Population Capacity Range (Mean)
<i>Detention</i>					
<b>DETENTION TOTAL</b>	<b>26</b>	<b>26</b>	<b>0</b>	<b>0</b>	<b>15-226 (80)</b>
<i>Day Treatment</i>					
<b>DAY TREATMENT TOTAL</b>	<b>38</b>	<b>1</b>	<b>36</b>	<b>1</b>	<b>20-200 (59)</b>
<i>Residential</i>					
<b>Low-Risk</b>	10	3	5	2	12-62 (34)
<b>Moderate-Risk</b>	63	36	18	9	20-200 (58)
<b>Mixed Moderate &amp; High</b>	5	3	2	0	85-185 (115)
<b>High-Risk</b>	17	13	4	0	15-275 (82)
<b>Mixed High/Maximum and Maximum-Risk</b>	2	0	0	2	96 (96)
<b>RESIDENTIAL TOTAL</b>	<b>97</b>	<b>55</b>	<b>29</b>	<b>13</b>	<b>12-275 (63)</b>
<b>TOTAL: ALL PROGRAMS</b>	<b>161</b>	<b>82</b>	<b>65</b>	<b>14</b>	<b>12-275 (65)</b>

Note: The not-for-profit category includes one program that is operated by the Florida Department of Agriculture.

As indicated in Table 2.2-1, the educational programs at all detention facilities are school district-operated. Almost all day treatment educational programs are operated by private not-for-profit organizations. Residential programs have the greatest variety of educational providers; 57% are school districts, 30% are private not-for-profit organizations, and 13% are private for-profit organizations. Moderate-risk residential facilities make up the majority of residential programs and have the greatest number students. Compared to previous years the distribution of educational providers remains similar across the three program types.

The maximum capacity for these facilities ranges from 12 to 275. The three largest facilities in each program type are Dade Detention, Silver River Marine Institute (day treatment), and Sago Palm (residential). Each of these facilities can have 200 or more youth at any given time. However, facilities with 200 or more youth make up only 3% percent of 161 programs. The majority of programs have between 25 and 100 youths. More specifically, 37% of programs have between 26 and 50 youth, followed closely by 32% of programs with a population range of 51-99.

Table 2.2-2 provides student demographics on gender and race for the 161 programs that JJEEP reviewed during 2006.

**TABLE 2.2-2**  
**Gender and Race of Students by Program Type in 2006**

Population	Program Type			
	Detention	Day Treatment	Residential	Total
<b>Gender</b>				
<b>Male</b>	<b>83%</b> (1467)	<b>45%</b> (843)	<b>84%</b> (4588)	<b>76%</b> (6898)
<b>Female</b>	<b>17%</b> (303)	<b>55%</b> (1017)	<b>16%</b> (843)	<b>24%</b> (2163)
<b>TOTAL</b>	<b>20%</b> (1770)	<b>21%</b> (1860)	<b>60%</b> (5431)	<b>100%</b> (9061)
<b>Black Non-Hispanic</b>	<b>55%</b> (947)	<b>48%</b> (903)	<b>50%</b> (2702)	<b>50%</b> (4552)
<b>White Non-Hispanic</b>	<b>34%</b> (582)	<b>34%</b> (632)	<b>40%</b> (2137)	<b>37%</b> (3382)
<b>Hispanic</b>	<b>10%</b> (180)	<b>16%</b> (295)	<b>9%</b> (469)	<b>11%</b> (994)
<b>Other</b>	<b>1%</b> (26)	<b>2%</b> (44)	<b>2%</b> (101)	<b>2%</b> (171)
<b>TOTAL</b>	<b>19%</b> (1735)	<b>20%</b> (1874)	<b>60%</b> (5409)	<b>100%</b> (9024)

Note: Gender and Race are based on a head count roster of juveniles in a program. Percentages may not total 100% due to rounding.

Females make up approximately one fourth of the total population of Florida's juvenile justice programs. Over half of the female population is represented in day treatment programs. This is in part because of the 17 Practical, Academic, and Cultural Education (PACE) voluntary prevention programs for girls throughout Florida. Excluding these programs, girls make up 17% of the juvenile justice population. For an in-depth discussion of gender see Chapter X.

Historically, African Americans have been over-represented in the juvenile justice population as compared to the general school population; this trend continues. In 2006, half of the youths in Florida's juvenile justice programs were African American. Non-Hispanic Whites made up the next largest group at 37%, followed by Hispanics (11%).

Table 2.2-3 compares the total number of youth identified as receiving special education services according to their primary disabilities as a percentage of the total population of youth with disabilities.

**TABLE 2.2-3**  
**Youth with Disabilities Population by Program Type in 2006**

<b>Program Type</b>	<b>EBD</b>	<b>SLD</b>	<b>MH</b>	<b>Other</b>	<b>Total</b>
<b>Detention</b>	45% (343)	36% (278)	10% (77)	9% (68)	100% (766)
<b>Day Treatment</b>	32% (144)	49% (224)	3% (14)	16% (74)	100% (456)
<b>Residential</b>	50% (1233)	35% (866)	7% (174)	8% (191)	100% (2464)
<b>TOTAL: ALL PROGRAMS</b>	<b>47%</b> <b>(1720)</b>	<b>37%</b> <b>(1368)</b>	<b>7%</b> <b>(265)</b>	<b>9%</b> <b>(333)</b>	<b>100%</b> <b>(3686)</b>

Note: ESE disabilities designated in this table are: EBD (emotional or behavioral disorders) which include EH = emotionally handicapped and SED = severely emotionally disturbed; SLD (specific learning disability); and MH (mentally handicapped). Total youths with disabilities is computed as a percentage of total registered students and does not include youths who just entered a program and were not enrolled or those who have attained a high school diploma or its equivalent.

Forty-one percent of youth in juvenile justice programs are receiving special education services. This is the same percentage as in 2005 which indicates a change in the overall trend from previous years where the population of students with disabilities was rising. When comparing student data from Florida's juvenile justice programs with data from the Department of Education (DOE) 2006 State Educational Agency (SEA) profile, two trends remain somewhat constant.

First, the percentage of youth with disabilities in juvenile justice programs is almost three times that of public schools (41% compared to 15%). Second, youth with emotional or behavioral disorders, specifically SED and EH, are overrepresented in juvenile justice programs by a ratio of approximately 5 to 1 (47% in juvenile justice programs compared to 9% in public schools). This trend shows that youth with emotional and behavioral disabilities are more likely to enter the juvenile justice system than students with other types of disabilities.

## 2.3 QA METHODS

The QA review process uses multiple data sources to evaluate the quality of educational services each juvenile justice program provides. QA reviews include self-reported information and one- to three-day on-site visits. Larger programs may require more than one reviewer, the use of peer reviewers, or more than three days to conduct the on-site review.

The evidence-based QA review process begins with programs providing self-report information, followed by interviews with teachers, students, and educational administrators; observations of educational activities; and a review of student, staff, and school documents.

Examples of self-reported information include teacher certification and qualifications; courses taught by each teacher; qualifications and duties of all educational support personnel; assessment information; program characteristics (i.e., size, location, provider,



career education type, security level, program type, and age range of students); course offerings; class schedules; bell schedules; school calendars; and sample educational forms (i.e., student academic and transition plans).

This evidence collection process provides QA reviewers an accurate profile of a program before going on site. The self-reported information is updated via a telephone call to the program's lead educator and/or the school district contract manager the week prior to the on-site visit. Final verification of the self-report information is made on site during the QA review.

The on-site portion of the QA review relies on documented evidence to evaluate the quality of educational services of each juvenile justice program. Data are gathered from multiple sources and may include notes from student and educational personnel interviews, classroom observations, and reviews of student files or particular school documents. Indicator ratings are then based on substantiated information, using these multiple data sources to verify program practices.

Daily communication with stakeholders is a crucial component of the review process. This step assists in identifying problematic areas and allows the program to provide additional documentation in support of specific indicators and benchmarks. Reviewers conduct ongoing debriefing conversations with the lead educator regarding preliminary findings prior to the formal exit meeting with all interested parties to identify issues, make recommendations, and clarify any questions related to the review outcome. This provides the opportunity for educational program staff to identify problematic areas and provide the reviewer with additional information that may impact the preliminary findings.

In determining specific QA review scores, reviewers consider the preponderance of evidence to determine whether the intent of each indicator is being met. After all evidence is gathered, the reviewer assigns preliminary QA ratings subject to final determination by both JJEEP in-house and DOE review. This process includes two colleagues verifying whether the findings justify the rating given by the reviewer. JJEEP's QA review director also reads each report to review the findings related to specific requirements and intent of the indicators.

This process facilitates communication, accuracy, early problem identification, and consistency among reviewers. The evidence-based system emphasizes methodological consistency and in-house reviews to ensure the reliability and validity of the data collected by JJEEP. These processes allow for accurate analyses of problem areas and the provision of more meaningful information to the DOE, school districts, and providers.

In 2006, JJEEP continued to implement the *exemplary* program process initiated in 2004 to acknowledge and reward high-performing programs based on previous overall QA scores, and to allow JJEEP staff to provide more assistance and intervention, as necessary, to low-performing programs.

A juvenile justice educational program that receives an overall average QA score of 6.50 or higher (out of a possible 9.00) is awarded exemplary status. For the two years following the year in which a program receives *exemplary II* status (with an overall score of 6.50 – 6.99), the educational program submits self-report information and receives a shortened one-day review.

A program that receives *exemplary I* status (with an overall average score of 7.00 or higher) will not receive an on-site visit for one year, but is still required to submit all self-report information; the lead educator and the school district contract manager will confirm all self-report information via telephone interviews with a JJEEP reviewer. The program will receive one-day reviews during the subsequent second and third years.

One-day exemplary program reviews consist of self-report verification and an on-site review of all *critical benchmarks* which will be rated as pass/fail. If an exemplary program fails one critical benchmark, deficiencies and recommendations are addressed in the QA report. If an exemplary program fails more than one critical benchmark during a one-day review, it loses its exemplary status and receives a full educational review during that same year.<sup>1</sup> A complete listing of programs who have exemplary status can be found in Table 2.5-5.

## **Rating System**

The following rating scale is used to assess a program's quality of performance:

### **Superior Performance**

*Superior Rating of 7, 8, or 9:* The expected outcome of the indicator is clearly being met; there are very few, if any, exceptions to the specific requirements of the indicator being met; and the program has exceeded the overall requirements of the indicator through an innovative approach, extended services, or an apparently evident program-wide dedication to the overall performance of the indicator.

### **Satisfactory Performance**

*Satisfactory Rating of 4, 5, or 6:* The expected outcome of the indicator is clearly being met, and either all of the requirements of the indicator are being met or there are only minor exceptions or inconsistencies in the specific requirements for the indicator.

### **Below Satisfactory Performance**

*Partial Rating of 1, 2, or 3:* The expected outcome of the indicator is not being met, and there are frequent exceptions and inconsistencies in the specific requirements for the indicator.

*Nonperformance Rating of 0:* The expected outcome of the indicator is clearly not being met, and the specific requirements of the indicator are not being significantly addressed.

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<sup>1</sup> If there is an educational provider change while a program has exemplary status, the program will receive a full educational QA review. For state agency and annual reporting purposes, QA scores for exemplary programs will be carried over each year for the duration of their exemplary status until they receive another full educational review.

For each program, an overall average score for the three QA standards for which an educational program is responsible (transition, service delivery, and educational resources) is calculated. This is referred to as the “overall mean.”

These five categories of overall performance are used to identify and sort educational programs based on the overall mean of their QA review scores for standards 1 through 3:

- 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 0.00-3.99)

The 2006 QA standards and scores for the 161 programs reviewed, including specific indicator scores for each program, are listed in Appendix B. This appendix groups all programs according to the analyses provided in this chapter: program type, security level, school district, and program provider, including specific providers and type of provider.

## 2.4 EDUCATIONAL QA REVIEW FINDINGS

It is important to consider the changes in the educational QA standards from 2005 to 2006 when making cross-year comparisons and before drawing conclusions about changes in performance scores from year to year. It should be noted that the standards have generally become more demanding and rating guidelines more stringent, reflecting the commitment of JJEEP and the DOE to high standards and continuous quality improvement.

The following comparisons provide information on the performance of various program types and administrative models. Table 2.4-1 contains the standard and overall means for programs reviewed in 2006 by program type (residential commitment, day treatment, and detention center programs) and security level.

Although each of these program types is subject to different QA standards, including a different number of indicators, various benchmarks, and modified programmatic requirements, they are reviewed according to the same three standard areas of transition, service delivery, and educational resources. Programs may be compared by the mean of each QA standard and by the mean of the overall QA scores.

**TABLE 2.4-1**  
**Standard Means and Overall Means by Security Level in 2006**

Security Level	# of Programs	Transition Mean	Service Delivery Mean	Educational Resources Mean	Contract Management Mean	Overall Mean
<i>Detention</i>						
<b>DETENTION TOTAL</b>	<b>26</b>	<b>5.38</b>	<b>6.31</b>	<b>6.21</b>	<b>5.92</b>	<b>6.03</b>
<i>Day Treatment</i>						
<b>DAY TREATMENT TOTAL</b>	<b>38</b>	<b>4.75</b>	<b>4.92</b>	<b>5.29</b>	<b>3.92</b>	<b>5.06</b>
<i>Residential</i>						
Low Risk	10	4.10	4.23	4.33	2.10	4.23
Moderate Risk	63	4.99	5.46	5.52	4.10	5.35
Mixed Moderate & High	5	5.00	4.80	4.95	4.00	4.91
High Risk	17	4.96	5.50	5.52	4.00	5.34
Maximum-Risk & Mixed	2	4.00	3.75	4.63	2.50	4.14
<b>RESIDENTIAL TOTAL</b>	<b>97</b>	<b>4.88</b>	<b>5.27</b>	<b>5.35</b>	<b>3.84</b>	<b>5.19</b>
<b>TOTAL FOR ALL PROGRAMS</b>	<b>161</b>	<b>4.93</b>	<b>5.36</b>	<b>5.47</b>	<b>4.19</b>	<b>5.29</b>

All programs combined had an overall mean score of 5.29. This is a moderate decrease compared to the previous year’s overall mean score of 5.50. The overall mean for detention centers increased slightly from 6.00 to 6.03 between 2005 and 2006. Unlike detention centers, residential and day treatment programs experienced a decline in overall means from last year. The overall mean for residential programs dropped from 5.43 to 5.19 and day treatment dropped from 5.37 to 5.06.

Historically, detention centers have had the highest overall and standard means. Most likely, higher scores may be attributed to fewer and less stringent benchmarks for detention centers. Specifically, detention standards do not include requirements such as reading curriculum and instruction, career and technical curriculum and instruction, Florida Comprehensive Assessment Test (FCAT) administration, and long-term student planning. Consistent with previous years, day treatment programs had the lowest scores in all standards on average, with the exception of contract management.

Despite the differences in standard and overall mean scores, all three program types follow a similar pattern of performance by standard. Programs as a whole had the lowest score in the transition standard and the highest in educational resources with the service delivery standard falling in between. Despite few changes to the transition standard benchmarks and extensive technical assistance in this area, providing high quality transition and planning services to students remains a challenge for juvenile justice programs.

The educational standards to be utilized in the 2007-2008 review cycle will place increased emphasis on transition services and will raise the bar with the addition of a *community reintegration* indicator.

In 2006, the school district standard fell below satisfactory for both residential and day treatment programs, but remained satisfactory for detention centers. This trend may largely be explained by program performance in two critical benchmarks in the standard that will be discussed in detail later in this section.

Table 2.4-2 provides an overview of program performance by listing the percentage of programs in each performance category.

**TABLE 2.4-2**  
**Categories of Overall Performance in 2006**

Overall Performance Category	Score Range	# of Programs	% of Programs
<b>Superior Performance</b>	7.00 - 9.00	15	9%
<b>High Satisfactory Performance</b>	6.00 - 6.99	38	24%
<b>Satisfactory Performance</b>	5.00 - 5.99	44	27%
<b>Marginal Satisfactory Performance</b>	4.00 - 4.99	41	26%
<b>Below Satisfactory Performance</b>	0.00 - 3.99	23	14%
<b>TOTAL</b>		<b>161</b>	<b>100%</b>

Note: The total percentage may not equal 100% due to rounding.

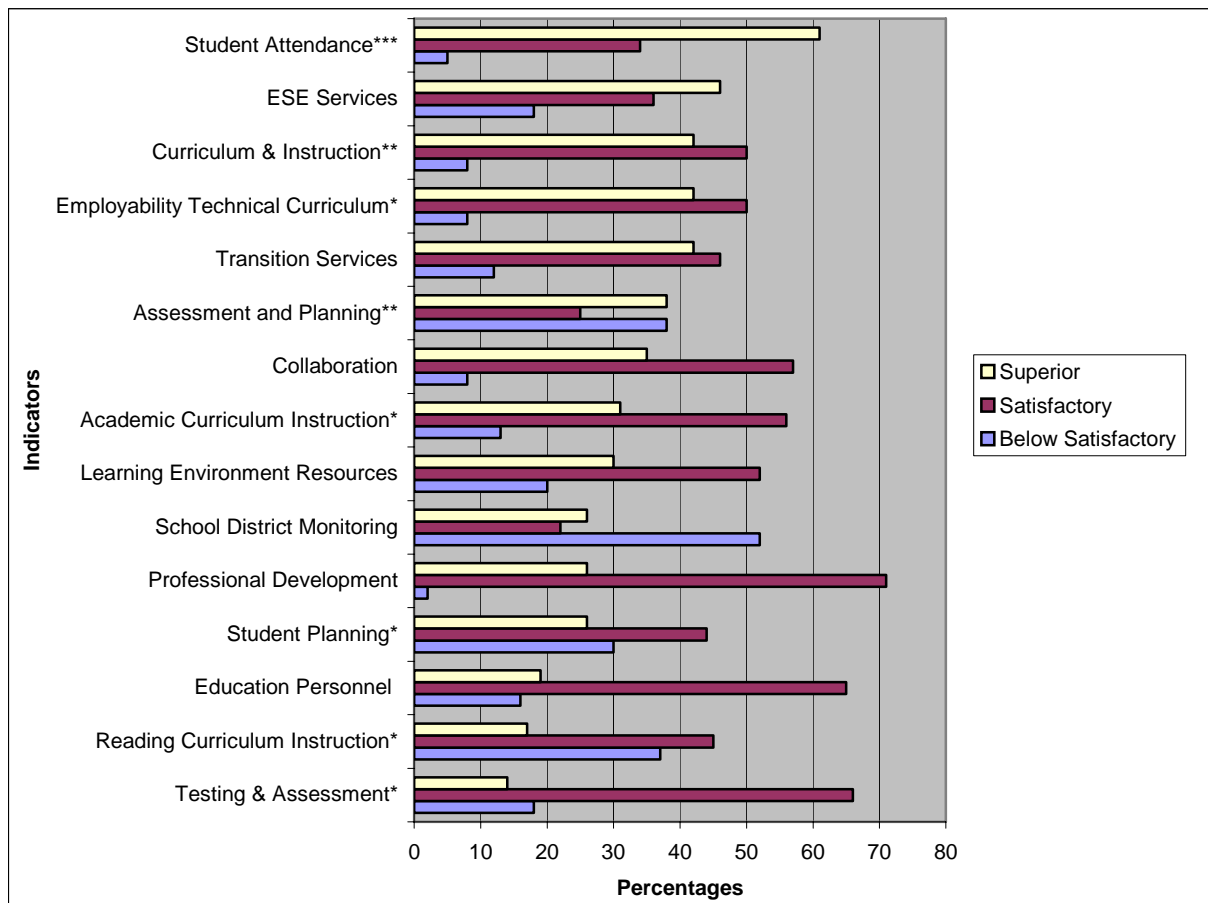
Nine percent of programs reviewed received an overall score in the *superior* range. This percentage is comparable to the 10% of programs who scored in this range last year. The percentage of programs scoring in the *high satisfactory* and *satisfactory* range has dropped by two percent compared to 2005.

The most significant change in 2006 is the doubling of the number and percent of programs with *below satisfactory* performance. This change does not significantly alter the overall distribution of scores compared to last year, but rather represents a flattening of the curve. In other words, there is a more equal number of programs above and below the satisfactory performance range than in 2005.

The characteristics of the 23 low-performing programs and JJEEP's plans to assist these programs will be discussed in detail in the following chapter. To better explain program performance, a description of indicator and benchmark ratings follow.

The analysis of indicator ratings breaks standards into their subcomponents and provides a more in-depth profile of program performance in specific areas. Figure 2.4-1 reports the percentage of programs receiving below satisfactory, satisfactory, and superior ratings by each indicator for all programs.

**Figure 2.4-1. Indicator Ratings for All Programs in 2006**



\*Residential and Day Treatment only

\*\*Detention only

\*\*\*Day Treatment only

The indicators that received the highest percentage of superior scores include student attendance, ESE services, curriculum and instruction, and employability/technical curriculum. The indicators receiving the lowest percentage of superior scores include testing and assessment, reading curriculum and instruction, educational personnel qualifications, and student planning.

Of the indicators with the highest percentage of superior scores only the ESE Services indicator applies to all program types. Forty-six percent of programs received a superior rating for providing appropriate ESE services to youth. Fewer than 20% of programs have a below satisfactory score in ESE services which is a decrease from 2005. Thus, progress is being made in terms of programs providing at least satisfactory ESE services and this is critical given the number and composition of youth with disabilities in juvenile justice programs.

In terms of curriculum and instruction, residential and day treatment programs received the most superior ratings in the employability and technical curriculum indicator, while detention programs received the most superior ratings in general curriculum and instruction. Due to the short length of stay for youth in detention centers, the curriculum

and instruction indicator is less rigorous compared to the academic curriculum and instruction requirements for residential and day treatment programs.

Detention center programs, however, face the unique challenge of implementing a curriculum and teaching a multilevel student population that changes on a daily basis. In spite of that, the fact that fewer than 10% of the detention centers receive below satisfactory scores in this indicator shows that detention centers in general are excelling in curriculum and instruction with over 40% of programs receiving superior ratings and fewer than 10% of programs receiving below satisfactory ratings.

However, the assessment and planning indicator remains a challenge for detention centers; almost 40% of programs received below satisfactory ratings. One contributing factor to this finding is the short-term and often unpredictable nature of youths' stay at detention centers. Detention centers primarily serve as a temporary holding placement for youth while they await their adjudicatory or placement hearings, thus the typical range of stay is one to 15 days. The length of stay, combined with the uncertain and often abrupt transitions into and out of detention centers, make appropriate and timely assessment and planning difficult.

Day treatment programs continue to perform well (with 61% receiving superior ratings) on the student attendance indicator which measures the attendance tracking process and the strategies in place to maintain student attendance. Of the four indicators with the lowest percentage of superior ratings, three apply only to residential and day treatment programs.

*Reading Curriculum and Instruction* received the second fewest superior ratings and the most below satisfactory ratings. Changes to the reading indicator benchmarks combined with more stringent rating guidelines is a likely explanation why over one-third of these programs failed the reading indicator and far fewer received superior ratings. The two new requirements in the 2006 standards included that youth scoring Level 1 or 2 on the FCAT be enrolled in an intensive reading class and that the reading curriculum and instruction be aligned with the school district comprehensive reading plan.

*Testing and Assessment* did not receive a high percentage of superior ratings, but this category did have below 15% receiving a below satisfactory rating. Thus, most programs performed within the satisfactory range. Possible explanation why more programs did not receive superior ratings include the fact that the FCAT participation benchmark is rated in this indicator and the common assessment was implemented in the middle of the review cycle, introducing yet another change to which programs needed to adapt.

*Student Planning* did not undergo substantial content changes from previous years that might explain why 30% of programs received below satisfactory ratings; but, as the following table will show, the critical benchmark in this indicator (individual academic plan [IAP] development), did have fewer pass ratings than in 2005.

In addition to the program indicators, Figure 2.4-1 also displays the school district performance indicator. Fifty-two percent of school districts received below satisfactory scores for this indicator, which exceeds the percentages of all the program level indicators. More specifically, school districts had the greatest percent of change from satisfactory or above to below satisfactory scores. In fact, superior and satisfactory scores decreased by 10% and 23%, respectively in this indicator. This decrease is, in part, due to changes in the requirements of specific benchmarks within the school district indicator. Some of these changes will be discussed further in the analysis of critical benchmarks below.

The benchmark analysis more explicitly identifies areas of high and low performance. Table 2.4-3 displays the percentages of passed critical benchmarks within each indicator for all program types.

**TABLE 2.4-3:  
Percentage of Passing Critical Benchmarks**

Critical Benchmarks	2005 % Passed	2006 % Passed	% Change
<b>Enrollment</b>	93	93	0
<b>Entry Academic Assessment</b>	89	96	5
<b>IAP Development</b>	74	68	-6
<b>IEP Development</b>	89	98	9
<b>Individualized Academic Curriculum*</b>	94	96	2
<b>Reading Instruction*</b>	70	66	-4
<b>ESE Process</b>	77	83	6
<b>Teaching Certification</b>	89	87	-2
<b>Adequate Instruction Time</b>	81	84	3
<b>Data Management</b>	93	89	-4
<b>FCAT Participation*</b>	31†	45	14
<b>Contract Manager Oversight</b>	83	72	-11
<b>Community Involvement**</b>	90	95	5
<b>Year Round Curriculum***</b>	93	88	-5

\*Residential and Day Treatment only

\*\*Day Treatment only

\*\*\*Detention only

Note: FCAT participation was not a critical benchmark in 2005; 31% represents the programs that passed in 2004.

Table 2.4-3 shows that the highest percentage (98%, up 9% percent since last year) passed the benchmark for individual educational plan (IEP) development for students with disabilities. This change may in part be attributed to an increase in the number of districtwide electronic IEP systems in place. Districts that use electronic IEPs have improved the accessibility of students' previous IEPs that can often be implemented as written, thus eliminating the need to write a new IEP.

If a student's previous IEP is not able to be implemented as written, the electronic IEP template serves as a model for goal development and services needed for the new IEP. Furthermore, as electronic IEPs become more prevalent some school districts are preparing



prewritten IEP goals and objectives that can be selected from a list and inserted into an IEP, simultaneously decreasing the likelihood of human error and increasing consistency.

The percent of programs (68%) that passed the benchmark for individual academic plan (IAP) development decreased by 6% in 2006 compared to 2005. This is somewhat surprising given that no changes were made to the benchmark criteria. The IAP development benchmark is two-fold in that it requires that the IAP to be developed within a 15-day time frame and contain individualized, specific, and measurable goals for reading, writing, math, and career areas. This data indicates that despite extensive IAP technical assistance training and the development of accessible IAP development resources, programs are not progressing in this benchmark. Based on observations and interviews, perhaps the combination of an underutilization of available IAP resources, combined with the high rates of turnover of teachers and other educational staff who are typically responsible for writing IAPs, the result is an overall lack of improvement.

In 2006, the percent of detention programs passing the IAP benchmark dropped 5%; however, this is a modest change compared to the 30% decrease (95% to 65%) in residential programs and the 22% decrease (85% to 63%) in day treatment programs. The most frequent reason cited for failing the benchmark is providing a reduced summer curriculum. Reviewers often found that programs were offering limited courses (usually math and reading) for credit during the summer months. The benchmark is clear in that programs are required to offer a year-round curriculum that appropriately meets the progression needs of all students, provides credits, and follows course descriptions. Any program whose summer curriculum did not meet the needs of students received a rating of below satisfactory for this benchmark.

The FCAT participation benchmark requires that residential and day treatment programs have at least 95% participation in the state-wide assessment. This benchmark was first included in the QA standards in 2004 when only 31% of programs met the requirement. Due to the low passing rate, JJEEP and the DOE decided not to rate this benchmark in 2005. Instead, reviewers provided technical assistance to programs and school districts in terms of how to correctly report participation data to the DOE and improve strategies to encourage student participation in testing. So, while the overall passing rate is still low, it has improved substantially over previous years.

Overall, in 2005 the passing rate of six of the critical benchmarks decreased and the passing rate of another six increased; but the most dramatic change was in the passing rate for contract manager oversight, which dropped 11%. The high percentage change for contract manager oversight may be explained by several factors.

This benchmark was first designated as critical in 2005, but the expectations for oversight and assistance were raised in 2006. In addition, if a program's performance was low, it stands to reason that the school district oversight is also not satisfactory. There are always exceptions to this general rule, but, given that more programs failed overall this year, there would also be an increase in the percent of contract managers receiving ratings of below satisfactory. This discussion of school district oversight and contract management leads into the next section regarding the performance of educational providers and school districts.

## 2.5 QA RESULTS FOR EDUCATIONAL PROVIDERS AND SCHOOL DISTRICTS

Although the findings in the previous sections help assess the overall performance of juvenile justice educational programs, they do not identify the specific programs that have superior, satisfactory, or below satisfactory performances. The following analysis provides rankings of school districts and educational providers, and identifies exemplary programs.

Table 2.5-1 identifies the 2006 mean QA review scores for each standard and the overall mean scores for each of the supervising school districts for both district-operated and district-contracted programs. When determining the overall quality of a school district's performance in juvenile justice education, it is important to consider the total number of programs supervised by the school district. Table 2.5-1 is divided into four categories based on the number of programs under the school district's supervision. Within each category, the supervising school districts are listed in descending order by the overall mean of the QA review scores.

**TABLE 2.5-1**  
**Standard and Overall Means for Supervising School Districts**  
**Ranked by Overall Mean in 2006**

Number Programs Supervised	Supervising School District	# of Programs	Transition Mean	Service Delivery Mean	Educational Resources Mean	Contract Management Mean	Overall Mean
<b>1 Program</b>	Hardee	1	6.00	6.00	6.75	7.00	6.27
	Holmes	1	5.67	6.00	6.00	3.00	5.91
	Charlotte	1	5.33	4.50	6.25	3.00	5.36
	Citrus	1	5.00	5.00	5.25	3.00	5.09
	Hamilton	1	4.00	5.25	4.50	4.00	4.64
	Hernando	1	4.67	4.50	4.25	2.00	4.45
	Lake	1	4.67	4.00	4.25	3.00	4.27
	Levy	1	3.33	4.50	4.50	2.00	4.18
	Jefferson	1	3.67	4.25	4.50	1.00	4.18
	Union	1	4.00	3.50	4.50	1.00	4.00
	Glades	1	1.67	2.75	5.00	1.00	3.27
	Jackson	1	1.67	2.50	4.00	2.00	2.82
	<b>Group Mean</b>		<b>4.14</b>	<b>4.40</b>	<b>4.98</b>	<b>2.67</b>	<b>4.54</b>

Number Programs Supervised	Supervising School District	# of Programs	Transition Mean	Service Delivery Mean	Educational Resources Mean	Contract Management Mean	Overall Mean
<b>2-3 Programs</b>	Collier	3 (1)	5.78	6.92	6.75	6.67	6.57
	Walton	2 (2)	7.00	7.00	5.33	4.00	6.50
	Sarasota	2	5.34	6.13	5.68	3.00	5.80
	Brevard	3	5.39	5.42	6.20	4.67	5.72
	DeSoto	3	5.78	5.42	5.67	5.00	5.61
	Bay	3 (1)	6.17	5.17	5.53	4.00	5.57
	Monroe	3 (1)	4.67	5.67	5.33	5.67	5.28
	Nassau	2	5.33	5.25	5.25	2.50	5.28
	St. Lucie	2 (1)	5.34	5.13	4.90	4.00	5.13
	Liberty	2	4.84	4.88	5.50	2.00	5.09
	Santa Rosa	2	4.84	5.00	5.00	4.00	4.96
	Osceola	3	4.28	4.50	5.50	3.00	4.80
	Lee	3	4.33	3.92	4.97	2.33	4.53
	St. Johns	3	4.00	4.00	4.92	3.67	4.42
	Madison	2	3.00	4.13	4.38	1.50	3.89
	Okeechobee	3	3.22	2.92	3.92	1.33	3.36
	<b>Group Mean</b>		<b>4.93</b>	<b>5.05</b>	<b>5.33</b>	<b>3.68</b>	<b>5.14</b>
<b>4-6 Programs</b>	Volusia	6 (2)	5.89	6.33	6.46	5.17	6.25
	Washington	4 (2)	5.33	6.15	6.25	6.00	5.87
	Polk	6 (3)	5.56	5.64	5.86	5.50	5.69
	Orange	4 (1)	5.75	5.56	5.24	5.00	5.49
	Manatee	4	4.79	5.63	5.56	3.50	5.41
	Marion	5 (1)	5.60	5.35	5.28	6.00	5.39
	Leon	4	4.75	4.94	5.40	3.25	5.08
	Pasco	6 (1)	4.78	4.88	5.34	4.33	5.04
	Escambia	5 (1)	4.80	5.15	5.22	4.40	5.03
	Alachua	5	3.60	5.05	5.02	3.80	4.64
	Palm Beach	4	3.83	5.00	4.55	3.00	4.53
	Seminole	4 (1)	4.25	3.44	4.00	2.50	3.98
		<b>Group Mean</b>		<b>4.95</b>	<b>5.29</b>	<b>5.40</b>	<b>4.46</b>
<b>7+ Programs</b>	Okaloosa	7 (5)	6.38	6.81	6.44	6.71	6.59
	Hillsborough	10 (3)	5.07	6.23	6.16	5.90	5.87
	Broward	7 (2)	4.86	6.17	5.71	4.57	5.63
	Pinellas	12 (3)	4.97	5.72	5.62	3.92	5.53
	Duval	7 (1)	4.36	5.61	5.47	3.43	5.24
	Miami-Dade	8	5.02	4.99	5.37	3.63	5.13
		<b>Group Mean</b>		<b>5.09</b>	<b>5.90</b>	<b>5.79</b>	<b>4.67</b>
	<b>TOTAL</b>	<b>161 (32)</b>	<b>4.93</b>	<b>5.36</b>	<b>5.47</b>	<b>4.19</b>	<b>5.29</b>

\*The number of programs in parenthesis is the number of exemplary programs within the school district. Note: The overall mean cannot be calculated by adding the three standard averages and dividing by three. Each standard must be weighted by the number of indicators in 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.

Overall, five supervising school districts have overall mean scores in the high satisfactory range; this may be compared to 12 districts in that category in 2005. As a group, school districts that have the highest number of programs also have the highest overall and standard mean scores, and school districts supervising the fewest programs have the lowest overall and standard mean scores. Exceptions to this general trend include Hardee, Collier, and Walton counties which have a small number of programs but, as school districts, have overall mean scores in the high satisfactory range. Exceptions can also be found on the other end of the continuum with Alachua, Seminole, and Palm Beach counties that have a large number of programs but those programs' overall performance falls in the below satisfactory or marginal satisfactory range.

An explanation of this trend is complicated by a number of factors including, for example, the economic and human resources of the school district, the distribution of educational providers within the school district, the facility providers for the programs, staff stability, and perhaps the tenure of the programs. While JJEEP does not currently collect data on all these factors, the next several tables look more specifically at the distribution of educational providers within districts.

In addition, given that the contract management standard is not part of the program's overall mean score, it is interesting to note the correlation between the contract management mean and overall mean within districts. As stated in the previous section, school district support and supervision are important to program performance. Further, an analysis of school districts' performance as measured by the overall mean of programs under their supervision, showed that despite internal changes in either the number of programs they supervise or degree of privatization of their educational programs, there is little variation in overall mean scores in the last three years. Thus, school districts performing well in 2006 have been consistently high-performing, and those with poor performance are historically poor performing school districts.

Table 2.5-2 compares the quality of educational services across provider types in Florida's juvenile justice educational programs. The table summarizes QA results for all educational programs that were operating in Florida's residential and day treatment facilities during 2006.

**TABLE 2.5-2**  
**Mean QA Scores for Public and Private-Operated Educational Programs in 2006**

Provider Type	# of Programs	# of Exemplary Programs	Transition	Service Delivery	Educational Resources	Overall Mean
<b>Public School District</b>	82	22	5.06	5.87	5.81	5.62
<b>Private Not-For-Profit</b>	65	9	4.89	5.02	5.23	5.09
<b>Private For-Profit</b>	14	1	4.33	3.88	4.58	4.29
<b>TOTAL/AVERAGE SCORE</b>	<b>161</b>	<b>32</b>	<b>4.93</b>	<b>5.36</b>	<b>5.47</b>	<b>5.29</b>

Note: This table's analysis includes all programs and one program operated by the Florida Department of Agriculture. Standard four, contract management, is not included in the overall mean.

Across all three standards and the overall mean, public education providers consistently scored higher than private providers. More specifically, programs operated by school districts scored the highest; the private for-profit educational providers consistently scored the lowest with private not-for-profit educational providers scoring in between.

The largest difference between the public and private for-profit educational providers occurs in the service delivery standard. Since JJEEP began evaluating educational programs nine years ago, school district educational providers have consistently performed better than the private providers and are more likely to have exemplary programs. Despite overall lower performance, approximately half (49%) of juvenile justice educational providers are private organizations, and this proportion has remained constant (45% to 49%) since 1998.

Table 2.5-3 presents the ranked standard means for educational program providers in both district-operated and district-contracted programs for 2006.

**TABLE 2.5-3**  
**Standard Means for (School District and Contracted) Educational Providers**  
**Ranked by Overall Mean in 2006**

<b>Educational Provider</b>	<b># of Programs</b>	<b>Transition</b>	<b>Service Delivery</b>	<b>Educational Resources</b>	<b>Overall Mean</b>
Bay	1 (1)	7.50	7.50	8.00	<b>7.67</b>
Collier	1 (1)	6.00	7.00	7.67	<b>7.00</b>
Monroe	1 (1)	7.00	7.00	7.00	<b>7.00</b>
Seminole	1 (1)	7.00	7.00	7.00	<b>7.00</b>
Brevard	1 (1)	6.50	7.00	7.00	<b>6.88</b>
Okaloosa	6 (5)	6.50	7.15	6.61	<b>6.81</b>
Walton Academy, Inc.	2 (2)	7.00	6.50	6.00	<b>6.50</b>
St. Lucie	1 (1)	7.00	7.00	5.33	<b>6.50</b>
Pinellas	4 (2)	5.42	7.00	6.66	<b>6.40</b>
Escambia	2 (1)	4.84	7.00	6.75	<b>6.19</b>
Hillsborough	7 (2)	5.19	6.38	6.42	<b>6.04</b>
Volusia	5 (1)	5.53	6.15	6.30	<b>6.02</b>
Sarasota Family YMCA, Inc.	1	5.00	7.00	5.75	<b>6.00</b>
Washington	4 (2)	5.33	6.15	6.25	<b>5.87</b>
Broward	5	5.07	6.58	5.90	<b>5.86</b>
PACE Center for Girls, Inc.	17 (5)	5.20	5.80	5.95	<b>5.71</b>
Human Services Associates	4	5.67	5.31	5.88	<b>5.61</b>
Polk	4 (2)	5.42	5.63	5.65	<b>5.57</b>
Orange	2	5.00	5.88	5.50	<b>5.53</b>
Marion	3	5.55	5.58	5.08	<b>5.39</b>
Manatee	2	4.75	5.88	5.13	<b>5.32</b>
Liberty	1	5.00	5.00	5.75	<b>5.27</b>
Dade	2	4.42	5.88	5.38	<b>5.22</b>
Palm Beach	2	4.34	5.88	5.00	<b>5.14</b>
Pasco	5 (1)	5.07	5.05	5.25	<b>5.13</b>
Eckerd Youth Alternatives, Inc.	8 (1)	4.75	5.08	5.09	<b>5.09</b>
Duval	4	4.04	5.81	5.06	<b>5.05</b>

Educational Provider	# of Programs	Transition	Service Delivery	Educational Resources	Overall Mean
Alachua	3	3.22	5.83	5.50	<b>5.01</b>
Nassau	1	5.33	4.50	5.25	<b>5.00</b>
G4S Youth Services, Inc.	3 (1)	4.89	4.61	5.42	<b>4.97</b>
Youth Services International, Inc.	2	4.50	4.75	5.38	<b>4.89</b>
Crosswinds Youth Services	1	4.00	4.50	5.60	<b>4.83</b>
Osceola	3	4.28	4.50	5.50	<b>4.80</b>
Bay Point Schools	3	4.50	4.13	5.25	<b>4.79</b>
Lee	2	5.22	4.25	5.00	<b>4.79</b>
Associated Marine Institutes, Inc.	23 (1)	4.67	4.42	4.96	<b>4.70</b>
Hurricane Island Outward Bound	3	5.11	4.75	4.25	<b>4.67</b>
Leon	2	3.67	4.63	5.29	<b>4.66</b>
Universal Health Services	2	4.67	4.75	4.50	<b>4.64</b>
Hamilton	1	4.00	5.25	4.50	<b>4.64</b>
Santa Rosa	1	4.67	4.25	4.90	<b>4.64</b>
Hernando	1	4.67	4.50	4.25	<b>4.45</b>
St. Johns	3	4.00	4.00	4.92	<b>4.42</b>
North American Family Institute	1	3.33	4.50	4.50	<b>4.18</b>
Florida Department of Forestry	1	3.67	4.25	4.50	<b>4.18</b>
Twin Oaks Juvenile Development	2	3.34	4.38	4.38	<b>4.09</b>
Three Springs Corporation	1	4.00	3.50	4.50	<b>4.00</b>
Vision Quest Ltd.	2	3.33	3.13	3.88	<b>3.46</b>
EXCEL, Inc.	3	3.67	2.25	2.77	<b>2.97</b>
Jackson	1	1.67	2.50	4.00	<b>2.82</b>
<b>TOTAL</b>	<b>161 (32)</b>	<b>4.93</b>	<b>5.36</b>	<b>5.47</b>	<b>5.29</b>

Note: The overall mean is not calculated by adding the three standard averages and dividing by three. Each standard is weighted by the number of indicators in 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. The number of exemplary programs is in parentheses in the Number of Programs column.

Scores in Table 2.5-3 range from a high of 7.76 for the program Bay County school district operates to a low of 2.82 for the program that Jackson County school district operates. Bay, Collier, Monroe, and Seminole school districts were the only four districts to score in the superior range, but four other districts scored in the high satisfactory range. Nine of the 10 highest-performing providers are school districts, and one is a private provider (Walton Academy, Inc.).

Six of the 10 lowest-performing providers are private and four are school districts. Three providers scored overall in the unsatisfactory range and include VisionQuest Ltd., EXCEL, Inc., and Jackson County school district. Of these three providers, only EXCEL, Inc., formerly Affiliated Computer Services, also performed below satisfactory in 2005.

As the two largest private providers, Associated Marine Institutes (AMI) who has 23 programs and PACE who has 17 programs performed in the marginal satisfactory and satisfactory range, respectively. A major difference between the two providers is that PACE has five exemplary programs while AMI has one.

Okaloosa (6 programs) and Hillsborough (7 programs) county school districts are the largest public providers and score in the high satisfactory range. Both school districts continue a historical trend of excellence in educational programming, but Okaloosa continues to maintain the highest number of exemplary programs, with five of their six programs scoring above 6.5 overall.

Table 2.5-4 identifies the programs receiving high satisfactory (6.50 and above) and superior overall mean scores during the 2006 QA review cycle as well as the programs that lost exemplary status.

Beginning in 2004, JJEEP began to reward high-performing programs; programs scoring between 6.50 and 6.99 overall earn *exemplary II* status for which they receive two years of abbreviated one-day reviews. Programs scoring above 7.00 earn *exemplary I* status for which they receive a phone call the first year and abbreviated one-day reviews following second and third years. However, programs who do not pass their one-day reviews lose their exemplary status and receive a full review the same year.

Table 2.5-4 also shows the full review overall mean scores for those programs who did not maintain exemplary status. In addition, the table indicates the next year programs' exemplary status ends and they receive a full review.

**TABLE 2.5-4**  
**Exemplary Programs Receiving High Satisfactory and Superior Overall Mean Scores in 2004, 2005, and 2006, Rank-Ordered by Overall Mean Score**

Program Name and Status	Overall Mean	Year Earning Exemplary Status	2006 Exemplary Review Status	Year of Next Full Review
<b>Exemplary I</b>				
Orange Detention Center	7.83	2004	Failed (5.50)	2007-2008
Bay Detention Center	7.67	2004	Passed	2008-2009
Gulf Coast Youth Academy	7.40	2005	Passed	2009-2010
PACE Volusia-Flagler	7.36	2005	Passed	2009-2010
Escambia Detention Center	7.33	2004	Failed (5.25)	2007-2008
Bay Boot Camp	7.13	2004	Closed	N/A
Pensacola Boys Base	7.13	2004	Passed	2008-2009
Pinellas Boot Camp	7.13	2004	Passed (Closed)	N/A
Dozier Training School for Boys	7.13	2004	Passed	2008-2009
Falkenburg Academy	7.10	2005	Passed	2009-2010
Collier Detention Center	7.00	2004	Passed	2008-2009
Hillsborough Academy (IRT)	7.00	2004	Passed	2008-2009
Pasco Detention Center	7.00	2004	Passed	2008-2009
Polk Boot Camp	7.00	2004	Passed	2008-2009
St. Johns Detention Center	7.00	2004	Failed (5.25)	2007-2008
Jackson Juvenile Offender Correction Center	7.00	2004	Passed	2008-2009
Monroe Detention Center	7.00	2005	Passed	2009-2010
Seminole Detention Center	7.00	2005	Passed	2009-2010
Hillsborough Detention Center-East	7.00	2006	Earned	2010-2011

Program Name and Status	Over all Mean	Year Earning Exemplary Status	2006 Exemplary Review Status	Year of Next Full Review
<b>Exemplary II</b>				
Lighthouse Care Center	6.95	2004	Passed	2007-2008
Liberty Wilderness Crossroads Camp	6.90	2005	Failed (4.91)	2007-2008
Okaloosa Youth Academy	6.88	2004	Passed	2007-2008
Brevard Detention Center	6.88	2006	Earned	2009-2010
Okaloosa Detention Center	6.83	2004	Passed	2007-2008
PACE Orange	6.82	2005	Passed	2008-2009
Adolescent Substance Abuse Program	6.80	2005	Passed	2008-2009
Okaloosa Youth Development Center	6.75	2004	Passed	2007-2008
Camp E-Nini-Hassee	6.75	2004	Passed	2007-2008
PACE Duval	6.73	2005	Passed	2008-2009
Polk Detention Center	6.71	2005	Passed	2008-2009
Britt Halfway House	6.70	2005	Passed	2008-2009
Eckerd Intensive Halfway House	6.70	2005	Failed (5.00)	2007-2008
PACE Broward	6.67	2004	Passed	2007-2008
Youth Environmental Services	6.63	2004	Passed	2007-2008
Avon Park Youth Academy	6.63	2004	Passed	2007-2008
Live Oak Academy	6.60	2005	Closed	N/A
PACE Alachua	6.58	2006	Earned	2009-2010
PACE Manatee	6.58	2006	Earned	2009-2010
New Port Richey Marine Institute	6.56	2004	Failed (4.58)	2007-2008
PACE Pinellas	6.56	2004	Passed	2007-2008
Volusia Detention Center	6.56	2005	Passed	2008-2009
PACE Marion	6.55	2005	Passed	2008-2009
St. Lucie Detention Center	6.50	2004	Passed	2007-2008
Camp E-Kel-Etu	6.50	2005	Failed (4.73)	2007-2008
Walton Learning Center IHH	6.50	2005	Passed	2008-2009
Walton Learning Center SHOP	6.50	2005	Passed	2008-2009

In 2006 four new programs earned exemplary status including Hillsborough Detention Center-East, Brevard Detention Center, PACE Alachua, and PACE Manatee. Of the 43 exemplary programs at the beginning of the 2006 QA cycle, three have closed, and seven did not maintain their exemplary status. Of the current 36 exemplary programs, 11 are detention centers, 8 are day treatment, and 17 are residential.

Three of the seven programs that lost exemplary status this year are exemplary I programs and four are exemplary II programs. Three detention centers, one day treatment, and three residential programs lost exemplary status, but all scored in the marginal satisfactory or satisfactory range during their follow-up full reviews. Thus, these are programs that may no longer be superior, but are still meeting the QA standards overall.

A number of the programs losing exemplary status this year experienced critical changes in leadership (a new lead educator, contract manger, or both). It is not uncommon for any



program that experiences turnover in leadership to have a shift in QA scores as they adjust to change. Following the 2007-2008 QA review cycle when more exemplary programs are scheduled for full-reviews, JJEEP will examine how well the exemplary process is identifying stable, high-performing programs or whether adjustments need to be made to the process.

## 2.6 SUMMARY DISCUSSION

During the 2006 review cycle 163 programs were reviewed. Of these programs, 97 were residential commitment programs, 40 were day treatment programs, and 26 were detention centers. Detention centers scored the highest overall (6.03), followed by residential commitment programs (5.19) and day treatment programs (5.06).

Moderate-risk programs represented the greatest proportion of all programs in Florida in 2006, and their overall average score was in the satisfactory range (5.35), which is approximately equal to the average for all programs (5.29). The highest rated standard for programs in 2006 was standard 3 “educational resources,” which received an overall mean of 5.47. This was followed by standard 2 “service delivery,” which had a mean of 5.36. Standard 1 “transition services,” had the lowest mean at 4.93.

The analysis of QA scores for 2006 demonstrates that the overall mean decreased compared to the performance levels in 2005. In 2006, 53 programs (33%) scored in the high satisfactory or superior range, and 23 programs (14%) scored in the unsatisfactory range. Compared to 2005 the percentage of programs in the high satisfactory and superior range dropped by 3% and the percentage of programs in the unsatisfactory range doubled to 14%. The changes in the distribution of overall mean scores represents a flattening of the distribution. In other words, there is a more equal number of programs scoring in the high satisfactory/superior and the below satisfactory ranges than in previous years.

Standard four, applying only to a program’s supervising school district, had a mean of 4.19 which is a significant decrease from the 2005 mean of 5.30. The decrease may be primarily attributed to two specific benchmarks. The first is school district participation in the adequate yearly progress (AYP) process benchmark that requires reporting data accurately in which only 45% of programs passed. The second is the contract management oversight and assistance benchmark which had a passing rate of 72%, which is a decrease of 11% since 2005.

Both of the benchmarks are designated as critical, resulting in a below satisfactory rating for the standard if requirements are not met. Based on gains from 2004 to 2006 it is expected that the number and percentage of programs meeting the AYP process next year will increase substantially as programs improve both strategies for increasing participation and accuracy in reporting participation rates to the DOE.

In 2006, QA reviews were conducted in 46 school districts that supervised juvenile justice education programs. School districts were broken down into four categories (based on the number of programs they supervised) to allow comparisons among school districts with a similar number of programs. The range in number of programs within districts was 1 to 12.

Overall, five supervising school districts received scores in the high satisfactory range and five in the below satisfactory range. In terms of educational providers, public school districts again performed better than private providers. Among private providers, not-for-profit providers performed better than their for-profit counterparts.

In conclusion, it appears that the higher educational standards in 2006 resulted in a moderate decrease in the overall mean score; however, this does not indicate that programs are not performing more poorly than in 2005. Some 2006 requirements, however, contributed to the overall decline. Participation in FCAT testing, development of IAPs, and reading instruction had the highest failure rates among programs. The benchmarks for IAP development and reading instruction also saw an increase in their failure rate from 2005 to 2006. FCAT participation was not rated in 2005, and although there was a significant increase in the number of programs passing the FCAT participation requirement from 2004 to 2006, over half of the programs failed the requirement in 2006.

Given the increase in the number of programs scoring below satisfactory, JJEEP, the DOE, and school districts will need to work collaboratively to improve these programs' performance. The following chapter will discuss in detail the process JJEEP intends to use to improve services in low-performing programs.

# Chapter 3

## System Improvement

### 3.1 INTRODUCTION

The Juvenile Justice Educational Enhancement Program (JJEEP) has developed a plan of corrective action and technical assistance practices to ensure that Florida's juvenile justice facilities maintain the highest standards for their educational programs. This chapter identifies and discusses the system improvement process for the 2006 quality assurance (QA) review cycle.

Corrective action and technical assistance services afford programs and school districts the opportunity to receive targeted training and support for the improvement of educational services. In an effort to ensure that each program receives the support it needs, corrective action and technical assistance processes are monitored and updated as appropriate. JJEEP uses a collaborative approach involving educational providers, local school districts, the Florida Department of Education (DOE), and JJEEP.

While technical assistance needs continue to be generated from the corrective action process, it has become more codified over the years. Specifically, following the 2002 QA review cycle, programs identified (by several years of corrective action data) as having the most serious deficiencies received comprehensive follow-up technical assistance visits. It was encouraging that 24 of the 25 programs who received technical assistance following the 2002 QA review cycle showed improvement in their scores during the subsequent 2003 QA review cycle.

JJEEP made similar site visits to 22 programs in 2003. Nineteen of these programs received QA reviews in 2004, and 15 improved their QA scores. In 2004, six of nine programs visited showed improvement after technical assistance was provided. In 2005, 15 programs received site visits with 13 programs showing improvement in the following year's QA review, as will be discussed later in this chapter.

The remainder of this chapter comprises seven subsections. Section 3.2 describes the current process for system improvement. Section 3.3 reports the trend data analysis of triggers for corrective actions, including failing a standard or failing the same indicator two consecutive years. Section 3.4 presents the types of technical assistance and the score changes related to this assistance between 2005 and 2006. Section 3.5 reports on the 2006 Juvenile Justice Education Institute (JJEI) and Southern Conference on Corrections (SCC) as well as other conferences and trainings in which JJEEP staff were involved. Section 3.6 describes recent publications. Finally, Section 3.7 provides a summary discussion of the system improvement process.

### 3.2 SYSTEM IMPROVEMENT PROCESS

The corrective action process began in 1999 with five priority indicators. Due to continued expansion of the standards, all indicators became priority indicators in 2004 and areas identified as crucial to the delivery of quality educational services were designated as *critical benchmarks*.

Modifications and additions to QA standards continue to reflect Florida’s increased commitment to improving the educational services provided to committed youth as well as to implementing *No Child Left Behind* (NCLB) accountability measures. For example, in 2006, benchmarks emphasizing teacher qualifications and testing are designated as *critical* and a benchmark regarding teacher retention was added to the QA standards.

Educational programs receive a corrective action plan (CAP) for either of these reasons:

- receiving a below satisfactory rating (lower than 4.00) for standards 1, 2, or 3 and /or
- failing the same indicator two consecutive years.

The corrective action process enables programs to identify specific challenges that may lead to their below satisfactory rating and to develop and implement targeted measures to affect change. In this review cycle, 47 of 163 programs were required to develop a CAP.

Table 3.3-1 displays the triggers for CAPs in 2006: failing a standard and failing the same indicator two consecutive years.

**TABLE 3.3-1  
Corrective Action Plan (CAP) Triggers and Actions in 2006**

QA Review Cycle	Trigger	Action
2005	Fail a standard	CAP required
2006	Fail same standard 2nd consecutive year	DOE notified for intervention/sanctions
2005	Fail an indicator	Deficiencies identified in QA report
2006	Fail same indicator 2nd consecutive year	CAP required
2007	Fail same indicator 3rd consecutive year	DOE notified for intervention/sanctions

The CAP must be submitted to JJEEP within 90 days of the date of the official DOE notification letter. The school district is responsible for overseeing and ensuring the development and implementation of the CAP and is required to meet all timelines in the State Board of Education (SBE) *Rule 6A-6.05281* for the implementation of CAPs.

Sanctions or intervention may be initiated for those programs that have not implemented appropriate corrective action within six months. According to *Rule 6A-6.05281, FAC*:

If the educational program in a DJJ detention, commitment, day treatment, or early delinquency intervention program has received an unsatisfactory rating on the educational component of the QA review; does not meet the minimum standards for an indicator of the educational QA review; or has demonstrated noncompliance with state and federal requirements, DOE shall initiate a series of interventions and graduated sanctions.

Sanctions may include public release of unsatisfactory findings and the interventions and/or corrective actions proposed; assignment of a monitor, master, or management team to address identified deficiencies paid for by the local school board or private provider if included in the contract; and/or reduction in payment or withholding of state and/or federal funds.

Should these sanctions prove to be ineffective in improving the quality of the program, the State Board of Education (SBE) may require further actions. These actions might include revocation of current contracts, requirements for specific provider contracts, and/or transfer of responsibility and funding for the educational program to another school district.

When a CAP is required, the program receives technical assistance that may include a follow-up visit and/or support via telephone, fax, postal mail, e-mail, or networking opportunities. The JJEEP reviewer who conducted the initial review typically provides technical assistance, beginning with contacting the program to determine critical need areas.

JJEEP annually reviews data collected from QA reviews and corrective actions and uses this information to enhance the system improvement process. In this comprehensive examination, JJEEP determines the most challenging standards, indicators, and benchmarks for programs overall and identifies the standards, indicators, and benchmarks most frequently achieved by programs. JJEEP then uses this information to revise standards as appropriate, to provide more effective technical assistance to programs, and to improve the overall efficacy of the QA process. (Chapter 8 presents more information on the 2007-2008 revisions of the system improvement process.)

### **3.3 CORRECTIVE ACTION TRENDS**

This section provides analyses of program and school district deficiencies, some of which generated CAPs during the 2006 QA review cycle. The findings are reviewed at program and school district levels.

To ensure that technical assistance is provided where the need is most critical, programs that have the greatest deficiencies must be identified. Receiving a below satisfactory (less than 4.00) score for a single standard or for the overall mean score of standards 1, 2, and 3 signifies failing. The overall mean includes only the scores of standards 1, 2, and 3. Standard 4 assesses school district oversight of the program and is used to rate the school district's performance.

Table 3.3-2 lists the 24 juvenile justice programs that received a failing score overall for 2006. Of these 24 programs, 11 have received failing scores at least two times from 2003 to 2006. All programs with an overall failing score in 2006 were required to develop a CAP, although overall failure was not the trigger for the CAP.

**TABLE 3.3-2  
Programs with Below Satisfactory Overall Mean in 2006**

Program Name	Supervising District	Overall Mean	Contract Management
Mandala Adolescent Treatment Center*	Pasco	3.91	2.00
Tiger Success Center*	Duval	3.91	3.00
Palm Beach Marine Institute*	Palm Beach	3.83	3.00
Bay Point Schools - Main	Dade	3.82	1.00
St. Johns Juvenile Residential Facility	St. Johns	3.82	3.00
PACE Treasure Coast	St. Lucie	3.75	1.00
First Step Four*	Seminole	3.73	1.00
Escambia River Outward Bound	Escambia	3.55	3.00
Kissimmee Juvenile Correctional Facility	Osceola	3.55	1.00
Vision Quest Okeechobee - Warrington School*	Okeechobee	3.55	1.00
GOALS	Seminole	3.45	1.00
Florida Ocean Science Institute*	Broward	3.42	3.00
Eckerd Youth Development Center	Washington	3.36	3.00
Vision Quest Blue Water*	Okeechobee	3.36	1.00
PACE Upper Keys	Monroe	3.33	4.00
Florida Environmental Institute	Glades	3.27	1.00
Greenville Hills Academy*	Madison	3.27	1.00
Eckerd Leadership Program*	Pinellas	3.25	2.00
Okeechobee Juvenile Offender Correction Center	Okeechobee	3.18	2.00
Escambia Bay Marine Institute	Escambia	3.16	2.00
Graceville Vocational Youth Center	Jackson	2.82	2.00
Sabal Palm School*	Polk	2.82	2.00
Grove Unique Youth Services*	Seminole	1.72	1.00
Gainesville Wilderness Institute	Alachua	1.60	1.00

\*Programs receiving a below satisfactory mean two or more years from 2003-2006

Twenty-three (96%) of the 24 failing programs had a failing score in contract management, the standard for school district oversight of juvenile justice programs. PACE Upper Keys did not fail contract management, but did score a 4.00, the lowest non-failing score for a standard. This analysis indicates a relatively strong relationship between overall failure of a program and ineffective contract management.

In addition to interviews with QA reviewers of these programs, a review of the 2006 QA reports of the 24 failing programs reveals a number of systemic issues common among the low-performing programs. A majority of these issues occur in standard 1 (transition), followed by standard 3 (educational resources) and standard 2 (service delivery).

The greatest deficiencies in transition services relate to academic and career assessments, exit transition services, guidance services, and individual academic plan (IAP) development, review, and revision. Regarding the standard of educational resources, the most noted

weaknesses are employing non-certified teachers, scheduling that does not include the required number of instructional minutes, and failing to establish and maintain effective community involvement. Offering appropriate reading and career curricula is the greatest challenge in the service delivery standard. Two other impediments involve the lack of effective contract management and the disproportionate percentage of turnover among instructional staff and administrators.

An analysis of the locations and supervising districts of the failing programs revealed that four of the 24 failing programs are located in Okeechobee County with three of those programs under the district's supervision, and the fourth program is located in Okeechobee County but supervised by Washington County. Three of the four programs located in and supervised by Seminole County failed. Escambia County School District has two failing programs. No other supervising district has more than one failing program.

In an effort to identify trends among failing programs, several variables were explored. Regarding educational service providers, three providers deliver educational services to 65% of the failing programs. Public educational providers supply services to seven out of 24 failing programs.

In contrast, two deliver educational services to one third of the failing programs. Associated Marine Institutes, Inc. (AMI) provides educational services to 24 programs, five of which failed. Additionally, EXCEL or Affiliated Computer Services (ACS) provides educational services to three programs, all of which failed. Seventeen of the failing programs are residential, seven are day treatment, and none are detention centers.

Forty-seven programs were required to develop a CAP in 2006. Forty-three programs failed a standard, and four programs (Liberty Wilderness Crossroads Camp, Price Halfway House, STEP North, and Withlacoochee Juvenile Residential Facility) failed the same indicator for two consecutive years.

Table 3.3-3 presents the 43 programs that received a CAP by failing at least one of standards 1, 2, or 3 in 2006. Thirty-nine (91%) of these 43 programs also failed standard 4, contract management. This data indicate a relationship between a program failing a standard and the school district failing contract management.

The 2006 QA review cycle showed a tremendous increase in the failure rate for standard 4. One explanation for this increased failure rate may be that in the previous year, all programs were given a "bye" in the benchmark related to state-wide assessment participation rates and were not scored on this benchmark. Therefore, when this benchmark was included in 2006, the number of failing scores rose. Although many programs improved their state-wide assessment participation rate in 2006, they failed the benchmark because 2006 data were not available until the latter part of the year and 2005 participation rates were used for the entire QA cycle to ensure fairness and consistency among JJEEP's QA reporting.

**TABLE 3.3-3  
Programs Failing at Least One Standard in 2006**

Program	Transition	Service Delivery	Educational Resources	Contract Management
Alachua Detention Center	3.00	5.00	4.75	5.00
Bay Point Schools - Main*	4.33	3.00	4.25	1.00
Camp E-Ma-Chamee	5.00	4.25	3.75	2.00
Eckerd Leadership Program*	1.33	3.75	4.00	2.00
Eckerd Youth Development Center*	3.33	3.00	3.75	3.00
Escambia Bay Marine Institute*	3.67	2.50	3.40	2.00
Escambia River Outward Bound*	4.67	3.25	3.00	3.00
First Step Adolescent Service	2.33	6.25	4.75	3.00
First Step Four*	4.00	3.25	4.00	1.00
Florida Environmental Institute*	1.67	2.75	5.00	1.00
Florida Ocean Science Institute*	2.33	3.25	3.80	3.00
Forestry Youth Academy	3.33	4.50	4.50	2.00
Gainesville Wilderness Institute*	1.00	2.00	1.80	1.00
GOALS*	4.33	2.50	3.75	1.00
Graceville Vocational Youth Center*	1.67	2.50	4.00	2.00
Greenville Hills Academy*	2.00	4.00	3.50	1.00
Grove Unique Youth Services*	2.67	1.00	0.57	1.00
Gulf and Lake Academy	3.00	5.00	5.50	5.00
Hastings Youth Academy	4.67	3.50	4.50	2.00
Jacksonville Marine Institute - East	3.33	4.50	6.00	2.00
Kissimmee Juvenile Correctional Facility*	3.00	2.50	5.00	1.00
Leon Detention Center	3.00	4.50	5.33	4.00
Mandala Adolescent Treatment Center*	4.33	3.50	4.00	2.00
MATS Halfway House and Sex Offender Program	5.00	5.25	3.75	2.00
Monticello New Life Center	3.67	4.25	4.50	1.00
New Port Richey Marine Institute	3.34	4.00	5.80	3.00
Okeechobee Juvenile Offender Correction Center*	3.00	2.50	4.00	2.00
Orlando Marine Institute	6.00	3.75	3.20	3.00
PACE Palm Beach	2.33	4.50	4.60	3.00
PACE Treasure Coast*	3.67	3.75	3.80	1.00
PACE Upper Keys*	1.67	4.25	3.60	4.00
Palm Beach Detention Center	3.00	5.50	5.00	3.00
Palm Beach Marine Institute*	4.33	3.75	3.60	3.00
Sabal Palm School*	2.33	2.75	3.25	2.00
Silver River Marine Institute	5.33	3.25	4.40	3.00
South Pines Academy	2.67	6.25	6.00	3.00
Southwest Florida Marine Institute	4.00	3.50	4.40	2.00
St. Johns Juvenile Residential Facility*	3.33	4.00	4.00	3.00
Tampa Marine Institute	4.00	4.25	3.80	3.00
Tiger Success Center*	2.67	4.25	4.50	3.00
Union Juvenile Residential Facility	4.00	3.50	4.50	1.00
Vision Quest Okeechobee- Blue Water*	3.33	3.25	3.50	1.00
Vision Quest Okeechobee - Warrington*	3.33	3.00	4.25	1.00

\*Programs who failed overall in 2006



When a program fails the same standard in two consecutive years, the DOE is notified for intervention or sanctions. Table 3.3-4 displays the 11 programs who received a below satisfactory rating in standard 1, 2, or 3 in both 2005 and 2006 and were referred to DOE for intervention or sanction.

Four programs failed overall in 2006, and three of these four programs failed overall in 2005 and 2006. Grove Unique Youth Services scored below satisfactory in all three standards both years.

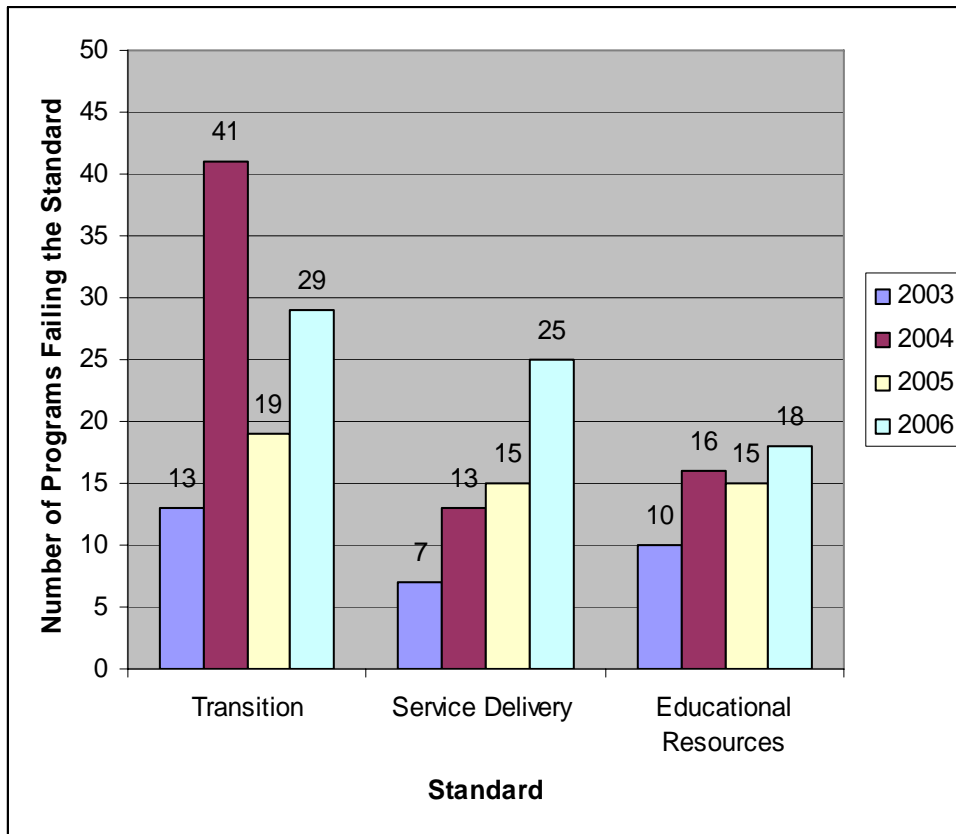
**TABLE 3.3-4**  
**Programs Failing Same Standard Two Consecutive Years 2005-2006**

Program	Year	Transition	Service Delivery	Educational Resources	Mean
Alachua Detention Center	2005	3.50	5.50	3.67	4.14
	2006	3.00	5.00	4.75	4.38
Camp E-Ma-Chamee	2005	3.00	3.25	3.33	3.20
	2006	5.00	4.25	3.75	4.27
Eckerd Leadership Program	2005	1.67	2.75	3.50	3.50
	2006	1.33	3.75	4.00	3.25
First Step Adolescent	2005	3.00	4.75	4.67	4.20
	2006	2.33	6.25	4.75	4.64
Grove Unique Youth Services	2005	1.67	3.50	2.67	2.70
	2006	2.67	1.00	0.57	1.72
Kissimmee Juvenile Correctional Facility	2005	3.67	4.75	5.00	4.50
	2006	3.00	2.50	5.00	3.55
Mandala Adolescent Treatment Center	2005	4.33	3.00	2.33	3.20
	2006	4.33	3.50	4.00	3.91
MATS Halfway House/Sex Offender Program	2005	5.00	6.50	3.00	5.00
	2006	5.00	5.25	3.75	4.64
Palm Beach Detention Center	2005	3.00	4.00	4.67	4.00
	2006	3.00	5.50	5.00	4.63
Southwest Florida Marine Institute	2005	3.67	3.25	5.25	4.09
	2006	4.00	3.50	4.40	4.00
Tampa Marine Institute	2005	5.33	3.50	3.50	4.00
	2006	4.00	4.25	3.80	4.00

The DOE provides a variety of interventions, typically beginning with a meeting of program, school district, JJEEP, and DOE representatives. Initial actions usually involve group review of the specifics of the CAP to ensure that all of the prescribed corrective actions are understood and correctly written; then follow-up with the appropriate persons is conducted to ensure that the CAP is implemented accurately and completely.

Figure 3.3-1 compares the number of programs who received below satisfactory scores in each standard for 2003, 2004, 2005, and 2006. Programs who received below satisfactory scores in more than one standard were only required to submit one plan for corrective action; therefore, the total number of programs shown in the figure may differ from the number of CAPs generated in 2006.

**Figure 3.3-1**  
**Programs Failing a Standard in 2003-2006**



The data in Figure 3.3-1 show that the greatest number of below satisfactory scores has occurred in the transition standard each year from 2003 through 2006; this has also been the case for the past nine years. Since 1999, JJEEP has taken numerous approaches to strengthen the system improvement process to overcome this recurring problem.

In 2000 JJEEP published *A Transition Guidebook for Educational Personnel of Juvenile Justice Programs*, which was revised in 2005. As background for the guide, JJEEP staff utilized numerous resources including review of current academic literature, examination of transition models implemented in other states, and visits to several Florida juvenile justice programs who had received superior ratings for the transition standard. Additionally, the annual Juvenile Justice Education Institute (JJEI) includes transition strands in the conference program.

The most recent endeavor by JJEEP to assist programs with improvement of transition services and overall service delivery involves the identification of *demonstration sites*. Demonstration sites are consistently high-performing programs who utilize a variety of research-based activities that affect positive change in the academic and/or vocational performance of students.

Demonstration sites are models of exemplary and replicable best practices in Florida's juvenile justice educational system. Programs are encouraged to network with the educational staff at these sites in order to learn policies, practices, and processes that have been the most effective and how they can be successfully implemented and maintained.

### 3.4 TECHNICAL ASSISTANCE

Technical assistance (TA) is designed to increase performance in all programs. It is delivered through telephone calls, faxes, postal mail, e-mail, or via special on-site TA visits. This section describes the delivery of TA in 2005 and reports score changes following TA in 2006.

The CAP is the primary method of addressing programs' TA needs as shown in Table 3.4-1. TA services may also be initiated to address individual requests from programs and school districts, change of program operators, and case studies also trigger TA.

The number of CAPs generated in 2006 was considerably higher than in 2005: 49 versus 30. (One program who received a CAP in 2005 closed shortly thereafter and is not represented in the TA tables presented in this section.) Score change data for programs who received a CAP in 2006 will be available next year.

**TABLE 3.4-1**  
**TA Triggers and Venues 2005**

Trigger	On-Site TA	Off-Site TA	Total TA
<b>CAP</b>	15	14	29
<b>Requests</b>	4	N/A	4
<b>Provider Change</b>	1	N/A	1
<b>Total</b>	<b>20</b>	<b>14</b>	<b>34</b>

The increase in the number of programs who received CAPs in 2006 and the labor intensive TA services that involve individual program visits has led JJEEP to increase TA services by delivering TA at regional meetings and annual conferences.

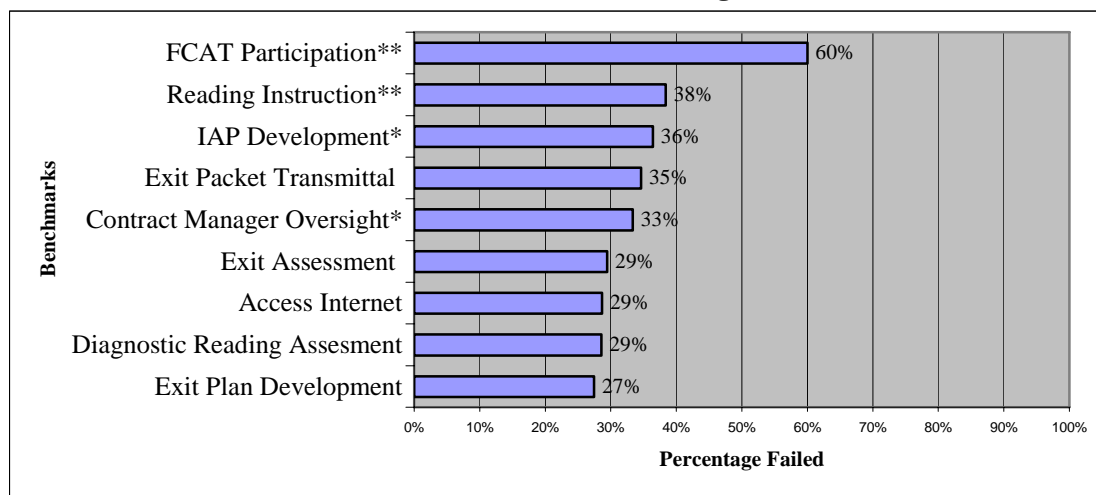
## Indicators Commonly Targeted for TA

Commonly failed indicators and benchmarks are the target areas that are frequently addressed with TA. The indicators most often failed in 2006 were:

- School District Monitoring (52%),
- Assessment and Planning in detention centers (38%),
- Reading Curriculum and Instruction in residential and day treatment programs (37%), and
- Student Planning in residential and day treatment programs (30%).

Commonly failed benchmarks in these indicators and those consequently most likely to be targeted for TA in 2007 are presented below in Figure 3.4-1.

**Figure 3.4-7.**  
**2006 Benchmark Failure Rates Higher Than 25%**



\*Critical benchmark for all program types    \*\* Critical benchmark for residential and day treatment programs only

In the school district monitoring indicator, benchmarks most frequently failed were FCAT participation rate and contract manager oversight. The benchmark most frequently failed in the indicator for assessment and planning in detention centers was IAP development. The benchmarks most frequently failed in the indicator for reading curriculum and instruction were those addressing direct reading instruction with progress monitoring and administration of a comprehensive diagnostic reading assessment. The benchmarks most frequently failed in the indicator for student planning were those addressing development of IAPs and exit plans.

In addition, three benchmarks that were frequently failed, but were not associated with the four most frequently failed indicators noted above, were benchmarks that addressed exit packet transmittal, administration of an exit assessment, and student access to the Internet.

The following section describes the 2006 results of on-site CAP-generated TA that JJEEP staff provided to programs in 2005.

## Impact of On-Site TA

This section discusses the results of on-site TA follow-up triggered by CAPs. Table 3.4-2 illustrates the difference between 2005 and 2006 QA scores after on-site follow-up TA was provided. Tabulation involved identifying the 2005 standard scores that triggered CAPs.

The scores of these failed standards in 2005 were matched to the scores of the same standards in 2006. The 2005 scores were subtracted from 2006 scores to obtain the score differences between the years. The average improvement in the standard scores as measured by the QA review in the year following the CAP was 0.82. The same statistic for 2005, after adjusting for the differential method of calculation, was 0.77.

**TABLE 3.4-2**  
**Pre- and Post-TA Visit Scores**

Program	2005 Average Score for Failed Standards	2005 Failed Standard(s) Targeted in TA	2006 Average Score for Standards Post-TA	Difference
Alachua Detention Center	3.59	Transition, Educational Resources	3.87	0.28
Camp E-Ma-Chamee	3.19	All Standards	4.33	1.14
Escambia River Outward Bound	2.67	Transition	4.67	2.00
First Step Adolescent Service	3.00	Transition	2.33	-0.67
GOALS	3.33	Transition	4.33	1.00
Grove Unique Youth Services	2.61	All Standards	1.41	-1.20
JoAnn Bridges Academy	2.50	Transition, Educational Resources	4.63	2.13
Mandala Adolescent Treatment Center	2.67	Service Delivery, Educational Resources	3.75	1.08
Marion Youth Development Center	3.67	Educational Resources	4.00	0.33
MATS Halfway House and Sex Offender Program	3.00	Educational Resources	3.50	0.50
Palm Beach Marine Institute	3.67	Transition	4.33	0.66
Pinellas Marine Institute	3.25	Service Delivery	4.78	1.53
Tampa Marine Institute	3.50	Service Delivery, Educational Resources	4.03	0.53
Union Juvenile Residential Facility	2.67	Transition	4.00	1.33
Withlacoochee Juvenile Residential Facility	2.75	All Standards	4.47	1.72
<b>Average</b>	<b>3.07</b>		<b>3.90</b>	<b>0.82</b>

There is no standard intervention strategy for delivering TA required in the corrective action process. The JJEEP reviewer who conducts the QA review will contact the program to discuss their particular areas of need. During an on-site TA visit, the reviewer will convene a

meeting with on-site program staff to discuss deficiencies cited in the CAP, possible impediments to remedying the deficiencies, and an action plan with timelines and descriptions of possible corrective actions. The reviewer often tries to arrange a final meeting to bring school district administrators into the CAP process and to generate system-wide consensus in determining corrective actions.

### Impact of Off-Site Technical Assistance

This section discusses the results of off-site TA follow-up that is triggered when a program receives a CAP. Prior to 2007, if the QA reviewer believed that a program was capable of addressing its weaknesses without an on-site TA visit, the reviewer could deliver off-site TA follow-up by phone, fax, or e-mail.

Off-site assistance commonly involves providing programs additional information on IAP development, assessment guidance, requirements for exceptional student education (ESE), reading instruction, testing, and contacts in various school districts, DOE offices, and juvenile justice programs who can help programs address specific issues of concern.

Table 3.4-3 illustrates the difference between 2005 and 2006 QA scores after off-site follow-up TA was provided. The scores of failed standards in 2005 were matched to the scores of the same standards in 2006. The 2005 scores were subtracted from the 2006 scores to obtain the score difference between the years.

**TABLE 3.4-3  
Off-Site TA Pre- and Post-Visit Scores**

Program	2005 Average Scores for Failed Standards	Failed Standards Targeted for TA	2006 Average Scores for Failed Standards (2005)	Difference
Adolescent Residential Campus	3.33	Transition	4.33	1.00
Bay Point Schools – North	3.67	Educational Resources	5.25	1.58
Broward Intensive Halfway House	3.00	Transition	6.33	3.33
Dina Thompson Academy	3.33	Educational Resources	5.00	1.67
Eckerd Leadership Program	2.64	All Standards	3.03	0.39
Gulf Coast Marine Institute - North	3.50	Service Delivery, Educational Resources	4.40	0.90
Manatee Detention Center	2.25	Transition, Service Delivery,	5.50	3.25
Marion Detention Center	3.00	Service Delivery,	7.00	4.00
Palm Beach Detention Center	3.00	Transition	3.00	0.00
Panther Success Center	3.59	Service Delivery, Educational Resources	4.88	1.29
Santa Rosa Residential Facility	3.04	Transition, Service Delivery	5.13	2.09
Southwest Florida Marine Institute	3.46	Transition, Service Delivery	3.75	0.29
Tallahassee Marine Institute	3.50	Service Delivery	5.50	2.00
Kissimmee Juvenile Correctional Facility	3.67	Transition	3.00	-0.67
<b>Average</b>	<b>3.21</b>		<b>4.72</b>	<b>1.51</b>

The average improvement in the standard scores as measured by the QA review scores for the year following the CAP was 1.51. The reasons for the large difference between the score gains of programs who had *on-site* visits versus programs who had *off-site* visits remain to be explained. However, it is interesting to note that the programs who received on-site TA follow-up visits were lower-performing programs than those who received off-site follow-up TA.

The average score for failed standards for programs who received on-site assistance was 3.07 versus 3.21 for programs who received off-site assistance. The overall 2005 program score for programs who received on-site assistance was 3.90 compared to 4.18 for programs who received off-site assistance.

### 3.5 CONFERENCES AND TRAININGS

In 2006 JJEEP staff presented and participated in a number of conferences, meetings, trainings, and public outreach activities.

#### Conferences

- The Juvenile Justice Education and No Child Left Behind (NCLB) Conference was held immediately before the JJEI conference in July, and many JJEEP staff as well as other participants attended both conferences. The conference focused on the implementation of NCLB mandates in juvenile justice schools.
- Several JJEEP staff attended the American Society of Criminology Conference in Los Angeles, California in November.
- JJEEP research staff presented the 2005 Annual Report to the Florida DOE in February. In attendance were Chancellor Cherie Yecke, Bambi Lockman, and Karen Denbroeder.

#### TA-Related Meetings

- JJEEP staff presented a workshop entitled, *Mini-Measures for Maximum Momentum: Reading Strategies for Adolescents*, at the Florida Association of School Administrators (FASA) conference in Daytona in January.
- QA staff participated in a conference call with the Madison County School District ESE contract manager in March.
- JJEEP staff members participated in a meeting with the AMI Regional Director for Education to review the curriculum that AMI plans to implement at all of the AMI educational programs in Florida in August.

#### Standards Revision Activities

- JJEEP hosted state-wide conference calls to explain the changes in the 2006 QA standards in January.
- JJEEP QA staff met with a Bureau of Exceptional Education representative at DOE to discuss changes for the 2007 QA standards in July.
- JJEEP hosted a standards revision meeting in Orlando to provide stakeholders the opportunity to participate in drafting the 2007 educational QA standards in August.

### Internal Training

- JJEEP QA staff participated in ESE training that DOE personnel provided at JJEEP offices in January.
- JJEEP QA staff participated in career/technical and reading training by DOE staff at JJEEP the offices in January.
- JJEEP research staff attended an interagency meeting with DOE and DJJ staff in March.

### Education and Public Outreach

- JJEEP staff teach an undergraduate course entitled *Delinquency and Education* each year in the Florida State University College of Criminology and Criminal Justice.
- JJEEP and the Center for Criminology and Public Policy Research hosted a booth at FSU Day at the Capitol in March.

## **The 9th Annual Juvenile Justice Education Institute and Southern Conference on Corrections**

More than 300 participants, 13 exhibitors, and 69 presenters participated in the July 2006 Juvenile Justice Education Institute (JJEI) and Southern Conference on Corrections (SCC) co-sponsored by JJEEP and the DOE. This annual conference provides school districts, providers, and educators the opportunity to network and to share ideas, strategies, and best practices. The three-day conference included a variety of workshops coordinated or presented by JJEEP and DOE staff and juvenile justice practitioners across Florida.

The Juvenile Justice Education and No Child Left Behind Conference was held immediately prior to the JJEI and in the same location. Many of the juvenile justice education administrators, evaluators, and agency representatives who attended this conference also attended the JJEI conference that followed.

Table 3.5-1 highlights a few of the workshops presented by JJEEP staff at the JJEI conference. As Table 3.5-1 illustrates, many of the workshops focused on progress made in juvenile justice educational programs and techniques for improving program performance.



**TABLE 3.5-1**  
**2006 JJEI and SCC Workshops**

Workshop Title	Description
Research and Juvenile Justice Policymaking	Presentation of a case study of juvenile justice policymaking in Florida and discussion of the links among research, accountability, and juvenile justice policymaking
Community Reintegration: Outcomes of Released Juvenile Justice Students	Presentation by a panel of evidence of the importance of academic achievement and school attendance in the life course of delinquent youths
Neglected and Delinquent Data Reporting	Review of changes in state and federal data reporting requirements and issues regarding data quality
All You Want to Know About QA	Explanation and discussion of the process followed for the annual revision of QA standards and changes for 2006
Mini-Measures for Maximum Momentum: Reading Strategies for Adolescents	Demonstration of simple, research-based strategies that accelerate reading skill development
Contracts and Cooperative Agreements	Review of the development and submission requirements for contracts and cooperative agreements
Writing Measurable Goals	Training in techniques for developing students' specific, individualized, and measurable goals for reading, writing, mathematics, and career areas
Transition Roundtable	Roundtable discussion among practitioners who have streamlined their transition process and services to effectively assist students
Case Studies and Demonstration Sites: Best Practices in Florida's Juvenile Justice Educational Programs	Review of empirically-verified best practices for providing high-quality educational services to juvenile justice youths and other youths who have similar academic and behavioral profiles; description of the process of identifying demonstration sites and their roles
ESE Essentials Update	Overview of current Florida DOE initiatives, update on the state-wide IEP process and its implications for juvenile justice, and update on changes to the Individuals with <i>Disabilities Education Improvement Act of 2004</i>
Teacher Qualifications and Retention: A Comparison of National Public Schools and Florida Juvenile Justice Teachers	Description and comparison of public school and juvenile justice teachers; examination of ways Florida's juvenile justice teachers are meeting the requirements of NCLB and directions for future research and policy in this area

Overall, participants provided positive feedback regarding the quality and structure of the conference. Based on the evaluations of conference participants, practitioners particularly liked the:

- relevant content of sessions
- opportunity to network
- activities for classroom instruction
- access and assistance from DOE and JJEEP staff
- expertise of the presenters
- opportunity to meet colleagues and talk to representatives from the state
- question and answer periods

Some participants suggested that certain sessions should have been split into two sessions; others requested that more PowerPoint handouts be available.

In addition to the panels and workshops at the JJEI and SCC, Dr. Thomas G. Blomberg, JJEEP's Principal Investigator, Anthony Schembri, Secretary of the Florida Department of Juvenile Justice, and Representative Gustavo Barreiro of the Florida House of Representatives presented opening remarks the first day of the conference. Bambi Lockman, of the Florida Department of Education also addressed conference participants and presented the 2005 Juvenile Justice Teacher of the Year award.

### **3.6 PUBLICATIONS**

JJEEP maintains extensive virtual and hardcover libraries that contain a wide variety of books, articles, references, technical assistance papers, and Department of Education memos of interest to juvenile justice education students and professionals. The virtual library can be accessed through the JJEEP website at <http://www.jjep.fsu.edu>.

In addition to these materials, JJEEP maintains four web-based demonstration site profiles.

These demonstration sites have been selected based on multiple years of QA performance and teacher quality data which identify them as consistently high-performing programs. Educational staff at the demonstration sites are willing to share their best practices with lower-performing programs throughout the state.

Available demonstration site profiles include:

- Avon Park Youth Academy  
[http://www.djj.state.fl.us/Residential/facilities/central\\_facilities/Avon\\_Park\\_Youth\\_Academy.html](http://www.djj.state.fl.us/Residential/facilities/central_facilities/Avon_Park_Youth_Academy.html)
- The Learning Center at Pensacola Boys Base  
<http://www.criminologycenter.fsu.edu/jjep/>
- Stewart/Marchman Oaks Halfway House  
<http://www.criminologycenter.fsu.edu/jjep/>
- Washington County School Program at Dozier  
<http://www.criminologycenter.fsu.edu/jjep/>

### 3.7 SUMMARY DISCUSSION

Corrective action and targeted TA are essential tools in the system improvement process for low-performing programs and the supervising school districts. Generally, these programs have received the most CAPs and have had the greatest need for TA in past years. JJEEP and DOE staff have conducted special on-site TA to help these programs facilitate necessary changes.

One component of the system improvement process is the CAP. Triggers for CAPs are clearly delineated so that the programs that need to improve can be consistently identified. Forty-seven programs were required to develop a CAP in 2006. Forty-three of these programs failed at least one standard, and four programs failed the same indicator two consecutive years.

Twenty-four programs failed overall and were issued a CAP. Almost half of the failing programs failed at least two times from 2003 through 2006, indicating a pattern of low performance for some programs. The standard failed most frequently was transition. This has been a problem since the beginning of JJEEP, and JJEEP has made many attempts to correct this pattern.

In addition to providing TA, JJEEP published a transition guidebook, included strands on transition at JJEI, and recently identified demonstration sites in an effort to improve transition in the programs. Information on the demonstration sites can be found on the JJEEP website (<http://www.jjeep.fsu.edu>).

Among the 163 juvenile justice educational programs, 52% failed contract management. Of the 47 programs who received a CAP, 91% failed contract management. Of the 24 failing programs, 96% failed contract management. These data show a high incidence of contract management failure among low-performing programs.

It was encouraging to find that most programs demonstrated improvement in their 2006 QA scores following both on-site and off-site TA. Typically, a program that failed at least one standard in 2005 exhibited a 0.82 increase in the same standard(s) the following year after receiving on-site TA. This was essentially the same score gain that programs demonstrated in 2005, which suggests that the on-site TA process is effective.

Programs that received off-site TA improved their scores in the relevant standards by an average of 1.51. The reasons for the large differences in score gains between programs that received *on-site* TA and those that received *off-site* TA may be that the programs that received off-site TA are, in general, higher performing programs. This is evidenced by the higher average scores of the standards they originally failed in 2005 (3.21 compared to 3.07) and by their higher overall program scores in 2005 (4.18 versus 3.90).

Commonly failed indicators and benchmarks reveal the areas of greatest need for TA. The indicators most frequently failed in 2006 were school district monitoring (52%), assessment and planning in detention centers (38%), reading curriculum and instruction in residential and day treatment centers (37%), and student planning in residential and day treatment centers (30%).

The 2006 annual conference (JJEI and SCC) provided school districts, providers, and educators an opportunity to network and to share ideas, strategies, and best practices. Participant feedback from the conference was very positive.

Seminars and workshops covered a wide variety of subjects such as state and federal reporting requirements, research-based strategies to accelerate reading development, techniques for writing measurable goals, the IEP process, and NCLB teacher qualifications requirements.

In addition to the JJEI and SCC, JJEEP conducted and/or participated in several research and policy-related conferences and committees. These activities included attending the 2006 American Society of Criminology Conference and the Florida Association of School Administrators Conference, organizing a series of state-wide conference calls explaining changes to the 2006 QA standards, hosting a state-wide 2007 educational QA standards revision meeting, coordinating the Juvenile Justice Teacher of the Year recognition, and participating in numerous interagency meetings with DOE and DJJ representatives.

JJEEP maintains a large collection of books, manuals, and technical assistance papers regarding juvenile justice education in its office library and on its website (<http://www.jjeep.fsu.edu>).

## **Requesting TA**

To request TA, programs should contact the JJEEP office by phone (850-414-8355) or by fax (850-414-8357) or complete the TA request form on the website (<http://www.jjeep.fsu.edu>).

# Chapter 4

## Juvenile Justice Teacher Characteristics

### 4.1 INTRODUCTION

Recent research has demonstrated the positive relationship between teacher quality and student learning and, as a result, efforts to raise teacher quality in all classrooms have substantially increased. Both federal and state provisions have been implemented to improve teacher quality, thus ensuring that all teachers, especially those teaching low-income and minority students, are highly qualified by 2006 (The Education Trust, 2003).

The *No Child Left Behind Act* (NCLB) includes the Improving Teacher Quality State Grants program, a combination of the Eisenhower Professional Development and the Class Size Reduction programs. The emphasis of this program is on the utilization of scientifically validated best practices — in this instance, the recruitment, hiring, and training of *highly qualified* teachers. Originally, NCLB required that teachers in core academic areas be highly qualified by the end of the 2005-2006 school year, but allowed states the possibility of an extension until the end of the 2006-2007 school year. Florida was granted such an extension until June 30, 2007 (Florida Department of Education [DOE] Memorandum, November 28, 2005).

Florida's juvenile justice teachers are a distinct population compared to public school teachers. Research conducted in 2005 by the Juvenile Justice Educational Enhancement Program (JJEEP) found that the two groups differ regarding in-field teaching, professional certification, teaching experience, and retention. Based on this research, professional certification of public school teachers nationally was 17% higher than for Florida's juvenile justice teachers (80% compared to 63%). Moreover, 79% of public school teachers nationally in 2005 taught in their areas of certification for English, math, science, and social studies combined, while the same was true for only 34% of juvenile justice teachers.

Finally, juvenile justice teachers were found to have a much higher turnover rate than public school teachers nationally. Specifically, 49% of juvenile justice teachers left the juvenile justice educational system compared to only 16% of public school teachers who left the profession within one year. Essentially, juvenile justice teachers lag behind public school teachers nationally in terms of professional teaching certification, teaching in-field, and retention.

This chapter examines the characteristics of Florida's juvenile justice educators to a greater extent than in previous years. Although 163 QA reviews were conducted in 2006, the information presented is based on 161 reviews because data from two reviews conducted in December are not included in this chapter. The chapter is comprised of four subsequent sections: Section 4.2 briefly reviews the NCLB requirements for highly qualified teachers, Section 4.3 reviews the literature concerning these policy requirements, Section 4.4 provides the findings of teacher qualifications and experience in juvenile justice educational programs statewide, as well as teacher characteristics such as demographics and educational background, and Section 4.5 provides a summary discussion of Florida's juvenile justice teacher characteristics.

## 4.2 HIGHLY QUALIFIED TEACHER REQUIREMENTS

The signing of NCLB into law in 2002 presented unprecedented challenges for elementary and secondary educational institutions in the United States. Specifically, the mandates for teacher qualification reforms have exacerbated the teacher shortage problem that has plagued the educational system in recent years. Due to the demand for more highly qualified teachers, the impediments of attrition and teacher recruitment have intensified for many educational administrators across the country.

Through the Improving Teacher Quality program mandates of NCLB, schools are now responsible for providing quality education to all students. According to the mandates, schools should achieve this goal through the recruitment, hiring, and training of highly qualified teachers. Highly qualified teacher requirements stipulate that all states develop a plan to ensure that teachers in the core academic areas of English, reading, mathematics, science, foreign languages, civics and government, arts, history, economics, and geography have certification in the subject areas they teach by the end of the 2006-2007 school year.

States have some flexibility regarding how teachers can meet these requirements. For example, to demonstrate subject-based competency, the High Objective Uniform State Standard of Evaluation (HOUSSE) allows states to develop their own standards for teachers who have been teaching within the school system.

According to NCLB, teachers are highly qualified when they meet these three conditions<sup>1</sup>:

1. obtain a college degree,
2. receive full certification or licensure, excluding certification that has been “waived on an emergency, temporary, or provisional basis,” and
3. demonstrate content knowledge in the subject(s) they are teaching or, in the case of elementary teachers, in at least verbal and mathematics ability. This demonstration can come in three forms:
  - New elementary teachers must pass a state test of literacy and numeracy,
  - New secondary teachers must either pass a rigorous subject area test or have a college major in the subject area, or
  - Veteran teachers must pass the state test, have a college major in the subject area, or demonstrate content knowledge through some other uniformly applied process designed by the state, such as the HOUSSE provision.  
*(Analysis by The Education Trust, December 2003, pp.2)*

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<sup>1</sup> These are federal requirements. For Florida HOUSSE information, please see <http://info.fldoe.org/docushare/dsweb/Get/Document-2436/HOUSSEmemo.pdf>.

## 4.3 LITERATURE REVIEW

### Retention

Teacher attrition is a long-standing problem. Almost one third of new public school teachers leave the profession within five years, and at least one fifth decide each year to leave the school at which they are teaching (Darling-Hammond, 2003). The problem of teacher retention has been attributed to misguided teacher recruitment policies that fail to link teacher quality with salary, standards, and certifications.

Retaining quality teachers is an important concern; students who have teachers with little or no preparation learn less than students who have fully prepared teachers (Darling-Hammond, 2001). Over the years, recruitment policies have focused on the employment of untrained teachers or have created short-term training programs that provide minimal preparation for teachers before they enter the classroom. Unfortunately, the emphasis has not been on the recruitment and retention of well-prepared teachers. Specifically, these recruitment programs have focused mainly on satisfying the demand for teachers with *quantity* rather than *quality* (Darling-Hammond, 2001).

Teachers' salaries and students' characteristics are additional factors contributing to teacher turnover and retention. Hanusek, Kain, and Rivkin (2001) found that higher salaries reduced the likelihood that teachers in Texas would leave their districts. Darling-Hammond (2001) argues that teachers are more likely to quit if they work for school districts that offer lower wages or when their wages remain below those for alternative jobs.

Student characteristics—especially behavior, achievement, race, and socioeconomic status—are important elements to teacher retention and recruitment. Teachers are more likely to stay at schools where student achievement is high and racial minority and low-income student enrollment is low (Prince, 2002). The relationship between student characteristics and teacher retention is contingent upon other factors that reflect high-poverty and high-minority schools. Teachers who serve in these institutions earn one third less than those in higher-income schools and they have fewer resources, poorer working conditions, and “greater stress of working with many students and families who have a wide range of needs” (Prince, 2002). Consequently, these schools experience higher turnover rates.

Given the effect of teacher salary and student characteristics such as behavior problems and minority status on teacher retention, it is not surprising that there is a substantial teacher retention problem in juvenile justice schools which are often located in rural areas and managed by private providers who frequently pay less than public schools. Juvenile justice programs have a large population of students who have behavioral problems and, as shown by data presented in Chapter 2, are 60% minority students. These characteristics may explain the stigma associated with teaching delinquent youth.

### Teacher Quality: Certification and Experience

The difficulty of staffing elementary and secondary classrooms with qualified teachers has received a tremendous amount of attention over the past decade. In part, the problem has been fueled by the inability to define and measure the multifaceted concept of teacher quality. Teacher shortages have forced states and institutions to adopt policies that allow teaching positions to be filled by lowering educational standards. This is particularly true

for juvenile justice schools. Teachers in juvenile justice settings are often inexperienced, uncertified, and do not receive comprehensive and ongoing training.

Out-of-field teaching is one of the least recognized problems of under-qualified teachers in classrooms across the nation. This problem is especially prominent given the recruiting and retention problems that elementary and secondary institutions are currently experiencing. Richard Ingersoll, in a study of teachers across the nation (1999), found that one third of all secondary teachers who teach math did not have a major or a minor in math, math education, or related disciplines. About one quarter of all secondary level English teachers did not have a major or a minor in English or related subjects, and in science, the study showed that approximately one fifth of all secondary school teachers did not have at least a minor in one of the sciences or in science education. The same was true for social studies in which one fifth of all social studies teachers did not have at least a minor in any of the social sciences.

Out-of-field teaching assignments have adverse effects on both teachers and students. The increased reliance on out-of-field assignments contributes to teacher attrition by further increasing the preparation time needed to teach a course for which teachers have no formal training. This is magnified for juvenile justice schools where the programs are smaller and tend to require teachers to spread themselves out across subjects in which they are not certified or have little experience teaching. Students are affected by the practice of assigning teachers out of their fields of certification in that the practice lowers the level of efficacy of teachers and negatively affects the learning environment (Ingersoll, 1999).

In addition to professional teacher certification, experience must also be considered when measuring the quality of teachers. According to our 2004 analysis, 6.1% of teachers have taught in a specific juvenile justice program less than one year. Furthermore, 87.3% have taught in a juvenile justice program less than five years. These findings indicate a particularly high teacher turnover rate in juvenile justice institutions as compared to that of district-operated schools. As discussed earlier, Ingersoll determined the public school teacher turnover rate at 39% of new teachers leaving the profession by their fifth year of teaching (2002a; 2002b).

Teacher experience, measured by average years of teaching in a specific program, was also related to the QA indicators as well as overall QA score. Average years of teaching was computed for each program by dividing the total years all the teachers have taught by the number of teachers the program contains. Average years of teaching did affect the overall QA score significantly and positively, with standard 3 having the strongest relationship. The strongest relationships among QA indicators were indicator 2: testing and assessment; indicator 3: student planning; indicator 4: academic curriculum and instruction; indicator 5: employability, career, and technical curriculum; and indicator 7: educational personnel qualifications and professional development. This finding is not surprising given that these indicators directly measure educational quality and service delivery and confirms the earlier finding that teacher turnover matters greatly in the provision of quality education as measured by QA.

Average years of teaching, average months of teaching in a specific program, and the proportion of subject area certified teachers is significantly correlated with the quality of educational services. Policy decisions that affect the quality of education provided in these



institutions are fundamental to JJEEP's mission. Not only is quality education important in and of itself, but there is also a well-established link between education and delinquency.

## 4.4 FINDINGS

This section presents the demographic and educational characteristics of teachers within Florida's juvenile justice educational system. Characteristics of juvenile justice teachers were obtained from the teacher certification data collected by JJEEP during the 2006 QA reviews of 161 juvenile justice programs. The analysis summarizes the gender, age, and race demographics, educational background, levels of certification, in-field and out-of-field teaching rates, and teaching experience of juvenile justice teachers.

JJEEP's expanded data collection efforts include age, race, and degree areas for juvenile justice education teachers. These additional data elements allow JJEEP to provide a more comprehensive profile of juvenile justice teachers than previous efforts. Specifically, comparisons are made to a national sample of public school teachers and to Florida juvenile justice teachers, where available.

Table 4.4-1 reports the distribution by gender and age of juvenile justice teachers who teach at least one course in a juvenile justice program.

**TABLE 4.4-1**  
**Florida Juvenile Justice Teachers by Gender and Age in 2006**

Age	Male		Female		Total	
	Number	%	Number	%	Number	%
<b>19-30</b>	65	39%	102	61%	167	19%
<b>31-40</b>	103	52%	97	49%	200	23%
<b>41-50</b>	81	47%	93	53%	174	20%
<b>51-60</b>	119	48%	129	52%	248	29%
<b>61 and over</b>	47	58%	34	42%	81	9%
<b>TOTAL</b>	<b>415</b>	<b>48%</b>	<b>455</b>	<b>52%</b>	<b>870</b>	<b>100%</b>

Note: n = 870 due to missing data on 14 teachers.

The breakdown of teachers by gender and age shows that female educators in Florida juvenile justice schools represent a higher percentage of the teaching population, but only slightly. In fact, females comprised 52% of the population of juvenile justice teachers during the 2006 QA review cycle. This is a notable difference in the gender breakdown between juvenile justice program teachers and public school teachers of whom 32% are male, as reported in the 2005 Annual Report.

The expanded data collected on teachers' age indicate that the majority (29%) of juvenile justice teachers are between the ages of 51 and 60. Teachers account for approximately 20% of the distribution in each of the following age groups: 19-30, 31-40, and 41-50; teachers 61 and older comprise the smallest age group, accounting for only 9%. The distribution between males and females is more equalized for the age group 31 and older; however, younger teachers (19-30) are predominantly female (61%).

Table 4.4-2 reports the distribution of juvenile justice teachers, who teach at least one course, by gender and race.

**TABLE 4.4-2**  
**Florida Juvenile Justice Teachers by Gender and Race in 2006**

Race	Male		Female		Total	
	Number	%	Number	%	Number	%
<b>White Non-Hispanic</b>	300	50%	301	50%	601	68%
<b>Black Non-Hispanic</b>	91	40%	136	60%	227	26%
<b>Hispanic</b>	15	47%	17	53%	32	4%
<b>Other</b>	12	63%	7	37%	19	2%
<b>TOTAL</b>	<b>418</b>	<b>48%</b>	<b>461</b>	<b>52%</b>	<b>879</b>	<b>100%</b>

Note: n = 879 due to missing data on five teachers.

The majority (68%) of teachers in juvenile justice programs are White and of non-Hispanic origin and are fairly evenly distributed by gender. African Americans comprise 26% of the teacher population and are predominantly female. The racial composition of juvenile justice teachers is one of the expanded data elements to JJEEP, as this data has not previously been collected. The 2005 Annual Report presented the national population of public school teachers as 88% White and 6% African American; the Florida juvenile justice teachers are a more racially diverse population. This diversity is also reflected in the racial composition of juvenile justice students, more than 60% of whom are minorities. (For more information on students, see Chapter 2.)

An important requirement of NCLB specifies that teachers are certified or licensed by the state in which they teach. Teachers have the option of obtaining professional certification, temporary certification, a statement of eligibility, or pursue an alternative means. Table 4.4-3 presents the types of certification held by teachers in Florida juvenile justice educational programs and the certification breakdown from 2001 to 2006. Teachers included in the following certification analysis are those 750 teachers who teach academic or elective courses, and excludes those who teach only career, technology, or General Educational Development (GED) preparation courses. An additional seven teachers were excluded from the analysis due to missing data.

**TABLE 4.4-3**  
**Types of Certification 2001-2006**

	Professional		Temporary		Statement of Eligibility		School District Approved		Non-Certified		Total	
	%	N	%	n	%	n	%	n	%	N	%	n
<b>2001</b>	55%	390	16%	111	16%	111	5%	34	9%	61	101%	707
<b>2002</b>	59%	462	22%	72	9%	72	3%	25	7%	51	100%	778
<b>2003</b>	60%	468	20%	153	7%	53	6%	46	7%	56	100%	776
<b>2004</b>	65%	541	20%	167	10%	80	2%	17	3%	28	100%	833
<b>2005</b>	63%	463	23%	166	10%	74	1%	10	3%	23	100%	736
<b>2006</b>	60%	443	24%	181	7%	51	1%	9	8%	59	100%	743

Note: Row percentages may not add to 100% due to rounding; n = 742 due to missing data on seven teachers.

The number of teachers who have professional certification increased significantly between 2001 and 2004. However, beginning in 2005, the percentage of professionally certified teachers has decreased as the percentage of teachers without certification has increased.

With the impending 2007 deadline for NCLB teacher certification requirements, the decrease in professionally certified teachers and the increase in noncertified teachers may be cause for concern. However, it is important to mention that 25 of the 59 noncertified teachers do not teach academic courses, but teach life skills, physical education, or other elective courses. While the number of noncertified teachers has increased, there has been an increase in the number of temporary certifications which may mark the beginning of an increase in professional certifications.

To be considered teaching *in-field*, teachers must have professional or temporary certification in the core subject areas they teach. Table 4.4-4 displays the breakdown of certifications by academic course (math, English, social studies, and/or science) from 2001-2006. It also shows the number of academic courses taught by *out-of-field* teachers who subsequently taught in those areas but did not hold certification in those content areas.

**TABLE 4.4-4**  
**In-Field/Out-of-Field Teaching in Florida's Juvenile Justice Programs 2001-2006**

Teaching/Year	2001	2002	2003	2004	2005	2006
	% (n)	% (n)	% (n)	% (n)	% (n)	% (n)
<b>MATH COURSES</b>						
Taught by <b>in-field</b> teachers	11 (34)	12 (41)	14 (44)	21 (66)	28 (70)	29 (79)
Taught by <b>out-of-field</b> teachers	89 (274)	88 (299)	86 (261)	79 (252)	72 (181)	72 (198)
<b>TOTAL</b>	100 (308)	100 (340)	100 (305)	100 (318)	100 (318)	101 (277)
<b>ENGLISH COURSES</b>						
Taught by <b>in-field</b> teachers	19 (65)	21 (85)	22 (74)	31 (118)	38 (118)	35 (136)
Taught by <b>out-of-field</b> teachers	81 (282)	79 (319)	78 (268)	69 (265)	62 (196)	65 (248)
<b>TOTAL</b>	100 (347)	100 (404)	100 (342)	100 (383)	100 (314)	100 (384)
<b>SOCIAL STUDIES COURSES</b>						
Taught by <b>in-field</b> teachers	28 (81)	20 (71)	32 (88)	37 (108)	40 (89)	46 (116)
Taught by <b>out-of-field</b> teachers	72 (207)	80 (283)	68 (185)	63 (186)	60 (132)	54 (136)
<b>TOTAL</b>	100 (288)	100 (354)	100 (273)	100 (294)	100 (221)	100 (252)
<b>SCIENCE COURSES</b>						
Taught by <b>in-field</b> teachers	14 (36)	15 (40)	17 (43)	23 (65)	31 (63)	31 (68)
Taught by <b>out-of-field</b> teachers	86 (227)	85 (224)	83 (208)	77 (218)	69 (141)	69 (153)
<b>TOTAL</b>	100 (263)	100 (264)	100 (251)	100 (283)	100 (204)	100 (221)

Note: Row percentages may not add to 100% due to rounding.

According to the data presented in Table 4.4-4, the majority of juvenile justice teachers of core academic courses do not hold certification in the core content areas. While social studies courses have become more frequently taught by certified teachers over the last five years, there has been less improvement with math, science, and English courses.

Math and science are two areas in which in-field teaching rates remain relatively low. Twenty-nine percent of juvenile justice math teachers were certified in their field and 31% of juvenile justice science teachers were certified in science. While rates more than doubled from 2001 to 2005 for math, science, and English courses, no change occurred for in-field teaching for math and science since the 2005 Annual Report. Overall, the data indicate an increasing trend for in-field teaching in Florida juvenile justice schools over the last five years.

Another important characteristic of teacher qualifications is the education of the teachers. Table 4.4-5 reports the distribution by degree type and level of juvenile justice teachers who teach at least one course and have obtained at least a bachelor's degree. Of the total 848 juvenile justice teachers reviewed, 10% (82) had less than a Bachelor's degree and data were missing for 36 additional teachers. As a result, data presented below pertain to those 766 juvenile justice teachers who had obtained at least a Bachelor's degree and for whom data was available. In this table, "other degree" refers to a bachelor's degree in a subject area (i.e., English) that does not include teacher education course work.

**TABLE 4.4-5  
Type and Level of Degrees of Florida Juvenile Justice Teachers in 2006**

Degree Type	Bachelor's		Master's		Advanced Master's		Ed.D./Ph.D.	
	%	n	%	n	%	n	%	n
<b>Education degree</b>	29%	225	60%	145	87%	13	53%	10
<b>Other degree</b>	71%	541	40%	96	13%	2	47%	9
<b>TOTAL</b>	100%	766	100%	241	100%	15	100%	19

Note: This table reflects only those teachers with at least one bachelor's degree. Due to missing data for 36 teachers, n = 766.

Nearly all (90%) of Florida juvenile justice teachers have a minimum of a bachelor's degree. Of those, 31% (241) reported having obtained at least one master's degree while 2% (19) reported having obtained a doctoral degree. Of the total sample, 10% of the individuals actively teaching had earned less than a Bachelor's degree. This expanded data allow for a comparison to national public school teachers. As reported in the 2005 Annual Report, 98% of the nation's public school teachers have at least a bachelor's degree; of those, 43% had a master's degree and 1% had a doctoral degree.

The majority (71%) of Florida's juvenile justice teachers have bachelor's degrees in subject areas other than education. The opposite is true for master's degrees, 60% of which were earned in an educational field. Doctoral degrees are split evenly between traditional and educational fields, 47% and 53%, respectively.

As one of several educational characteristics particularly important for meeting the highly qualified teacher requirements, teaching experience for 2006 is presented in Table 4.4-6. In this analysis, teaching experience is measured as the number of years in the profession.

**TABLE 4.4-6**  
**Teaching Experience of Florida Juvenile Justice Teachers in 2006**

Years in Teaching Profession	Number of Teachers	%	Cumulative %
<b>Less than 5 years</b>	357	41%	41%
<b>5-10 years</b>	211	24%	65%
<b>11-20 years</b>	167	19%	84%
<b>21+ years</b>	145	17%	100%
<b>TOTAL</b>	<b>880</b>	<b>100%</b>	<b>100%</b>

Note: n = 880 due to missing data on four teachers.

Among the population of 880 Florida juvenile justice teachers, 41% have five years or less professional teaching experience. Teaching experience is used as a proxy measure of teacher retention. In a profession where 41% of teachers have less than five years of experience in the field, retention can be considered relatively low. These findings indicate little or no change in teacher retention for juvenile justice educators compared to findings reported in the 2005 Annual Report.

Relying on data reported on the same population (881 teachers), Table 4.4-7 presents teachers' duration in the same juvenile justice educational program. Three teachers were excluded from this analysis because information on Number of Months of Teaching in a Specific Program was not available.

**TABLE 4.4-7**  
**Teaching Experience in the Same Florida Juvenile Justice Program in 2006**

Years Teaching in Same Program	Number of Teachers	%	Cumulative %
<b>Less than 1 year</b>	321	36%	36%
<b>1 to 5 years</b>	362	41%	78%
<b>6 to 10 years</b>	149	17%	94%
<b>11 to 20 years</b>	42	5%	99%
<b>21+ years</b>	7	1%	100%
<b>TOTAL</b>	<b>881</b>	<b>100%</b>	<b>100%</b>

Note: n = 881 due to missing data on three teachers.

As noted in Table 4.4-7, 36% of teachers have taught in the same juvenile justice program less than one year. Furthermore, the vast majority (78%) have taught in the same juvenile justice program for fewer than five years.

As discussed earlier, Darling-Hammond determined the national public school teacher turnover rate to be 33% of new teachers leaving the profession by their fifth year of teaching (2003). These findings indicate a particularly high teacher turnover rate for Florida's juvenile justice teachers compared to public school teachers nationally.

## **4.5 SUMMARY DISCUSSION**

This chapter extended the findings from the 2005 Annual Report by comparing Florida juvenile justice teachers to a national sample of public school teachers and provided a more comprehensive profile of Florida juvenile justice teachers. Expanded data collection included demographic (age and race) and educational background variables (degree type and level) which facilitated a more in-depth understanding of this population of teachers. The most relevant findings are summarized in the following paragraphs.

Florida juvenile justice teachers are equally likely to be male or female, but are predominantly White (68%). However, Florida juvenile justice teachers are a much more racially diverse population (of which 32% are of racial minority) when compared to the national sample of public school teachers (12%).

Florida juvenile justice teachers are less likely than public school teachers to hold a bachelor's degree (90% compared to 98%) or a master's degree (32% compared to 43%) but are equally likely to hold a doctoral degree (2% compared to 1%). Juvenile justice teachers who have bachelor's degrees are much more likely to have earned them in a field (71%) other than education.

The number of teachers who have professional certification is down again this year by 5%, while the number of teachers who do not have certification has increased by 5%. This may be a concern in light of the 2007 NCLB requirement (extended one year) for becoming highly qualified. Similarly, in-field teaching for core academic courses has leveled off after five years of steady improvement.

Though not a substantial departure from last year, teaching experience for Florida juvenile justice teachers is still limited. Forty-one percent of juvenile justice teachers have less than five years experience in the teaching profession, and 36% have taught at their current institution less than 12 months. This reflects a high turnover rate and a relatively low experience base for a large proportion of juvenile justice teachers.

Examining Florida's juvenile justice teacher data in light of the impending NCLB highly qualified teacher requirement may present an indication where targeted effort is necessary to improve in the areas of experience and preparation. It will be important for Florida to address these apparent deficiencies related to the recruitment and retention of highly qualified teachers in the juvenile justice education system.

With established relationships between education and delinquency prevention, the adequate staffing of our juvenile justice schools and retention of quality teachers should be of great concern for policymakers. Because hiring highly qualified teachers is a best practice for any educational institution, JJEEP will continue to collect data on juvenile justice teachers in order to inform the policymaking process for this area.

# Chapter 5

## Education, Employment, and Recidivism: A Review of the Literature

### 5.1 INTRODUCTION

Research has consistently found higher levels of education and employment and lower levels of crime to be highly correlated. Although there is abundant research examining the correlates and causes of juvenile crime and delinquency, much less is known about factors that lead juvenile offenders to stop committing crime. Mulvey and colleagues (2004: 2-3) note that longitudinal research over the past two decades has better illuminated the development of antisocial behavior among adolescents, including “the course of particular behavior patterns over different periods of development[,]...the strength of certain factors in promoting the onset or maintenance of antisocial or disordered behavior...” and “patterns of behavior or offending over the course of development that might distinguish certain subtypes” of antisocial or deviant adolescents. They emphasize, however, that social scientists know much more about what leads adolescents to engage in acts of crime and deviance than about what leads adolescents away from criminal and deviant behavior.

Proponents of a life course perspective of crime and deviance address the issue of crime desistance by emphasizing continuity and change in criminal behavior over time. The perspective recognizes both stable and variable psychological, biological, and social factors that directly and indirectly influence the onset and continuation of one’s criminal behavior, as well as his or her eventual desistance from crime. Sampson and Laub (1993, 2003) emphasize the importance of social bonds in an individual’s desistance from criminal activity. Thus, they would explain the effect of education or employment on recidivism as a result of developing bonds to conventional norms that lead to attachment and commitment to conventional society. They argue that life events can serve as turning points for changes in adolescent offending behavior and lead juveniles to desist from criminal activity. However, few studies have attempted to identify events that might serve as turning points for juvenile offenders.

This review examines the literature on education, employment, and recidivism in order to identify what is known about whether education or employment might serve as a turning point for juvenile offenders. Section 5.2 summarizes the literature on the relationship between education and recidivism, followed by section 5.3 which reviews the relationship between employment and recidivism. In section 5.4, the relationship between education and employment and their combined effect on recidivism is explored. Section 5.5 reviews the literature on various individual and community factors that may affect these relationships. Finally, section 5.6 provides a summary discussion of what is known about whether and how education and employment might act as turning points in the lives of juveniles who are returning to the community after being committed to a juvenile justice facility.

## 5.2 EDUCATION AND RECIDIVISM

Several studies have examined the relationship between education and recidivism among *adult* offenders. These studies provide strong support for the hypothesis that educational achievement decreases recidivism. For example, Nuttall, Hollmen, and Staley (2003) found that inmates in New York who earned a General Educational Development (GED) diploma while incarcerated were significantly less likely than those who did not earn a GED to return to prison. The effect was greater for inmates under the age of 21; however, inmates older than 21 who earned a GED still experienced a significant reduction in the likelihood of recidivism compared to inmates who did not receive a GED while in prison.

Three studies have employed the statistical analysis technique known as meta-analysis, which allows researchers to statistically assess results across several studies to examine the education-recidivism link among samples of adult offenders. All of these meta-analyses have supported the finding that education reduces recidivism. Aos, Miller, and Drake (2006) analyzed seven rigorous evaluations of in-prison adult basic education programs and found that the programs reduce recidivism rates of participants by about 5%. Chappell (2004) examined the effects of post-secondary education across 15 studies and found that participating in post-secondary education while in prison reduced recidivism rates by about 50%.

In addition, the reduction in recidivism rates was greatest for inmates who completed their educational program. Wilson, Gallagher, and MacKenzie (2000) conducted a meta-analysis of 33 separate studies of a variety of in-prison educational programming. They found reductions in recidivism rates for inmates who participated in GED/adult basic education and post-secondary education of 18% to 26%, respectively. However, meta-analysis is only as good as the individual studies included in the analysis. Wilson et al. (2000) caution against putting too much emphasis on the effect sizes, noting that 29 of the 33 studies included in their meta-analysis were of poor methodological quality and might reveal individual differences between inmates who participated in educational programming and inmates who did not. In other words, perhaps the differences in recidivism rates are due to differences in motivation or attachment to conventional norms and expectations between individuals who participated in educational programming while incarcerated and individuals who did not. Nevertheless, the findings certainly support the notion that education leads to positive outcomes for offenders.

A few studies have examined the effect of education on criminal activity as adolescents transition into adulthood. These longitudinal studies also provide support for a negative relationship between various education-related measures and crime. Arum and Beattie (1999) found that total years of education, high school grade point average (GPA), and the student-to-teacher ratio of one's high school significantly reduced the likelihood of adult incarceration among a national sample of juveniles in the U.S. Similarly, Bernberg and Krohn (2003) studied a sample of high-risk juveniles in Rochester, NY, and found that graduating from high school significantly decreased involvement in serious criminal activity at ages 21-22.

One thing to note is that many of these studies, including the meta-analyses by Chappell (2004) and Wilson et al. (2000), examined the link between education and recidivism among *adult* offenders. Less research has focused specifically on the relationship between



education and desistance from criminal activity among *juveniles*, particularly crime desistance following a period of commitment or detention in a juvenile justice facility. Nevertheless, the studies that have focused on the education-recidivism link for juvenile offenders (Blomberg et al., under review; Bullis et al., 2002; Lipsey & Wilson, 1998; Ambrose & Lester, 1988) support the general finding that education reduces recidivism among juveniles.

Some studies have examined the link between earning a high school diploma or its equivalent and recidivism for juvenile offenders. For example, Ambrose and Lester (1988) found that juvenile offenders with a high school diploma or the equivalent were significantly less likely than those without a high school diploma (22% versus 41%, respectively) to recidivate during the first year following release.

The Pathways to Desistance Study is a longitudinal study that is attempting to determine more about how, why, and under what conditions serious juvenile offenders stop offending. The study is tracking 1,355 serious offenders between the ages of 14 and 17 in two cities over a period of eight years. Preliminary findings indicate that, with respect to education and returning to school following release from commitment, only about one third of the 1,355 youths were school-eligible at the time of release (Griffin, 2006). (The other two thirds had turned 18 or obtained a high school diploma or GED while committed.)

Of the approximately 450 juveniles who were school-eligible at release, nine out of 10 returned to school following release and had at least one month of regular school attendance. Thus, school reintegration appears to be occurring for those youth who should be returning to school (Griffin, 2006). However, most juvenile offenders for numerous reasons such as age, eligibility, and short lengths of stay are not able to graduate from high school while committed. Therefore, the majority of youth being released have not completed high school, which limits these studies to smaller samples of older youth who completed high school prior to release.

Low levels of academic achievement, school attendance, and graduation rates are all correlated with the involvement of youth in crime and the criminal justice system (Winters, 1997). Wang, Blomberg, and Li (2005) found that committed delinquent youths were significantly more likely to have lower grade point averages and attendance rates and were significantly less likely to be promoted to the next grade level compared to nondelinquent public school students. Research consistently supports the notion that academic achievement decreases criminal involvement among various groups of adolescents and adults. Sampson and Laub (1993) found that, for a sample of 907 males, attachment to school had a significant negative effect on delinquency.

In addition, several surveys of adolescents have found that juveniles are significantly less involved in crime and delinquency when they are committed and attached to school, spend significant time studying, and make good grades (Cernkovich and Giordano, 1992; Massey and Krohn, 1986; Stewart, 2003; Thaxton and Agnew, 2004). Cottle, Lee and Heilbrun (2001) conducted a meta-analysis of 22 recidivism studies on juvenile offenders. They found that educational disability, low achievement test scores, and lower full-scale and verbal IQ scores were all related to recidivism. In their meta-analysis of intervention programs for committed youth, Lipsey and Wilson (1998) found that programs focused on educational achievement and structured learning could reduce recidivism among juvenile offenders.

Blomberg, Pesta, Bales, Johnston, and Berk (under review) examined the link between educational achievement and recidivism using data on a cohort of 4,147 youths committed to 115 juvenile justice institutions in Florida. Blomberg et al. used return to school and regular school attendance post release as an indicator of school attachment. They found that youth who experienced greater academic achievement (as measured by earning core academic credits while committed) were more likely to attend school after release; and attendance in school resulted in youth being less likely to be rearrested within the first two years following their release. Thus, academic achievement, return to school, and regular school attendance were positively related to each other and negatively related to recidivism.

Bullis, Yovanoff, Mueller & Havel (2002) conducted a five-year longitudinal study of 531 juvenile offenders committed in Oregon. They found that youth who were participating in school after release were less likely to recidivate. However, less than one half of the youth were working or in school six months after release. The proportion dropped to less than one third at 12 months post release. Thus, although participation in school affected recidivism, few juvenile offenders became engaged in school following release from commitment, and even fewer juveniles remained engaged in school over time.

Based upon the findings of the prior studies, education as measured by the attainment of a high school diploma or its equivalent, academic achievement, and attachment to school post release has, in varying degrees, been found to reduce recidivism. However, many juvenile delinquents do not return to school after release, dropout, and/or do not complete high school. In addition, returning to school after release may not be a realistic option for older youth who are far behind in school. Given that prior research on adult offenders' desistance from crime through employment has been well documented, the following section reviews the literature on employment and recidivism for both adults and juveniles.

### **5.3 EMPLOYMENT AND RECIDIVISM**

The link between employment and crime is also well established: unemployment is highly correlated with crime. Allan and Steffensmeier (1989) found that unemployment is associated with high arrest rates for juveniles and young adults and, for young adults, low quality of employment is associated with high arrest rates. Research also suggests that employment, like education, significantly reduces recidivism among juveniles. Bernburg and Krohn (2003) found that employment in early adulthood significantly reduces crime after adolescent criminal involvement.

Sampson and Laub (1993) analyzed longitudinal survey data and found that employment significantly decreased criminal behavior. They found that, even after controlling for adolescent crime and delinquency, job stability from ages 17 to 25 significantly decreased crime during those years, as well as from ages 25-32. Thus, the effect of job stability on crime continued well beyond the period of employment. Males who experienced job stability between ages 17 and 25 continued to benefit from their employment experience from age 25 to 32. Preliminary results from the Pathways to Desistance Study indicate that, although nearly half of the sample obtained employment after release, youth only kept the jobs for an average of two months (Griffin, 2006). Thus, if job stability is more important for crime desistance than merely having a job (Sampson & Laub, 1993), early indicators of employment do not bode well for the juvenile offenders in the Pathways to Desistance Study.

Other studies have examined the effect of employment programs for committed juvenile offenders on criminal involvement following their release from commitment. The employment programs vary in type and scope and include career training, institutional jobs, work-release programs, and programs that help offenders find work or place them in jobs in the community. As noted by Mulvey et al. (2004), the few meta-analyses of interventions for juvenile offenders have found that programs focusing on adolescent “human capital development (jobs and job skills)” are more effective than punitive interventions (See, for example, Andrews et al., 1990; Lipsey & Wilson, 1998; Aos, Phipps, Barnoski & Leib, 1999.).

The meta-analysis conducted by Wilson et al. (2000) included 21 analyses of employment programs for offenders. The results indicated that participation in career programs increased later employment and decreased recidivism. The authors emphasized the extraordinary variation across the 21 analyses, which suggested that some programs were much more effective than others. Aos et al. (2006) conducted a meta-analysis of 16 employment programs that included community employment training and job assistance and found modest but statistically significant reductions in recidivism. They also analyzed three in-prison career education programs and found that they resulted in a 12.6% reduction in recidivism rates.

Again, however, one must interpret these results with caution. Not only are meta-analytic techniques limited by the quality of the studies included in the meta-analysis, but the meta-analyses described here are all examining the effect of employment programs on recidivism, not the effect of employment, per se. While career training or job assistance might improve one’s chances of obtaining stable employment, such a result is not definitive. These studies did not determine whether offenders who participated in employment programs actually found employment upon their release. Nevertheless, these meta-analyses of employment programs provide support for the general finding that employment is associated with a reduction in recidivism.

Unlike the studies of employment programming that must assume an employment effect, the National Supported Work Demonstration Project provided minimum-wage jobs in addition to career training. Uggen’s (2000) evaluation of the National Supported Work Demonstration Project found strong evidence of a link between employment and recidivism. The National Supported Work Demonstration Project randomly assigned committed offenders to an experimental or control group. Those in the experimental group received career training in prison and minimum-wage jobs (in construction or the service industry) upon release.

For offenders who were 26-years-old or younger, Uggen found no difference in recidivism between the two groups. However, for offenders older than 26, the program significantly reduced recidivism. Beginning about six months after release, those in the experimental group showed a significantly lower likelihood of arrest. The difference continued for the duration of the study (three years post release), at which point 53% of the control group had been re-arrested, compared to 42% of the experimental group.

Overall, the prior research strongly suggests that employment is significantly associated with crime. Longitudinal studies have found that employment--particularly stable employment--may reduce the likelihood of crime initiation among youth and the likelihood of recidivism among offender populations. However, little research has focused on the role of employment in reducing recidivism among juvenile offender populations; the findings

with respect to juvenile offenders are far from conclusive. Even less is known about the mechanism through which employment affects the desistance process. Cernkovich and Giordano (2001) suggest that the transition into the adult role of work makes involvement in crime less acceptable and useful. Additional research is needed on whether and how employment can reduce juvenile offenders' likelihood of recidivating following their return to the community after a period of commitment.

## **5.4 THE LINK AMONG EDUCATION, EMPLOYMENT, AND RECIDIVISM**

Exactly how education and/or employment might lead to desistance from criminal activity is not fully understood. As discussed earlier, one explanation of continuity and desistance is the effect of education or employment as an opportunity for developing bonds to conventional norms that lead to attachment and commitment to conventional society. Indeed, there is evidence that suggests independent effects of education and employment on recidivism, perhaps due to the binding nature of each of these social processes.

An alternative and compatible interpretation of the link among education, employment, and crime is that crime, and the stigma associated with it, limits one's access to conventional opportunities. Educational attainment restores access to some of the employment opportunities an offender might have lost as a result of his or her criminal behavior. Thus, education increases one's opportunities for stable employment, which leads to a reduction in the likelihood of later crime. Indeed, there is evidence to suggest that education might affect recidivism by affecting one's prospects for future employment.

Wilson, Gallagher, and MacKenzie (2000) found that adult inmates who completed programming and earned a GED or participated in post-secondary education were significantly less likely to recidivate and had a significantly greater likelihood of obtaining post-release employment: The average odds of being employed upon release were 70% greater for offenders who participated in educational programming while in prison. The authors observed that the reduction in recidivism for offenders who participated in educational programming was likely due to their greater employability. Fabelo (2002) reported a similar finding from an evaluation of educational programming for 32,020 adult inmates in Texas: Offenders receiving in-prison education were significantly more likely to find employment after release, received higher wages, and had lower rates of recidivism than inmates who had not received educational programming while committed.

Further support for the possibility that educational attainment affects later crime by affecting chances for obtaining employment was provided by Bernburg and Krohn's (2003) analysis of data from a sample of high-risk juveniles in Rochester, New York. Bernburg and Krohn found that graduating from high school significantly decreased involvement in serious crime at ages 21-22. They concluded that the effect of completing high school on later crime was explained in large part by the greater ability of high school graduates to gain employment. In other words, Bernburg and Krohn (2003) found that completing high school decreased crime in young adulthood precisely because of its positive effect on later employment.

These findings suggest that educational advancement might be important for pre-offenders, who will later depend on prior educational attainment for better employment opportunities.

However, employment may not be a viable option for younger youth or youth with very low levels of educational attainment. For example, some studies have indicated that direct entrance into full-time employment may not be possible, either because younger individuals may not be ready to commit to the demands of full-time employment or because employers may not be interested in hiring them (Harrison and Schehr, 2004; Shover, 1996; Uggen, 2000).

Ainsworth and Roscigno (2005) found that career training during high school was related to significant reductions in the likelihood of completing high school and attending college. Thus, high school career training might also be associated with constrained employment opportunities later in life. For juvenile offenders, educational programming may provide the foundation needed to take advantage of employment opportunities that will emerge at a later time, while offenders who already have attained a certain level of education might be in a better position to benefit from career training and employment programs.

Life course criminologists like Sampson and Laub (1993) argue for an age-graded theory of crime, as well as age-graded strategies for dealing with people who commit crimes. They believe that the causes of crime may differ for people at different stages of the life course, and similarly, the best strategies for preventing crime are those which are age appropriate. In other words, the effects of employment and education on recidivism are believed to vary over the life course. It follows, then, that education might effectively reduce crime for individuals at one stage in the life course, but employment might be more effective for individuals at a different point in their lives. Some of the work that has been done in this area suggests that employment programs are more effective for older offenders, while educational programs are more effective for younger offenders (Uggen & Staff, 2001).

In fact, past research has indicated that employment during adolescence is *positively* related to crime (Ploeger, 1997; also see Apel et al., forthcoming). In other words, research has found that employment during adolescence may actually increase criminal behavior and other forms of delinquency. Researchers have hypothesized that this is because employment, especially when the youth works many hours per week, may result in weaker attachment to school, lower academic achievement, and, in general, may distract the individual from educational pursuits that are more central to long-term success.

As adolescents transition into early adulthood, however, employment becomes a key source of conventional social bonds as individuals move beyond the typical school years. Shover (1996) comments on this in discussing desistance from crime among professional thieves, noting that legal employment may reinforce a conventional, noncriminal identity for older offenders in a way that far exceeds what would be true for younger offenders. Certainly Uggen's (2000) analysis largely supported this pattern.

Taken together, these results suggest that although older offenders appear to benefit from education and employment programs (particularly employment programs that provide actual jobs), younger offenders appear to benefit more from programs that include education. In fact, younger offenders appear to experience little benefit from employment-only programs. In addition, career training before juveniles have acquired a high school education may decrease their chances of completing high school (Ainsworth and Roscigno, 2005), which, in turn, could limit their future employment opportunities. Younger offenders, therefore, may benefit most from educational programs or comprehensive programs that emphasize both education and job training. These programs offer juveniles the preparation

needed to capitalize on employment opportunities that will be more available and more life-course appropriate at later ages.

If, in fact, older offenders benefit more than juveniles from employment, at what age does employment have a greater effect than education on recidivism? Only one study has attempted to answer this question. Uggen (2000) evaluated the National Supported Work Demonstration Project, which randomly assigned offenders to the treatment program that included in-prison career training and post-release job placement. Uggen found that, for offenders who were age 26 or younger at the time of release, there were no differences in survival rates (i.e., successful avoidance of re-arrest) between those who participated in the employment program and those who did not. However, for offenders who were 27 or older, the program successfully prevented crime.

Clearly, education and employment are closely interrelated in important ways. However, additional research is needed to better understand the process by which education and employment interact with each other and with characteristics of the offender to influence the desistance process. There is little evidence that would strongly favor one of these approaches over the other.

The meta-analysis of correctional programming evaluations by Wilson et al. (2000) provided slight evidence in favor of educational programming. They included separate analyses for employment and educational programming. Their analysis revealed that participation in educational programs had a significant, overall effect on recidivism. Employment programs, on the other hand, did not have a significant effect on recidivism, although all of the effects of employment were in the predicted direction (i.e., employment training reduced recidivism). Much research is needed before we have a clear understanding of the different processes by which education and employment independently affect recidivism, how education and employment interact with each other to reduce crime, and how these processes might differ for adult and juvenile offenders.

## **5.5 INDIVIDUAL AND COMMUNITY CHARACTERISTICS**

The life course perspective acknowledges the importance of individual- and community-level factors throughout the life course. It is generally accepted that factors such as age, race, and socioeconomic status, as well as community disadvantage, are related to crime in various ways. It is also likely that these factors are correlated with recidivism or, conversely, desistance from crime. However, little is known about exactly how various individual- and community-level characteristics directly or indirectly influence the desistance process.

Certainly a number of factors have been shown to be related to educational achievement and attachment, as well as to various employment outcomes. Demographic and social status variables affect one's educational success. Studies have found that educational success is lower for males (Jacobs, 1996), Blacks and Hispanics (Gamoran, 2001), those living with single parents (Astone & McLanahan, 1991), and those whose parents are less educated (Dumais, 2002). Additionally, various dimensions of the child's personality affect key indicators of school success (Cucina and Vasilopoulos, 2005; Kaiser and McLeod, 2004).

There also is evidence to suggest that, independent of individual characteristics, features of the broader social environment affect the likelihood of educational success. For example, Johnson, Crosnoe, and Elder (2001) found that children were more highly attached to school

when they attended schools that had a high concentration of students of their same race and ethnicity. Cernkovich and Giordano (1992), however, found that the racial composition of the school does not moderate the effect of school bonding on delinquency. Research has also shown that school characteristics can directly influence delinquency (e.g., Felson, Liska, South & McNulty, 1994; Jang, 1999). Additionally, there is growing evidence that neighborhood levels of poverty or affluence independently affect individual academic achievement (Duncan and Brooks-Gunn, 1997).

The presence of disabilities has been associated with a greater likelihood of juvenile recidivism (Leon, Rutherford, & Nelson, 1991; Wagner, 1992). A longitudinal study by Bullis et al. (2002) found that 58% of the juvenile offenders in their study had a disability and were less likely to be engaged in work or school and more likely to recidivate than those without a disability. Given the high proportion of juvenile offenders with educational disabilities (Wang et al., 2005; Wolford, 2000) and the effect of such disabilities on educational achievement and recidivism, it is important to understand whether the effect of education or employment on recidivism among this population is different than that for juvenile offenders without disabilities.

Perhaps juveniles with learning disabilities would benefit more from employment programs than education programs. Or, alternatively, juveniles with learning disabilities may benefit more from education programs that intensively target their special needs and create an opportunity for education to become a stronger social bond for these youth. Research has not yet addressed these issues.

It is not surprising that these same individual- and community-level variables predict various employment outcomes (Caspi et al., 1998). Moreover, educational success remains the strongest and most consistent predictor of later employment success (Chen and Kaplan, 2003); these variables, therefore, might influence employment outcomes directly or indirectly through their effect on educational achievement.

Interestingly, these variables are similar to the demographic and social status variables that affect involvement in crime and delinquency; thus, there is reason to believe that they could also affect desistance from crime. Indeed, Loeber et al. (1991) found that for juvenile offenders the factors associated with the onset of criminal activity were the same factors associated with desistance. These variables might also affect desistance from crime through their influence on education or employment outcomes. Saylor and Gaes (2001) found that minorities (defined on the basis of race or ethnicity) benefited more from career training and industrial training in prison. The effects of these types of training programs on recidivism were much larger for minority offenders.

Tanner, Davies, and O'Grady (1999) found differences for males and females in their study of the effect of adolescent delinquency on adult employment and education outcomes. Using longitudinal data, they found that delinquent and criminal behavior and contact with the criminal justice system between the ages of 14 and 17 had a significant negative effect on educational attainment among males and females. However, these factors had a negative impact on occupational outcomes for males but not for females. These findings might suggest that male juvenile offenders would benefit from both education and employment programs, whereas female juvenile offenders might benefit more from programs that focus on education, because employment outcomes of this group did not seem to be affected by contact with the criminal justice system.

There are other factors that have yet to be examined in research on juvenile recidivism. For example, Ambrose and Lester (1988) suggest that factors such as an individual's ability and willingness to set goals and carry out the steps necessary to accomplish goals may also play a role in reducing recidivism among youth. One would also expect such factors to affect the education and employment experiences of youth. There are other factors that may also affect an individual's ability to form strong social bonds through his/her involvement in educational or employment pursuits. Exactly which individual and community factors influence whether juvenile offenders stop committing crimes and how these factors affect the desistance process is something that needs to be explored further.

In sum, research provides strong evidence of a relationship between various individual and community characteristics and recidivism or desistance from crime among juvenile offenders. Research to date also provides some evidence that suggests possible differential effects of employment and education for juvenile offenders with different individual characteristics who will be returning to different social settings. Again, this is another area where future research is warranted.

## **5.6 SUMMARY DISCUSSION**

The research to date that has examined the effect of education and employment on recidivism among juvenile offenders suggests that both education and employment may have a positive impact on juveniles and lead to desistance from or termination of criminal behavior. Substantially more research has been done that examines the effects of education-related factors on recidivism among juvenile offenders while most of the research on the relationship between employment and recidivism has focused on adults. This might be due to research findings suggesting that education might be more important than employment for juvenile offenders, whereas adult offenders might benefit more from the effects of employment on reducing criminal behavior.

Unfortunately, insufficient research prevents the recognition of definitive conclusions about whether education or employment is more effective at reducing recidivism among juvenile offenders, particularly among serious offenders. Even less is known about the individual and community characteristics that might influence the effect of education or employment on criminal behavior. Clearly, however, education and employment are closely interrelated, and both appear to play a potentially important role in the lives of juvenile offenders as they return to their communities after release. The question of whether education or employment can function as turning points in the lives of youth that can serve to bind them to society and set them on a new life course in which they successfully desist from criminal activity remains to be answered. The next chapter addresses this important question.



# Chapter 6

## Longitudinal Research: Education, Employment, and Recidivism

### 6.1 INTRODUCTION

Prior research has demonstrated a positive relationship between low academic performance and delinquency (Benz, Lindstrom, & Yovanoff, 2000; Cernkovich & Giardano, 1992; Jenkins, 1997; Scanlon & Mellard, 2002). Further, Leone, Hyman, Meisel, and Raley (2003) have reported that 41% of adults committed in state and federal prisons do not possess a high school diploma, and individuals who drop out of school commit 82% of all crimes.

While the link between poor school performance and delinquency has been established, longitudinal research has shown that academic achievement may be related to desistance from delinquency for juvenile justice involved youth (Agnew, 1991; Felson & Staff, 2006). These findings suggest that later academic achievement may mediate the relationship between early poor school performance and delinquency. However, it must be noted that such factors as families, schools, and communities, as well as students' abilities and motivation, also impact delinquency (Dornbusch, Erickson, Laird, & Wong, 2001; Lee & Burkham, 2003; Thornberry, Lizotte, Krohn, Farnworth, & Jang, 1991).

This chapter focuses on an examination of the relationship among academic attainment of youth during commitment and three years of post-release school attendance, diploma attainment, and employment. Relevant to this analysis is Lynam, Moffitt, and Stoethamer-Loeber's (1993) finding that the relationship between low ability (as measured by traditional IQ tests) and poor academic performance and delinquency is mediated (and disappears for African American youth in the sample) by later academic performance. Therefore, as the majority (83%) of youth in this sample were one or more years below grade level at the time of commitment, the impact of academic attainment while committed--earning a diploma, high school credits, or middle grades promotion--on their delinquent trajectory is examined in this chapter.

Our preliminary findings demonstrate that academic attainment of high school students (earning high school credits) while committed has no direct effect on the likelihood of re-arrest. Rather, intervening variables such as maintaining attendance in school upon return, earning a high school diploma, and maintaining employment (if applicable) have been found in past research to reduce the likelihood of re-arrest for youth (JJEEP Annual Report, 2003; 2004). Therefore, the relationship among academic attainment while committed and returning to school, obtaining a diploma, and employment are examined.

Additionally, this chapter extends our past analyses that utilized measures of academic attainment to include middle school students as well as high school students. The inclusion of middle school students is necessary as a review of the data reveals that the trajectories upon release are quite different for middle and high school students as middle school students are more likely to return to school while high school students are more likely to obtain employment upon release. Thus, this chapter extends the examination of academic attainment while committed to include middle school as well as high school students and includes the potential impact of academic attainment on school attendance, diploma, length of employment, and re-arrest three years post release.

In addition to an examination of age group differences, group comparisons are made for special education and general education youth. Research in special education has demonstrated an increased risk for negative outcomes in school, employment, and criminal trajectories for youth with disabilities (Field, Sarver, & Shaw, 2003; Sinclair, Christenson, Evelo, & Hurley, 1998). Specifically, graduation rates for youth with emotional behavior disorders (EBD) are below 50%. Of those youth with EBD that drop out, 73% are arrested within three years (Heward, 2003; Kauffman, 2004).

Therefore, this chapter examines group differences among youth with EBD, youth with specific learning disabilities (SLD), and youth with no disabilities in academic attainment while committed as well as school, employment, and criminal trajectories.

The chapter is organized as follows. Past findings from this cohort are reported in section 6.2. The research questions and framework guiding this chapter's analyses are included in section 6.3. A detailed description of the data and methods is noted in section 6.4, and all results are reported in section 6.5. Also, a summary discussion of findings and policy implications related to the findings is reported in section 6.6.

## **6.2 PAST FINDINGS**

The relationship between academic attainment of students while committed and likelihood of returning to school and re-arrest has been reviewed in past research (JJEEP Annual Report, 2003; 2004; 2005). However, past findings have reported only academic attainment measures (either grade point averages or credits earned) for students enrolled in high school during commitment. This chapter extends this view of academic attainment to include those students in middle school by operationalizing a measure of academic attainment to include promotion status (either promoted or retained-not promoted).

Florida Department of Education (DOE) records report promotion status for youth for the 2000-2001 school year, the year in which the youth were released from a juvenile justice residential program. More specifically, a review of school records upon return to school for those youth who did return after release revealed students' grade placement upon enrollment in the receiving school. This grade level was matched to the grade level recorded in FLDOE data upon the youths' release from the Department of Juvenile Justice (DJJ) program. This match revealed that 251 (14% of the 1,786 middle school youth) students were demoted upon return to their home school.

This finding reveals a need to further examine both guidance practices in terms of student grade placements and promotions while committed as well as those upon return to school. Further, this suggests that the transition process should include the involvement of a home school contact which could eliminate changes in grade level placement upon students' return to school.

Research on return to school, employment, and re-arrest outcomes within two years of release from residential commitment programs have been reported and are summarized below (JJEEP Annual Report, 2003; 2004; 2005). Returning to school has been found to reduce the likelihood of re-arrest. However, return to school has been defined as returning to school and maintaining high levels of attendance. This chapter examines both the event of returning to school as well as the number of school days in attendance and the relationship to re-arrest.

Past findings on the trajectory of the FY2000-2001 cohort include:

### **EDUCATION**

- Academic attainment of youth enrolled in high school courses while committed (operationalized as academic and career high school credits) increases the likelihood that youths return to school within two years post release.
- Returning to school with *above average attendance* (operationalized as above the mean number of days of attendance omitting youth with below 15 days of attendance or denoting return to school as only those youth with above average attendance) decreases the likelihood of re-arrest up to two years.

### **DIPLOMA**

- Earning a diploma while committed (or post release) decreases the likelihood of re-arrest up to two years.
- Earning a diploma increases the likelihood of employment up to two years post release.

### **EMPLOYMENT**

- The number of quarters employed up to two years after release impacts the likelihood of re-arrest.
- An increase in the number of quarters employed reduces the likelihood of re-arrest.

Further preliminary analysis of the cohort data has found that academic attainment during commitment of high school students in this cohort has no direct effect on re-arrest. Past research has further identified returning to school with high levels of attendance, maintaining employment, and earning a diploma during commitment decrease the likelihood of re-arrest for youths up to two years after release. However, the current chapter more closely examines the potential protective factor of post-release school return *and* attendance over three years across all ages of youth and disability categories, as well as length of employment and diploma attainment.

## **6.3 RESEARCH QUESTIONS**

In general, the research questions framed here seek to illuminate the trajectories of youth upon release; identify the impact of academic attainment while committed on those trajectories; identify intervening variables after release that may impact the criminal trajectory; and report any special education or age group differences in youths' trajectories. More specifically, this chapter seeks to answer the following research questions.

### **Academic Attainment and Employment**

1. Does academic attainment (as measured by earning high school credits) while committed increase the likelihood that high school youth will return to school, earn a diploma, or obtain employment three years after release?
2. Does academic attainment (as measured by earning a grade level promotion) while committed increase the likelihood that middle school youth will return to school, earn a diploma, or obtain employment up to three years after release?
3. Does earning a diploma increase the likelihood of employment three years after release?
4. Are there statistically significant differences between youth who earned a diploma and those who did not in the number of quarters employed and wages earned?

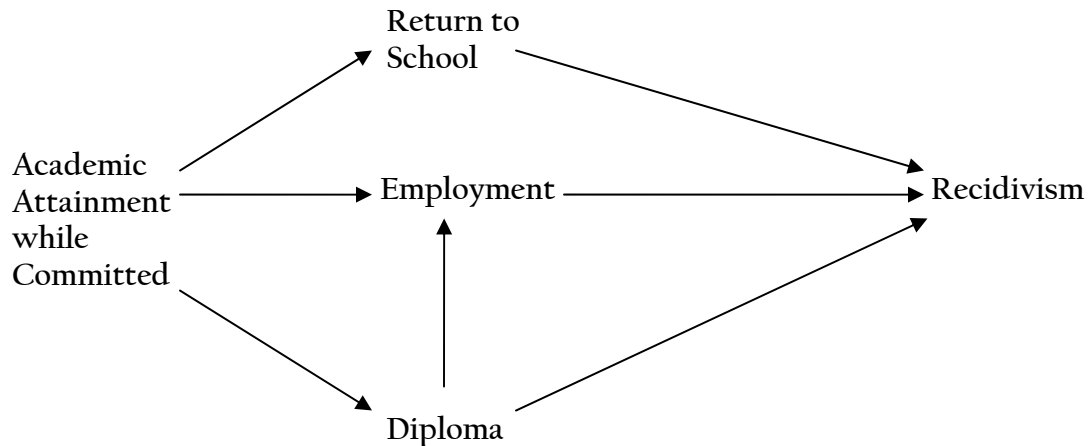
### **Recidivism**

5. Does returning to school, earning a diploma, and obtaining employment decrease the likelihood of re-arrest three years after release?
6. Does school attendance, earning a diploma, and length of employment decrease the likelihood of re-arrest three years after release?

### **Age and Special Education Group Trajectories**

7. Are there statistically significant differences among students with learning disabilities, emotional/behavioral disorders, or no disability in levels of educational attainment (as measured by credits earned or grade level promotion) while committed?
8. Does age (15 years old and younger vs. 16 and older) affect the likelihood that youths will return to school and/or obtain employment?
9. Does special education status affect the likelihood that youths will return to school, earn a diploma, obtain employment, or recidivate?

The following figure illustrates the hypothesized relationships among academic attainment, return to school, diploma, employment, and recidivism.

*Figure 6.3-1. Trajectories of FY2000-2001 cohort*

## 6.4 DATA AND METHODS

### Cohort

A cohort of 4,066 students released from juvenile justice programs in FY2000-01 was constructed using the Florida DOE Survey 5 data. Students enrolled under school numbers assigned to juvenile justice residential programs were selected and then reviewed to ensure that youth had a valid withdrawal code from the residential juvenile justice school within FY2000-01. The variables used from this database to construct the cohort are demographics, end of year school status, dropout prevention data, attendance data, and exceptional student education (ESE) status.

Once the cohort was constructed using DOE data, it was then matched to data files obtained from the Florida Department of Law Enforcement (FDLE) regarding arrests and the Florida Education and Training Placement Information Program (FETPIP) regarding employment. Four years of data were used from each of these state datasets.

In the event that a youth was released from multiple programs during the fiscal year, the last release was the one included in the cohort. Also, if a youth had a high school diploma or its equivalent prior to being placed in a juvenile justice program and before the start of FY2000-01, then he/she would not have a record in the DOE school files for that year and would not be reported in the cohort.

### Operationalization of Variables

The variables described below are the variables of interest utilized in the chapter analyses based on the research questions cited above. The definitions of operationalization of all variables of interest are provided below.

## **Academic Attainment**

Academic attainment for high school students is operationalized as the number of academic and career high school credits earned while committed. Total credits, academic credits (those earned for English, mathematics, social science, and science courses), and career credits (credits earned for career exploration and career training courses) are reported. Academic attainment for middle school students is defined as earning a grade level promotion during the school year in which they were committed.

## **Return to school and attendance**

The event of enrolling in school and attending for at least one day post release and before re-arrest is defined as *return to school*. Attendance in school includes the actual days in attendance after enrollment in school. These are examined as separate variables to provide a clear description of youths' school involvement after release. Actual number of days of attendance is utilized to capture the full range of youths' attendance upon return to school.

Additionally, attendance days are reported by Florida's DOE cumulatively for each entire school year following a student's release. Therefore, as actual dates of days attended are not collected, it is not possible to determine whether a re-arrest occurred before or after school attendance days in a given year. Attendance and the relationship to re-arrest are thus reported for attendance in years one and two post release and for re-arrest in year three. This method of reporting allows for an examination of the potential cumulative impact of school attendance on re-arrest ensuring the attendance in school took place prior to a re-arrest.

## **Diplomas**

Diplomas earned while committed and up to three years post release and before re-arrest are reported. Diploma types are reported as standard high school diploma, special high school diploma, and General Educational Development (GED) diploma. Additionally, for some youth, the type of diploma earned is categorized as unknown as it was not reported under a specific Florida school number in the DOE data.

These unknown diplomas were ascribed to those youth who either enrolled in college or the military up to three years post release as reported in FETPIP data. It is ascertained that those youth earned a diploma either out-of-state or through GED testing that may not have been reported under a school number.

## **Employment and length of employment**

The event of obtaining employment before re-arrest for at least one day with reported earnings within one quarter of one year up to three years post release is defined as employment. Wage earnings are reported in FETPIP data for each quarter of each year. Length of employment is reported as number of quarters employed cumulatively as well as the average wages earned per quarter.

## **Re-arrest**

Re-arrest is defined as an incident of arrest subsequent to release from a residential facility as reported by the FDLE whereby the youth was fingerprinted. The types of offenses

reported to FDLE are those submitted by local law enforcement agencies in accordance with section 943.051, Florida Statutes (F.S.). Arrest events with multiple charges were counted as one arrest. For more information, see Appendix A-3.

## **Subgroup Differences**

### **AGE GROUPS**

Age groups are categorized as 15 years old and younger and 16 years old and older. The age division was determined by an examination of the distributions across ages of youth who returned to school and youth who obtained employment. The percentages of youth in each age group for return to school and employment are reported in Table 6.5-2.

Additionally, for youths age 16 and older compulsory school attendance is no longer required by law if a student files a formal declaration of intent to terminate school enrollment signed by the parent. Thus, it is hypothesized that the likelihood of return to school is reduced. Also, youths aged 13 and younger at release were dropped from the analyses as employment trajectories could not be accurately compared to older youths. These youth comprised less than 4% of the sample.

### **SPECIAL EDUCATION STATUS**

Special education groups are categorized as those youth with EBD, SLD, or no disability. This grouping was informed by the variance in school, post school, and employment outcomes reported in the research on youth with disabilities as noted in this chapter, section 6.1. Youth with severe disabilities such as autism, mental retardation, and dual sensory impairments were excluded from analyses as their diploma and employment trajectories do not share the same level of variation as the rest of the sample.

These youth comprised less than 5% of the sample. In general, youth with severe disabilities are likely to earn special diplomas and obtain sheltered employment. As only competitive employment is reported in FETPIP data, these youth were dropped from the analyses.

The control variables are described in Table 6.2-1. These variables are included in statistical models detailed later. These variables were chosen because the research literature supports the likelihood of influence on the outcome variables described previously (Leone, et al, 2003; Kauffman, 2006).

**TABLE 6.4-1**  
**Control Variables Used in the Longitudinal Analysis**

Control Variables	Description
Age-Grade Level	Number of grade levels youth are behind the expected grade level in school based on age and year of kindergarten enrollment. Dichotomized as 0-1 grade level = on grade level (0) and 2 or more grade levels = below grade level (1)
ESE-Emotional Behavior	Emotionally handicapped or severely emotionally disturbed identified as primary disability in students' DOE ESE records (EBD=1)
ESE-Learning Disability	Specific learning disability identified as primary disability in students' FLDOE ESE records (SLD=1)
Sex	Male= 1, Female= 0
Race: African-American	Race as obtained from FLDOE school records: African American =1
Race: Hispanic	Race as obtained from FLDOE school records: Hispanic =1
Age at Release	Age at release rounded to year
Months in Facility	Number of months of full-time residential commitment
Offense Seriousness Index	Natural log of the FDLE index that incorporates the number of prior arrests and the seriousness of the arrest leading to the 2000-2001 commitment. Reported as a continuous variable.

Research has not demonstrated a direct link between poverty or low socioeconomic status (SES) and individual criminal propensity; however, low SES has been reported in much of the research as an indirect contributor to family disruption and neighborhood disorganization which has been shown to impact community-level crime (Hay, Forston, Hollist, Altheimer, & Shaible, 2006; Messner, Raffalovich, & McMillan, 2001; Patterson, 1991; Sampson, 1995). However, socioeconomic status is not used as a control variable in the analyses in this chapter as SES is gleaned from FLDOE data on free and reduced lunch status.

As most of the youth in this cohort were in middle and high school during their commitment, the free and reduced lunch status is vastly underreported. Thus, for this cohort, only 38% of the youth were reported as low SES based on free and reduced lunch status. However, research utilizing a combined cohort (2000-2001 and 2001-2002) revealed 60% qualified for free and reduced lunch (JJEEP Annual Report, 2005). Therefore, as it is known that SES is dramatically underreported for this FY2000-2001 cohort, SES is not added to the models for analyses. It is important to note, however, that SES was found to significantly increase the likelihood of return to school for youth in the combined cohort, holding all other variables constant.

## Analyses

The statistical method used to determine the effect of the control variables and the independent variables of interest on the dependent or outcome variables in this chapter is logistic regression analysis. This technique is used in research when trying to identify the relationship among multiple control variables on an outcome that is dichotomous.



Logistic regression applies maximum likelihood estimation after transforming the outcome variable into a logit variable (the natural log of the odds of the dependent variable occurring or not). In this way, logistic regression estimates the probability of a certain event occurring. Logit analysis provides three basic types of information about the unique effect of independent variables on an outcome variable.

First, logistic regression determines the relative effect of each variable on the outcome variable, holding all other variables in the model constant. Second, it determines whether or not the unique effect of each control variable is statistically significant. For this chapter, a statistical significance threshold of  $p < .05$  is used, which means that there is less than a five percent chance that the findings are due to chance. Third, logit models generate an “odds ratio,” which reports the predicted change in the odds of likelihood of the outcome occurring when a variable of interest is present and significant, controlling for all other independent variables.

An odds ratio above 1.0 refers to positive odds that the dependent variable will occur. The closer the odds ratio is to 1.0, the more the independent variable's categories (e.g., male and female) don't matter and are independent of the dependent variable, with 1.0 representing full statistical independence. The results presented include maximum-likelihood (ML) coefficients, standard errors (SE), odds-ratios, and levels of statistical significance.

Additionally, in order to examine possible differences between students receiving special education services and those in general education, group comparisons were conducted using analyses of variance (ANOVAs). First, the purpose of the analyses was to determine if the mean values of academic credits earned for the high school youth varied significantly between the groups. Further, additional ANOVAs were conducted to examine mean variances on attendance and length of employment and wages earned between the special education groups as well as youth aged 15 and younger and those aged 16 and older.

The results of the analyses are reported in section 6.5. First, general outcome trends for this FY2000-2001 cohort are reported for return to school, diplomas earned, employment, and re-arrest. As no direct effect of academic attainment on recidivism has been found in past analyses, logistic regression analysis results are next reported for the effects of academic attainment while committed on the likelihood of returning to school, earning a diploma, and obtaining employment.

Next, since previous findings indicate that only high levels of attendance and maintaining employment impact recidivism, logistic regression analysis results are reported for the impact of academic attainment during commitment on school attendance (days of attendance), diploma, and length of employment (quarters employed). Lastly, a comparison of general outcome trends between special education groups and age groups for this FY2000-2001 cohort are reported for academic attainment, return to school, diplomas, employment, and re-arrest, along with ANOVA results for significant group differences.

## 6.5 RESULTS

### Descriptives

This section first provides a descriptive overview of the characteristics and post-release outcomes of the 4,066 youth released from juvenile justice residential facilities in FY2000-2001. Table 6.5-1 displays the demographic characteristics of the FY2000-2001 cohort.

**TABLE 6.5-1**  
**Demographics of the FY 2000-2001 Cohort**

Characteristic	Number	% of Cohort (N = 4,066)
<i>Gender</i>		
Male	3,506	86%
Female	560	13%
<i>Race</i>		
African American	1,837	45%
Hispanic	304	8%
White, Non-Hispanic	1,925	47%
<i>Age at Release</i>		
15 and Younger	938	23%
16 and Older	3,128	77%
<i>Special Education Status</i>		
Emotional/Behavior Disorder	754	19%
Specific Learning Disability	563	14%
No Disability	2,749	67%
Total	4,066	100%

The figures in Table 6.5-1 reveal the cohort to be disproportionately male, African American, and designated as special education students. The demographics for the general secondary school population in Florida in 2000-2001 have been reported as 52% male, 23% African American, and 13% youth with disabilities. Further, it should be noted that youth identified with disabilities have increased in DJJ populations (from 39% in 2001 to 43% in 2005). Across the state, the 2006 figures for youth with disabilities are 14% of middle and 12.8% of high school youth (Florida School Indicators Report, 2007).

### TRENDS

The outcome trends for the cohort are reported in Table 6.5-2.

**TABLE 6.5-2**  
**School, Employment, and Recidivism: Three-Year Outcomes**

School, Employment, and Re-Arrest Outcomes			
	Year 1	Year 2	Year 3
Returned to School	39%	43%	44%
Employed	28%	31%	31%
Re-Arrested	47%	64%	70%

Table 6.5-2 reveals outcomes for cohort youth released from juvenile justice residential commitment programs in 2000-2001. It should be noted that it is unknown how many of the youth committed were neither attending school nor employed prior to their commitment. However, the trends reported reveal that 43% of youth return to school (including adult education programs) and 31% of all youth gain employment before re-arrest within three years. Further, re-arrest rates increased from 47% to 64% between years one and two, and from 64% to 70% from year two to year three post release. The recidivism rate of 70% within three years post release places this group of youths amongst the highest recidivism rates reported by all U.S. states (OJJDP, 2005).

Diploma attainment trends are reported in Table 6.5-3 below.

**TABLE 6.5-3**  
**Diplomas Earned in DJJ and One, Two, and Three Years After Release**

Diplomas Earned					
Diploma Types	In DJJ	Year 1	Year 2	Year 3	Total
GED	247	38	74	59	418
Standard	32	17	36	39	124
Special	4	25	25	18	72
GED Exit	*	2	7	9	18
Unknown**					174
<b>Total</b>	<b>283</b>	<b>82</b>	<b>142</b>	<b>125</b>	<b>806</b>

\*GED Exit Option offered for the first time in Year 1 (2001-2002).

\*\* Unknown diploma type represents diplomas earned by students who enrolled in college, according to FETPIP data, but who did not have a diploma type entered in FLDOE database. As the date of diploma earned is unknown, these diplomas may have been earned after a re-arrest.

It is that most youth who earned a diploma post release did so after a re-arrest. Only 48 youth earned a diploma post release and before re-arrest. In general, 20% of the cohort earned a high school diploma or its equivalent either while committed or within three years post release. Specifically, 7% earned diplomas while committed, and 13% earned diplomas post release.

GED diplomas constitute 66% of the diplomas earned. Also, 304 diplomas attained post release were earned by youth following a re-arrest. Therefore, it may be important to later examine potential differences between youth who are recommitted versus youth who are re-arrested and not recommitted in relation to diploma attainment.

### ACADEMIC ATTAINMENT

Academic attainment while committed, reported as credits earned for high school youth and grade level promotion for middle school youth, are reported below in Tables 6.5-4 and 5.

**TABLE 6.5-4**  
**Middle School Grade Level Promotion**

Middle School Grade Level Promotion		
	<i>n</i>	% of total Middle School Sample
Promoted	966	54%
Not Promoted	569	32%
Demoted	251	14%
Total	1786	100%

Promotion figures are reported for the school year encompassing the commitment period. This signifies that enough gains were made by the youths both while committed and (for some) upon return to school in order for a promotion to be attained and reported at the end of the school year. As noted previously, 14% of the youth were demoted upon return to school according to FLDOE end of year records matched to the grade level of enrollment after release. This indicates a need to further explore the impact of guidance and transition services provided to youth both while committed (at entry and exit) as well as upon return to the home school.

**TABLE 6.5-5**  
**High School Credits Earned**

High School Youth Credits Earned <i>n</i> = 2280	
	Mean
Academic Credits Earned	2.51
Career Credits Earned	.62
Total Credits Earned*	4.62

\*includes electives

Table 6.5-5 displays the average number of credits earned by youth while committed and enrolled in high school credit earning/bearing courses. Note that many youth enrolled in high school courses while committed are encouraged to work at an individual pace, thus many motivated youth are able to earn credits at a faster pace than that which is possible in a traditional high school. However, an examination of the distributions of high school credits earned for this cohort reveals 36 youths who earned between 15 and 30 credits while committed.

It is probable that the school districts recorded the youths' cumulative high school credits as denoted on their transcripts rather than actual credits earned during incarceration. These outliers will be either re-matched to DOE data or dropped from subsequent analyses in later JJEEP annual reports. Thus, the figures reported for mean credits earned should be viewed with caution as this figure may slightly over represent the actual mean credits earned for this cohort.

## Multivariate Models

### ACADEMIC ATTAINMENT AND RETURN TO SCHOOL

Tables 6.5-6 and 7 report beta coefficients, standard errors, and odds ratios for academic attainment variables on the likelihood of returning to school before re-arrest within three years post release.

Table 6.5-6 presents the results for academic attainment variables below. Therefore, significant findings related to the independent variables of interest (in this case, credits and promotion status) indicate a significant relationship to the outcome variable (in this case, return to school) holding all other variables constant (i.e., above and beyond the effect of the control variables).

**TABLE 6.5-6**  
**High School Youth-Logistic Regression Model:**  
**High School Credits and Return to School Three Years Post Release**

Variables	Beta Coefficients	Odds Ratios	Standard Error
Academic Credits	.17	1.2**	.03
Career Credits	.16	1.2*	.07
Age-Grade Level	-.23	.80	.13
ESE (EBD)	.31	1.4*	.13
ESE (SLD)	.56	1.8**	.15
Male	.45	1.6**	.16
African American	.32	1.4**	.11
Hispanic	.08	1.1	.22
Age at Release	-.62	.53**	.06
Months in Facility	-.02	.98	.02
Seriousness Score	.22	1.3**	.03

\*p<.05; \*\* p<.01.

**TABLE 6.5-7**  
**Middle School Youth-Logistic Regression Model:**  
**Grade Promotion and Return to School Three Years Post Release**

Variables	Beta Coefficients	Odds Ratios	Standard Error
Grade Promotion	.13	1.14	.22
Age-Grade Level	.24	1.27	.28
ESE (EBD)	-.48	.62	.28
ESE (SLD)	-.38	.69	.30
Male	.02	1.02	.32
African American	-.20	.82	.22
Hispanic	-.28	.76	.49
Age at Release	-1.03	.36**	.14
Months in Facility	-.04	.96	.03
Seriousness Score	-.02	.99	.07

\*p<.05; \*\* p<.01.

The results of the analyses examining the predictor variables of academic credits earned, career credits earned, and grade level promotion status, controlling for age-grade level, special education status, gender, race, age, length of stay in the facility, and crime seriousness indicate that academic credits and career credits earned while committed have independent predictive effects on the probability that a high school youth has returned to school post release. Specifically, for each one-unit increase in academic and career credits earned respectively, a youth is 1.2 times as (more) likely to have returned to school before re-arrest within three years post release. Additionally, youths with disabilities (EBD and SLD) are significantly more likely to return to school than their non-disabled peers regardless of credits earned.

Males and African American youth are also more likely to return to school before re-arrest. Also, age effects on the likelihood of returning to school are revealed for both middle and high school youth. Among high school youth, for each one-year increase in age at release, a youth is 47% less likely to return to school within three years post release. However, Table 6.5-7 reveals that for middle school youth, grade promotion is not statistically significantly related to the likelihood that a youth returns to school before re-arrest within three years post release.

For middle school youth, age at release is the only significant predictor of returning to school. Specifically, for each one-year increase in age at release, a youth is 61% less likely to return to school within three years. It should also be noted that preliminary analyses with this cohort have demonstrated that earning credits while committed increases the general likelihood that a youth returns to school after release, but credits earned *do not* increase the likelihood of sustained attendance. Rather, for each one academic credit increase, a youth's attendance increases by three days.

**ACADEMIC ATTAINMENT AND EMPLOYMENT**

Past findings have demonstrated that academic and career credits increase the likelihood of employment for high school youth in this cohort within two years of release (Blomberg, Bales, & Waid, 2006). Tables 6.5-8 and 9 report the impact of academic attainment on employment for three years post release.

**TABLE 6.5-8**  
**Middle School Youth-Logistic Regression Model:**  
**Grade Promotion and Employment Three Years Post Release.**

Variables	Beta Coefficients	Odds Ratios	Standard Error
Grade Promotion	-.07	.38	.08
Age-Grade Level	.66	1.9*	.27
ESE (EBD)	-.24	.79	.24
ESE (SLD)	-.36	.70	.26
Male	.15	1.2	.59
African American	-.56	.57**	.19
Hispanic	.07	1.1	.43
Age at Release	.18	1.2	.11
Months in Facility	-.07	.93**	.03
Seriousness Score	-.08	.92	.06

\*p<.05; \*\* p<.01.

**TABLE 6.5-9**  
**High School Youth-Logistic Regression Model:**  
**High School Credits and Employment Within Three Years of Release**

Variables	Beta Coefficients	Odds Ratios	Standard Error
Academic Credits	.07	1.1**	.03
Career credits	.01	1.0	.06
Diploma	.86	2.4**	.12
Age-Grade Level	-.04	.96	.11
ESE (EBD)	-.40	.67**	.13
ESE (SLD)	-.31	.73**	.14
Male	.59	1.8**	.15
African American	-.47	.62**	.10
Hispanic	-.01	1.0	.19
Age at Release	.25	1.3**	.05
Months in Facility	-.03	.97	.01
Seriousness Score	.21	1.2**	.02

\*p<.05; \*\* p<.01.

For middle school youth, as reported in Table 6.5-8, grade level promotion did not significantly impact the likelihood of employment. However, youth who were two or more grade levels behind in school upon release were 1.9 times more likely to obtain employment than youth who were one year behind or on grade level. This finding was somewhat unexpected and may be due to the fact that youth who were significantly behind in school did not return to school but sought employment instead. A closer look at the relationship between returning to school and employment is warranted.

Earning a high school diploma or its equivalent while committed increases the likelihood that youth will obtain employment upon release. This is demonstrated in the finding that youth who earned diplomas were 2.4 times more likely to obtain employment. For high school youth still enrolled in school during commitment, for each one academic credit increase, a youth was 1.1 times more likely to have obtained employment within three years post release, indicating a greater likelihood of employment for youth who attain higher levels of academic achievement.

It is important to note that preliminary findings also demonstrated a greater likelihood of employment for each additional career credit earned while committed in the first year after release. This effect was no longer statistically significant in years two and three suggesting that career training for youth while committed may immediately translate to employment but that without continued career training, that effect loses significance over time. This suggests that continued career training for interested youth once they return to the community should be considered during transition planning before youth exit the DJJ program. It should also be noted that preliminary findings revealed that the number of career credits earned while committed is significantly and positively related to the number of quarters a youth is employed.

Additionally, youth with disabilities were significantly less likely than their non-disabled peers to obtain employment. Youth with EBD were 33% less likely and youth with SLD were 27% less likely to have obtained employment. This also suggests the need for additional transition services to facilitate employment for youth with disabilities.

#### **ACADEMIC ATTAINMENT AND DIPLOMA**

Tables 6.5-10 and 11 report the impact of academic attainment of youth while committed on the later likelihood of earning a diploma. These analyses do not include the 283 youth who earned diplomas while committed.



**TABLE 6.5-10**  
**Middle School Youth-Logistic Regression Model:**  
**Grade Promotion and Diploma Three Years Post Release**

Variables	Beta Coefficients	Odds Ratios	Standard Error
Grade Promotion	.50	1.7*	.21
Age-Grade Level	1.3	3.6**	.40
ESE (EBD)	-.50	.61	.31
ESE (SLD)	-1.9	.15**	.59
Male	.60	1.8	.33
African American	-1.5	.23**	.24
Hispanic	-.73	.48	.39
Age at Release	.39	1.5**	.10
Months in Facility	-.04	.96	.03
Seriousness Score	.05	1.1	.04

\*p<.05; \*\* p<.01.

**TABLE 6.5-11: High School Youth-Logistic Regression Model:**  
**High School Credits and Diploma Attainment Three Years Post Release**

Variables	Beta Coefficients	Odds Ratios	Standard Error
Academic Credits	.11	1.1**	.04
Career credits	.003	1.0	.09
Age-Grade Level	.41	1.5*	.18
ESE (EBD)	-.14	.87	.18
ESE (SLD)	.02	1.02	.22
Male	-.33	.72	.22
African American	-.53	.59**	.15
Hispanic	.81	2.2*	.36
Age at Release	-.22	.80**	.08
Months in Facility	-.03	.98	.20
Seriousness Score	.03	1.03	.03

\*p<.05; \*\* p<.01.

Middle school youth who earn a promotion while committed are 1.7 times more likely to have earned a high school diploma within three years post release than youth who did not earn a full grade level promotion within the school year of commitment. Also, middle school youth who are two or more grade levels behind were 3.6 times more likely to have earned a diploma within three years than their grade level counterparts. Again, it can be speculated that youth who are two or more grade levels behind in school may not return to traditional school but rather seek a GED (as 66% of the diplomas earned are GEDs).

It is also important to note that middle school youth with SLD are 85% less likely to earn a diploma within three years than their nondisabled peers. Table 6.5.11 reveals that for high school youth, for each one academic credit earned a youth is 1.7 times more likely to have earned a diploma within three years. Just as with middle school youth who earn a grade level promotion, higher levels of academic gain may be related to higher levels of academic functioning which would suggest a greater likelihood of diploma attainment. Also, African American youth in both middle and high school are significantly less likely to earn a diploma although they were significantly more likely to return to school.

This is significant as race impacts the likelihood of diploma attainment above and beyond academic attainment during commitment. This suggests that the “race achievement gap” persists for youth both within and after release from DJJ programs. It was also of interest to examine the potential impact of returning to school on the likelihood of earning a diploma as the majority of youth in the cohort earn a GED which suggests that they may not return to school before taking the GED test. Table 6.5-12 reveals these results.

**TABLE 6.5-12**  
**Logistic Regression Model-Return to School**  
**and Diploma Three Years Post Release**

Variables	Beta Coefficients	Odds Ratios	Standard Error
Return to School	2.7	14.61**	.38
Age-Grade Level	-.57	.57	.34
ESE (EBD)	.05	1.05	.35
ESE (SLD)	-1.45	.24	.74
Male	.08	1.08	.45
African American	-.94	.39**	.33
Hispanic	-.04	.96	.51
Age at Release	.76	2.1**	.15
Months in Facility	-.07	.94	.11
Seriousness Score	.15	1.2	.15

\*p<.05; \*\* p<.01.

Youth who return to school before re-arrest are 14.6 times more likely to earn a diploma within three years of release. However, 66% of total diplomas earned are GEDs, suggesting that youth who earn diplomas are not returning to traditional high schools but are earning their diplomas in adult education programs. This suggests a need to look more closely at the types of programs youths are returning to after release to identify program characteristics that may increase the odds of success for these youth.

**RECIDIVISM**

Tables 6.5-13 and 14 report the impact of return to school, school attendance, employment, length of employment, and diploma on recidivism within three years post release for the FY2000-20001 cohort.

**TABLE 6.5-13**  
**Logistic Regression Model-Recidivism Three Years Post Release**

Variables	Beta Coefficients	Odds Ratios	Standard Error
Return to School	1.85	6.4*	.21
Employment	1.13	3.1**	.13
Diploma	-.14	.87	.26
Age-Grade Level	.24	1.3	.16
ESE (EBD)	.07	1.1	.17
ESE (SLD)	.15	1.2	.20
Male	1.04	2.8**	.17
African American	.91	2.5**	.14
Hispanic	.52	1.7	.28
Age at Release	-.04	.96	.07
Months in Facility	-.01	.99	.02
Seriousness Score	.48	1.6**	.03

\* $p < .05$ ; \*\*  $p < .01$ .

As previous research utilized various operationalizations of returning to school and obtaining employment on recidivism, this analysis seeks to determine if the event of returning to school or obtaining employment signifies a change in youths' criminal trajectory and thus, reduces recidivism. Table 6.5-13 reveals that the events of returning to school and obtaining employment actually increase the likelihood of re-arrest within three years post release as compared to youth who do not return to school or obtain employment. It can be speculated that unsuccessful community reintegration attempts (such as returning to school but not sustaining attendance, and obtaining employment but not maintaining a job) may actually negatively impact youth. This finding demonstrates the need to take a closer look at the level of type of support services that are provided to youth when they re-enroll in school or first obtain employment.

Additionally, research on school and post-school trajectories of youth with disabilities has previously identified the importance of school and post-school support services as designated in Individualized Education Programs (IEPs) transition plans (Field, Sarver, & Shaw, 2003; Test, Mason, Hughes, Konrad, & Neale, 2000; Wehmeyer, Baker, Blumberg, & Harrison, 2004). Further, earning a diploma was not significantly related to the likelihood of re-arrest within three years post release. However, preliminary analyses did reveal a significant effect of diploma on reducing the likelihood of re-arrest in years one and two post release (youth with diplomas were 30% less likely to be re-arrested within two years post release). As few youth actually obtain a diploma before re-arrest ( $n=330$ ) and 70% of youth are re-arrested within three years, it may be speculated that these disparate numbers in year three may have an impact on the significance of diploma on re-arrest in year three. Certainly a closer look at this relationship with additional cohorts is warranted.

The relationship among return to school, diploma, employment, and recidivism with middle school youth was also examined. Age at release was the only significant predictor that impacted the likelihood of recidivism. For each one-year increase in age at the time of release, youth were 1.5 times more likely to be re-arrested within three years of release, holding all other variables constant. ( $\beta=.38$ ,  $SE=.16$ ,  $p < .05$ )

**TABLE 6.5-14**  
**Logistic Regression Model-Recidivism Three Years Post Release**

Variables	Beta Coefficients	Odds Ratios	Standard Error
Diploma	-.19	.83	.16
Quarters Employed	-.31	1.4**	.36
Attendance Days in Year 1 & 2	-.002	.99**	.001
ESE (EBD)	.24	1.4	.12
ESE (SLD)	.23	1.3	.13
Male	1.1	2.9**	.11
African American	.72	2.1**	.09
Hispanic	.39	1.5*	.17
Age at Release	-.07	.94**	.03
Months in Facility	-.001	1.0	.01
Seriousness Score	.51	1.7**	.02

\*p<.05; \*\* p<.01.

More specifically, Table 6.5-14 reports on the impact of the number of quarters employed and days of attendance in year one and year two post release on the likelihood of re-arrest within three years post release. For each one quarter employed, a youth was 1.4 times less likely to have been re-arrested within three years. Also, for each day in attendance at school, a youth was 1% less likely to be re-arrested within three years.

Although this finding reveals a somewhat tenuous relationship between actual days of attendance and re-arrest, it provides a starting point for further examination of the school attendance variable beyond just high attendance and low attendance. It must also be noted that both African American and Hispanic youth are more likely to be re-arrested within three years regardless of employment, diploma, or school attendance. Also, age at release has a negative effect on re-arrest. For each one year increase in age at release, a youth is 6% less likely to have been re-arrested. While the effect of age is small, it bears a closer look in following years to track whether these youth may indeed be aging out of crime as much of the literature suggests (Lauritsen, 1998; Gottfredson & Hirschi, 1990; Tittle & Grasmick, 1997).

## Group Comparisons

Group comparisons by age and special education status are reported in the section below. Statistically significant group differences in academic attainment, returning to school, diploma, employment, and recidivism are denoted by an asterisk within the tables. First, the general academic attainment and outcome trends by age and special education status are presented.

### ACADEMIC ATTAINMENT

Group differences in academic attainment while committed by special education group are presented below in Table 6.5-15 for high school youth and differences in promotion status by special education group are discussed as well.

**TABLE 6.5-15**  
**Credits Earned by Special Education Group**

High School Credits Earned				
Special Education Group		Total Credits	Academic Credits	Career Credits
SLD	mean	4.49	2.28	.64
	n	280		
	sd	3.65	1.94	.93
EBD*	mean	5.04*	2.75*	.70
	n	464		
	sd	3.65	2.07	.86
No Disability	mean	4.29	2.48	.59
	n	2291		
	sd	3.46	1.98	.87

\*p < .05

Youth with EBD earn approximately five academic credits while committed, contrasted with 4.5 for youth with SLD, and 4.3 for youth with no disability. Further, youth with EBD earn almost one full academic credit more than their non-disabled peers, controlling for length of stay in the program. Group comparisons were conducted utilizing analysis of variance (ANOVA) procedures and revealed a statistically significant difference between youth with emotional behavior disorders (EBD) and other peer groups.

Youth with EBD in traditional school settings earn fewer high school credits on average than youth without disabilities (Heward, 2004; Kauffman, 2006). However, this may be due to high rates of truancy and drop-out among youth with EBD. It can be speculated that youth with EBD are likely to achieve academically with the appropriate implementation of a behavior management plan as all juvenile justice residential programs utilize comprehensive behavior management plans.

Mandatory attendance (as occurs in residential programs) may also influence the academic attainment of youth with EBD. Data on later trajectories reveals that youth with EBD do not maintain these gains upon return to traditional school settings. This finding should not suggest that a recommended placement for youth with EBD is commitment. A closer look at possible differences between youth with EBD and the influence of specific program components may more accurately identify factors that contribute to the gains made during commitment.

Middle school youth with EBD, however, do not earn promotions at a significantly higher rate than youth with SLD or no disabilities. Fifteen percent of youth with EBD earn promotions; 16% of youth with SLD and 17% of youth with no disability earn a grade level promotion while committed. These slight differences are not statistically significant.

**TABLE 6.5-16**  
**Diplomas Earned by Special Education Group**

Diplomas				
Special Education Group	GED	Standard	Special	Total
SLD*	21 (4%)	12 (2%)	27 (5%)	60 (11%)*
EBD	48 (6%)	24 (3%)	30 (4%)	102 (14%)
No Disability	382 (13%)	88 (3%)	N/A	470 (17%)

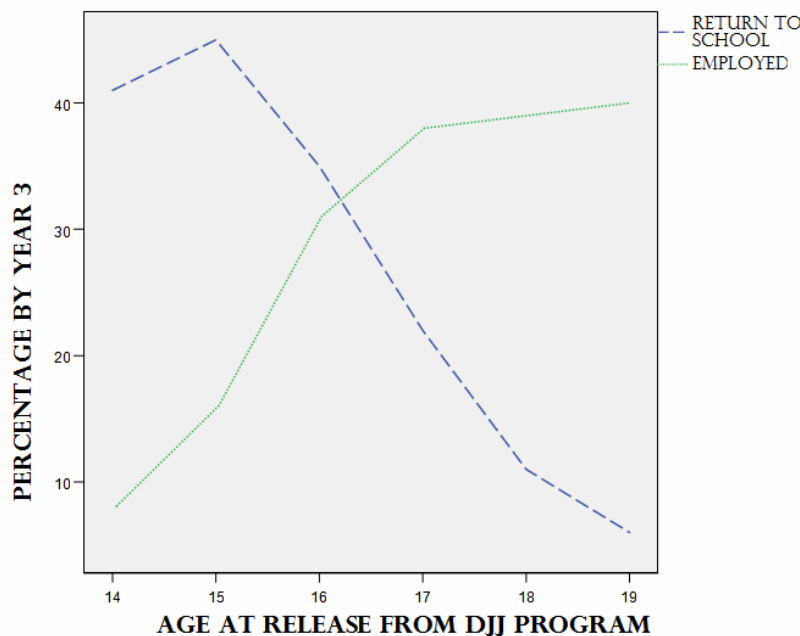
\*p < .05

Eleven percent of youth with SLD earn diplomas within three years post release, while 14% of youth with EBD and 17% of youth with no disability earn diplomas. Thus, youth with learning disabilities earn significantly fewer diplomas than youth with no disabilities. This finding is unexpected as youth with SLD return to school at higher rates than their non-disabled peers. Therefore, as youth with SLD earn the fewest credits, are promoted at lower rates than their non-disabled peers, and earn the fewest diplomas, future research should more closely examine specific placements (both within and upon return to school), curriculum and instructional strategies used, and guidance and transition services provided to youth with SLD to determine if youth receive the appropriate instructional accommodations to maximize the potential for academic gains.

**OUTCOMES**

Figure 2 below reveals the differences in school and employment trajectories by age group.

**Figure 6.5-1. Cumulative percentage of youth returned to school and employed within three years post release by age**



A sharp decline in school attendance after age 15 is evident in Figure 6.5-1. Also, a dramatic increase in employment around age 16 can be seen. The difference in these trajectories suggests the need to reconsider educational programming elements and guidance, and transition services to more closely meet the needs of committed youths when they exit programs. Trends evidenced in Figure 6.5-1 clearly reveal significant differences in school and employment trajectories by age, which warrant a closer look.

**TABLE 6.5-17**  
**Return to School by Age and Special Education Group**

Cumulative Return to School				
Student Age and Disability Groups	1 <sup>st</sup> Semester %	Year 1 %	Year 2 %	Year 3 %
15 and Younger*	61%	66%	74%	77%
Mean: Attendance		67 days	96 days	114 days*
16 and Older	29%	31%	33%	34%
Mean: Attendance		26 days	32 days	33 days
SLD* (all ages)	44%	49%	53%	55%
Mean: Attendance		44 days	58 days	66 days*
EBD* (all ages)	42%	46%	51%	52%
Mean: Attendance		42 days	57 days	64 days*
No Disability (all ages)	33%	36%	38%	39%
Mean: Attendance		32 days	41 days	45 days
Total %	36%	39%	43%	44%

\*p < .05

Youth ages 15 and younger are significantly more likely to return to school than youth aged 16 and older at release. Seventy-seven percent of youth 15 years old and younger return to school before re-arrest within three years post release compared with only 34% of youth 16 years and older. Further, among youth who return to school, younger youth attend an average of 114 days contrasted with the average of 33 days in attendance of older youth.

Additionally, youth with disabilities return to school at a higher rate than their non-disabled peers and attend school for longer periods of time. Specifically, youth with disabilities return to school for an average of 65 days versus 45 days reported for youth with no disabilities. While greater attendance by youth with disabilities suggests that the special education transition services provided upon release are effective in facilitating the return to school, youth with disabilities are still not attending school long enough to earn a diploma and achieve post-school goals as revealed in the long-term outcomes.

**TABLE 6.5-18**  
**Employment by Age and Special Education Group**

Cumulative Employment			
Student Age and Disability Group	Year 1 %	Year 2 %	Year 3 %
<b>15 and Younger*</b>	<b>11%</b>	<b>13%</b>	<b>14%</b>
Quarters Employed (mean)	1.4	2.2	2.5
Earnings (mean)	\$1087	\$1916	\$2168
Earnings Per Qtr.	\$766*		
<b>16 and Older</b>	<b>34%</b>	<b>36%</b>	<b>36%</b>
Quarters Employed	1.8	2.5	2.8
Earnings (mean)	\$2285	\$3382	\$3846
Earnings Per Qtr.	\$1269		
<b>SLD (all ages)</b>	<b>25%</b>	<b>26%</b>	<b>26%</b>
Quarters Employed (mean)	1.8	2.5	2.7
Earnings (mean)	\$2083	\$3300	\$3829
Earnings Per Qtr.	\$1157		
<b>EBD* (all ages)</b>	<b>25%</b>	<b>27%</b>	<b>27%</b>
Quarters Employed (mean)	1.7	2.4	2.6
Earnings (mean)	\$1870	\$2707	\$3057
Earnings Per Qtr.	\$1100*		
<b>No Disability (all ages)</b>	<b>30%</b>	<b>32%</b>	<b>33%</b>
Quarters Employed (mean)	1.8	2.5	2.7
Earnings (mean)	\$2244	\$3234	\$3676
Earnings Per Qtr.	\$1247		
<b>Total</b>	<b>28% (1155)</b>	<b>31% (1251)</b>	<b>31% (1264)</b>

\*P<.05

Table 6.5-18 reveals that very few youth, regardless of age or disability status, obtain employment before re-arrest in years two and three post release if employment was not obtained in the first year post release. Therefore, it is useful to examine the level of employment for youth within the first year post release. As employment is reported in quarters and earnings, a review of the mean earnings per quarter employed within year one reveals that students with EBD earn significantly less per quarter than students with SLD or no disability. This may reflect greater difficulty maintaining employment for youth with EBD as there is little difference in the number of quarters employed between the groups. This suggests the need for a closer look at career training opportunities both within the program as well as employment support (as outlined in youths' transition plans) once youths return to the community.

Additionally, younger youth earn significantly less per quarter of employment than their older counterparts. However, it should be noted that employment options may be limited for youth under the age of 16. The overall average earnings per quarter and average number of quarters employed for youth who obtained employment in year one



post release suggests that, in general, the youth in this cohort are not maintaining employment over time.

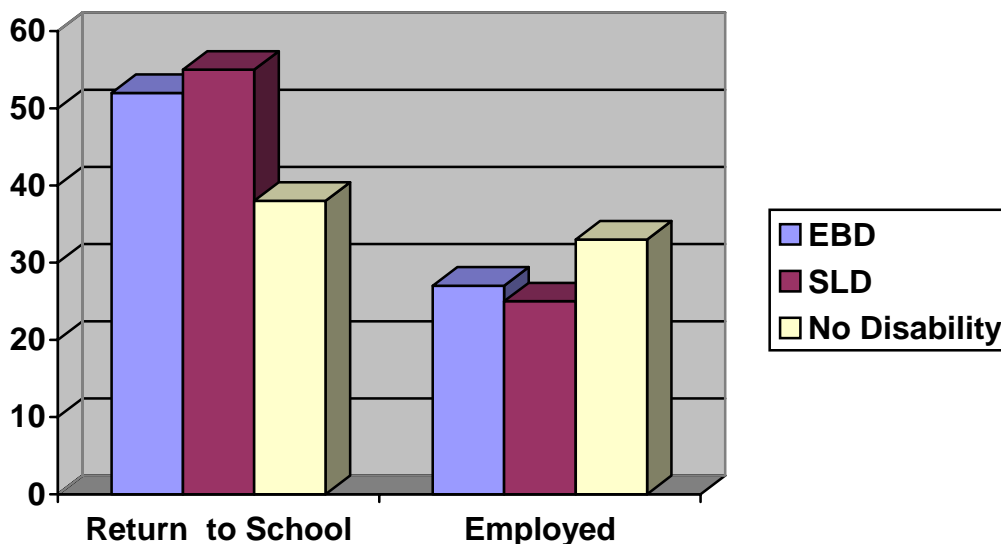
A closer look at earnings in year one reveals that for youth who maintained employment across all four employment quarters within the year, the mean earnings were \$6,762.00, reflecting less than full-time employment (approximately 68% time employed) as the full-time earnings for a youth employed full-time at the minimum wage of \$5.15 an hour would garner annual earnings of \$9,888.00.

**TABLE 6.5-19**  
**Recidivism by Age and Special Education Group**

Cumulative Re-Arrests			
Age and Special Education Group	% Year 1	% Year 2	% Year 3
15 and Younger	47%	60%	67%
16 and Older	47%	65%	71%
SLD	48%	66%	72%
EBD	54%	70%	76%
No Disability	45%	61%	68%
Total	47%	64%	70%

Table 6.5-19 reveals that youth in the FY2000-2001 cohort are re-arrested at high rates (an average of 70% recidivism) within three years post release. There are small differences across age and special education groups in terms of recidivism rates. Additional analyses (logistic regression) indicate that these differences are not statistically significant when other factors--log seriousness scores and gender in particular--are considered in the regression model. Thus, it can be ascertained that group differences do not significantly contribute to the likelihood of re-arrest but, rather, that intervening factors such as earning a diploma, maintaining employment, and continuous school attendance may mediate the generally poor outcomes for youth with disabilities as reported in prior research (Leone, et. al, 2003; Kauffman, 2006). Figure 6.5-2 below illustrates the general differences among the special education groups in return to school and employment.

*Figure 6.5-2.* Percentage of cumulative return to school and employment by special education group three years post release.



More than 50% of youth with disabilities return to school. However, while youth with disabilities return to school at higher rates than nondisabled youth, analyses in this section have demonstrated that although these youth return to school, they do not earn diplomas at the same rate as their non-disabled peers. Figure 6.5-2 also illustrates that high school youth with disabilities are significantly less likely--26% versus 33%, respectively--to obtain employment within three years post release.

## **6.6 SUMMARY DISCUSSION**

This chapter has provided a detailed examination of trajectories for juvenile justice involved youth. The framework for this examination was provided by the general overarching questions: 1) If successful community reintegration is conceptualized as no recidivism, then what factors may impact that positive trajectory? And in a broad sense: 2) What is the role of education in reducing recidivism? Overall relationships among the variables are noted without inferring causality.

The general findings suggest that youth in the FY2000-2001 cohort do not experience successful community reintegration long term, as within three years post release, 70% of the youth are re-arrested. However, intervening factors such as earning a diploma, sustaining attendance in school, and maintaining employment reduce the likelihood of recidivism.

Also, these findings reveal significant differences in post-release trajectories for youth 15 years old and younger and youth 16 years old and older. Thus, as attending school or maintaining employment may contribute to desistance from crime, effective educational programming (academic versus career education track) during commitment may need to be individualized by age group to affect more successful desistance from crime upon return to the community.

The findings also suggest a need to provide more comprehensive transition services, particularly to youth with disabilities. Youth (particularly youth with EBD and SLD) are returning to school at high rates but they are not staying in school for durations sufficient to earn a diploma. As 66% of the cohort who attain a diploma earn a GED, it may be important to refocus efforts on GED programming and transition to adult education programs that provide GED preparation when appropriate.

Overall, it is clear that a "one-size-fits-all" approach to educational and career preparation with committed youth will not be effective. Rather, a closer look at the experiences of those 30% of youth who did not recidivate within three years may provide more effective strategies to increase the likelihood of success for youth in the juvenile justice system.

This chapter's findings were framed to highlight policy implications that address the factors that impact youths' trajectories within three years post release.

## **ACADEMIC ATTAINMENT**

The significant differences in trajectories between older and younger youth upon release indicate that a closer look at the effect of academic versus career education programming across ages is needed. Specifically, do these programming elements differentially impact youth outcomes across age groups? The outcomes of this cohort certainly suggest that academic programming modeled on youths' home school district curriculum may have a particularly positive impact on younger youth, while GED preparation and career training may provide greater opportunities for success for older youth.

Additionally, outcomes for youth with disabilities suggest the need for additional focus on the components of the statutorily required transition plan. A closer look at the development and implementation of transition plans both within juvenile justice programs and upon return to the home school is needed.

## **TRANSITION SUPPORT SERVICES**

Based on previous findings, past policy recommendations have focused on increasing efforts to successfully transition youth from juvenile justice programs back to school in their home districts or into meaningful, competitive employment. However, it is not enough to focus efforts solely on educational and transition services while youth are committed. The findings presented in this chapter suggest that the transition back into the community is not successful for most youth. In sum, it appears that youths' home schools (and community networks) must be involved in facilitating youths' successful transition into the home school, employment, and community.

Thus, closely examining support services provided to youth as they return to home schools and communities, or obtain employment is critical to achieving a better understanding of how to positively impact youths' trajectories. More specifically, future research should include an examination of the relationship between high performing programs and districts on educational and career education planning and transition services indicators and youths' successful community reintegration.



# Chapter 7

## Gender Differences in the Educational Characteristics of Committed Youth

### 7.1 INTRODUCTION

Crime and delinquency have traditionally been more prevalent among young males; however, more recent evidence documents that the gender gap is narrowing. The national juvenile arrest rate for girls has increased 35% over the past two decades (Snyder, 2002). The Florida female commitment rate mirrors that of the nation. For example, between 1998 and 2004, admissions of males into the juvenile justice system decreased by 12%, while the number of girls increased by 10% (OPPAGA, 2005). Moreover, the number of girls in Florida's juvenile justice system has increased 5% from 2005 to 2006.

Despite the increase in the female delinquent population, girls remain a small proportion of the juvenile justice system population, and little is known about this subpopulation. This chapter seeks to add to the literature concerning females in the juvenile justice system by comparing them to males in terms of demography (including learning disabilities) and educational characteristics. This is important to better understand female delinquent youth and how programs can meet their needs.

One consequence of knowing little about female delinquent populations is that correctional facilities and programs for females have been plagued with inadequate funding and lack proper services (Kempf-Leonard and Sample, 2000). For example, the Florida Institute for Girls (FIG), intended to house the state's most violent female offenders, was investigated by a grand jury in 2003 for multiple incidences of sexual misconduct involving staff members and female committed youth, the improper use of restraining techniques, and the isolation of youth (keeping them out of school) for extended periods of time (Barton, 2003; Chapman, 2005). The grand jury found that the program "failed to provide adequate staffing and security," and it cited unequal pay compared to state workers. In 2004, a riot ensued during a football game. Three of the girls stripped themselves, and one resident threatened to hang herself with the flag from the game. Many of the committed youth became involved, resulting in 12 injured youths (Associated Press, 2004). Former Governor Jeb Bush closed the facility on October 1, 2005.

While FIG may be an extreme example, it is not the only program in Florida to experience difficulties in retaining staff and maintaining order. Girls' programs, in general, have consistently received average to low quality assurance performance scores in comparison to similar male facilities. Juvenile Justice Educational Enhancement Program (JJEEP) quality assurance reviewers have found instances in which discipline in girls' programs was lacking, creating an unsafe environment characterized by frequent fighting among the students and an ill-equipped staff. In 2005, the Office of Program Policy Analysis and Governmental Accountability (OPPAGA) conducted an evaluation of gender specific services in all female

residential programs in Florida and found that staff members in most programs were not trained to address gender-specific issues.

Despite the negligence in programs for females, there is a concomitant demand from federal and state policymakers to provide gender-specific services in juvenile justice facilities. In 1992, Congress made an additional requirement to the Juvenile Justice and Delinquency Prevention Act, specifying that states evaluate their services, including programs for girls. Additionally, the Office of Juvenile Justice and Delinquency Prevention instituted the challenge grant program for states to provide equal juvenile justice services to male and female youth (Kempf-Leonard and Sample, 2000).

In 2004, the Florida Legislature added a gender-specific component to juvenile justice programs. This bill (*Senate bill sb2732*) calls for equal protection for males and females, but recognizes gender-specific interests related to roles in society, access to resources, and social codes governing behavior. Also included in the bill is the direction that OPPAGA is to go in analyzing juvenile justice programs for girls and determining whether girls would be better served by less costly community-based programs.

While this legislation attempts to recognize the developmental differences between males and females, the research literature has not thoroughly explored this area for delinquent youth. Prior research has typically used the same risk assessments for both sexes, which implies that males and females are affected by the same risk factors in the same ways. More current research has found that males and females display certain mental and physical differences; however, the literature has not addressed the academic differences between male and female delinquents.

This chapter explores these educational characteristics as they vary between males and females. First, it addresses the literature on the differences in the risk factors between male and female delinquents. Second, it describes the demographic and educational differences of residentially-committed males and females prior to and during commitment. Finally, it addresses areas for future research on gender differences and recommendations for gender-specific services.

## **7.2 LITERATURE REVIEW**

Traditionally, females have been left out of criminological research because they represent a small proportion of the criminal population. As their proportion increases in juvenile and adult systems, their presence cannot remain unnoticed. One of the main criticisms of the research to assess the differences between male and female delinquents—as well as between men and women in the adult correctional system—is that improper risk assessments have often been used.

In a study that surveyed administrators of state correctional facilities for females, Morash, Bynum, and Koons (1998) found that 39 states used the same risk assessment for males and females. The problem with using the same instrument is that the risk factors that lead females to commit crimes are frequently overshadowed by the male risk factors and the greater number of males in the sample. The conclusion that many of the risk factors that affect males seem to also affect females is simply an artifact of the risk assessment instrument (Gavezzi, et al., 2006; Kempf-Leonard and Sample, 2000).

Funk (1999) reviewed risk assessment instruments used for both males and females in the juvenile justice system and compared them to female-only risk assessment models. The male and female risk assessment models identified many similarities between males and females, such as:

- financial hardship,
- poor school behavior,
- age at first offense,
- placement in detention, and
- frequency of weighted prior offenses.

The larger male population in the combined sample, however, masked any potential differences. Using a female-only sample, the researcher found only one truly overlapping predictor of risk: placement in a detention facility.

Female juvenile delinquents are exposed to multiple risk factors that may prompt them to seize any number of the various opportunities for delinquency. The most consistent risk factor for female delinquents is that they tend to have a history of physical, sexual, and emotional abuse (Acoca and Dedel, 1998; Chesney-Lind and Sheldon, 1998; Funk, 1999; Gavezzi, et al., 2006; Kempf-Leonard and Sample, 2000). Researchers have consistently found that abuse or victimization is a risk factor that occurs more frequently for females than males. Acoca and Dedel found that “as many as 92% of girls in detention report having been victims of abuse” (1998). Furthermore, “girls are three times more likely to have been abused” (U.S. Department of Health and Human Services, 1996). Victimization (for females) can manifest itself in multiple ways later in life, particularly in depression and substance abuse (Acoca, 1999).

Poor academic performance has also been found to be a significant predictor of delinquency in males and females (Maguin and Loeber, 1996). Specifically, delinquent youths have lower grade-point averages (GPAs) and are below grade level for their ages compared to their non-delinquent peers (Wang, Blomberg, and Li, 2005). These characteristics are often symptomatic of disabilities that interfere with their ability to learn (Zabel and Nigro, 2001). This can also inhibit their attachment to school and commitment to completing their education.

Although the literature speaks to a strong link between academic performance and delinquency, it rarely addresses the educational characteristics of male delinquents compared to female delinquents and whether academic performance is more likely to affect males than females. Ninety-one percent of the girls in the California Juvenile Justice system reported at least one measure of educational failure including suspension, expulsion, repeating grades, or being placed in a special classroom (Acoca and Dedel, 1998).

Additionally, many girls are truant (ABA-NBA, 2000). Girls in the Florida juvenile justice system who have academic problems were almost “four times more likely to be repeat offenders and nearly three times more likely to be a more serious offender” (Acoca, 1999: 5). Clearly, females are at risk for academic failure; however, Gavezzi et al. (2006) did not find any significant educational differences between males and females.

Lower academic performance among girls is thought to be the result of early adolescence. An early onset of puberty may foster body image issues, thus lowering their self-esteem and increasing their risk for depression. Females may start equal to males in terms of academic

standing; however, they are more susceptible to school failure in high school due to an increasing loss of self-esteem and confidence in their academic abilities (Acoca and Dedel, 1998; Bloom and Covington, 2000; Obeidallah and Earls, 1999).

Girls differ developmentally from males in that they depend more on establishing connections with and having concern for others (Gilligan, 1982). This becomes particularly important in explaining their academic performance. Girls who experience academic failure are often detached from school and their teachers. The drop in self-esteem is only compounded by the fact that school administrators and teachers are often not addressing females' academic and emotional needs.

For girls, academic performance is tied to their relationships with their teachers (American Association of University Women, 1992). In a study conducted by Simkins, Hirsch, McNamara, and Moss (2004), many of the girls in their sample felt that no one in school was paying attention to them. In another study, female delinquents left school because they were bored and could not get along with their teachers (ABA and NBA, 2001).

The frequent abuse that delinquent girls are exposed to may also contribute to their academic performance. Problems at home interfere with their ability to function at school. In addition, because of their concern for others, many girls skip school to take care of their families. Thus, their academic performance suffers (Simkins, et al., 2004).

Motivation and performance have also been cited as ways in which males and females differ in their levels of academic attainment. Girls' motivation is higher than that of boys prior to puberty and during the elementary school years. As the competition increases with each new grade level, females' motivation and performance drop. Girls work more effectively in groups, and the individualistic atmosphere of junior high and high school "works against their strengths" (Mickelson, 1989: 49).

As the gender gap for juvenile delinquency narrows, it is becoming more important to examine the risk factors that contribute to female delinquency. Moreover, it should be established which risk factors differ from those of males. Assessments that include gendered questions do reveal that females are more affected by mental and physical abuse. Less is known, however, about the academic differences between male and female juvenile delinquents. Poor academic performance is a risk factor for both sexes, but the different pathways that result in academic failure are still unclear.

### **7.3 THE EDUCATIONAL CHARACTERISTICS OF MALE AND FEMALE RESIDENTIALLY COMMITTED YOUTHS**

The current section compares the demographic and educational characteristics of the 12,766 male and female delinquents who entered a Florida juvenile justice residential program in the 2002-2003 fiscal year with no prior commitment in 2001-2002. This analysis includes demographic information (age, race, and prevalence of disabilities), educational data prior to commitment (enrollment, attendance record, GPA, and age/grade level), and credits and diplomas earned during commitment.

Table 7.3-1 presents the age distribution by gender of all (12,766) residentially-committed youths in a Florida juvenile justice residential program from 2002-2003.



**TABLE 7.3-1**  
**Ages of Male and Female Youths Committed in 2002-2003**

	Male	Female	Total
Age	n (%)	n (%)	n (%)
7 – 10	42 (1)	3 (1)	45 (1)
11 – 13	1,140 (11)	331 (15)	1,471 (12)
14	1,401 (13)	442 (20)	1,843 (14)
15	2,095 (20)	518 (23)	2,613 (20)
16	2,700 (26)	499 (22)	3,199 (25)
17	2,244 (21)	347 (15)	2,591 (20)
18 – 20	889 (8)	115 (5)	1,004 (8)
<b>TOTAL</b>	<b>10,511 (100%)</b>	<b>2,255 (101%)</b>	<b>12,766 (100%)</b>

Note: Column percentages may not add to 100% due to rounding.

Most juvenile offenders (79%) in residential programs are between the ages of 14 and 17, with the greatest proportion (25%) being 16 years old. The greatest portion of male offenders are 16 years old, followed by those 17 and then 15 years old. The greatest portion of female offenders are 15 years old, followed by those 16 and then 14 years old.

The age distributions between genders are similar in shape, but show female offenders in residential programs to be slightly younger than their male counterparts. This finding is consistent with other research that indicates female delinquents are generally younger than males because of an earlier onset of puberty, which contributes to their drop in self-esteem and subsequent delinquent behavior.

Table 7.3-2 presents the racial distribution of the same sample of students.

**TABLE 7.3-2**  
**Races of Male and Female Youths Committed in 2002-2003**

	Male	Female	Total
Race	n (%)	n (%)	n (%)
<b>Black-Non Hispanic</b>	4,713 (45)	920 (41)	5,633 (44)
<b>White-Non Hispanic</b>	4,855 (46)	1163 (52)	6,018 (47)
<b>Hispanic</b>	775 (7)	131 (6)	906 (7)
<b>Other</b>	168 (2)	41 (2)	209 (2)
<b>TOTAL</b>	<b>10,511 (100%)</b>	<b>2,255 (101%)</b>	<b>12,766 (100%)</b>

Note: Column percentages may not add to 100% due to rounding.

Table 7.3-2 demonstrates that youth committed in residential programs are more likely to be White (47%) than Black (44%), while Hispanic students comprise only 7% of this population. Males are equally as likely to be White as Black, while female students are more likely to be White (52% compared to 41%).

Table 7.3-3 presents data for the 6,184 (48% of all newly committed juveniles) who have categorical learning disabilities.

**TABLE 7.3-3**  
**Disabilities of Youths Committed in 2002-2003**

Disability	Male	Female	Total
	n (%)	n (%)	n (%)
Mentally Handicapped	412 (8%)	70 (9%)	482 (8%)
Speech or Language Impaired	97 (2%)	33 (4%)	130 (2%)
Emotional or Behavior Disorders	2,600 (48%)	387 (48%)	2,987 (48%)
Specific Learning Disabled	2,014 (37%)	237 (30%)	2,251 (36%)
Other Health Impaired	82 (2%)	18 (2%)	100 (2%)
Other	181 (3%)	53 (7%)	234 (4%)
<b>TOTAL</b>	<b>5,386 (100%)</b>	<b>798 (100%)</b>	<b>6,184 (100%)</b>

Note: "Other" includes Hospital or Homebound, Deaf or Hard of Hearing, Visually Impaired, Traumatic Brain Injured, and Orthopedically Impaired.

Almost half (48%) of all students committed in juvenile justice residential facilities in Florida have some sort of disability. There is a significant difference in the number of girls (one third or 35%) who have some sort of disability and the number of boys (roughly half or 51%) who have a disability among residentially committed youth.

Forty-eight percent of the 6,184 students with disabilities have an emotional or behavior disorder, which is equally as likely for males as for females. More than a third of the committed youth with disabilities are specific learning disabled (36%). There are minimal differences for each disability between males and females, with males being slightly more likely to be specific learning disabled (37% compared to 30%). For information on disabilities and juvenile justice students, not limited to residential facilities, see chapter 2.

The following two tables report on juvenile justice residentially-committed youth who were enrolled in school for some part of the two semesters prior to their commitment. Students with a commitment during the two semesters prior to their commitment were excluded from this analysis.

Table 7.3-4 shows enrollment in a public school in number of days for males and females, and Table 7.3-5 shows the percentage of days male and female students were absent from school, excluding those students who were enrolled fewer than 30 days.

**TABLE 7.3-4**  
**Public School Enrollment for Males and Females Prior to Commitment**

Number of Days	Male	Female	Total
	n (%)	n (%)	n (%)
<b>0 - 29</b>	981 (24)	252 (25)	1,233 (24)
<b>30 - 59</b>	690 (17)	182 (18)	872 (17)
<b>60 - 89</b>	553 (13)	135 (13)	688 (13)
<b>90 - 119</b>	488 (12)	103 (10)	591 (12)
<b>120 - 149</b>	374 (9)	109 (11)	483 (9)
<b>150 - 179</b>	548 (13)	132 (13)	680 (13)
<b>180 - 209</b>	389 (9)	81 (8)	470 (9)
<b>210 or more</b>	86 (2)	17 (2)	103 (2)
<b>TOTAL</b>	<b>4,109 (100%)</b>	<b>1,011 (100%)</b>	<b>5,120 (100%)</b>

One fourth of all students enrolled for some part of the two semesters prior to their commitment were enrolled fewer than 30 days. More than half (55%) were enrolled fewer than 90 days. There is no significant difference between genders for number of days enrolled in public school prior to commitment.

The following table compares the absentee rates of students in the previous table, which includes all students enrolled in public school for some part of the two semesters prior to their commitment. However, in Table 7.3-5, students enrolled fewer than 30 days were excluded from the analysis, resulting in 3,887 of the 5,120 students included in Table 7.3-4.

**TABLE 7.3-5**  
**Absentee Rates Prior to Commitment**

	Male	Female	Total
Percent Days Absent	n (%)	n (%)	n (%)
<b>0%</b>	492 (16)	97 (13)	589 (15)
<b>1 – 10%</b>	679 (22)	170 (22)	849 (22)
<b>11 – 20%</b>	646 (21)	152 (20)	798 (21)
<b>21 – 30%</b>	501 (16)	121 (16)	622 (16)
<b>31 – 40%</b>	347 (11)	90 (12)	437 (11)
<b>41 – 50%</b>	196 (6)	52 (7)	248 (6)
<b>51 – 60%</b>	133 (4)	30 (4)	163 (4)
<b>61 – 70%</b>	70 (2)	24 (3)	94 (2)
<b>71 – 80%</b>	35 (1)	17 (2)	52 (1)
<b>81 – 90%</b>	26 (1)	5 (1)	31 (1)
<b>91 – 100%</b>	3 (0)	1 (0)	4 (0)
<b>TOTAL</b>	<b>3,128 (100%)</b>	<b>759 (100%)</b>	<b>3,887 (100%)</b>

Table 7.3-5 displays the percent of days absent from public school for the 3,887 students who were enrolled for more than 30 days in the two semesters prior to their commitment. The largest category (38%) of youth was absent less than 10% of days of their enrollment. One fourth of the youth were absent for more than 30% of their enrollment period in their public school prior to commitment. There are no significant differences in absentee rates prior to commitment between males and females; they are equally likely to be absent from school.

Table 7.3-6 compares the GPAs of males and females prior to commitment. This analysis includes the juvenile justice residential inmates who were enrolled in public school for some part of the two semesters prior to commitment (5,120). GPA data were missing for 2,500 students, resulting in a sample of 2,620.

**TABLE 7.3-6**  
**GPA of Males and Females Prior to Commitment**

	Male	Female	Total
GPA	n (%)	n (%)	n (%)
<b>0-.99</b>	632 (30)	150 (30)	782 (30)
<b>1-1.99</b>	814 (39)	171 (34)	985 (38)
<b>2-2.99</b>	533 (25)	134 (27)	667 (26)
<b>3 and above</b>	135 (6)	51 (10)	186 (7)
<b>TOTAL</b>	<b>2,114 (101%)</b>	<b>506 (101%)</b>	<b>2,620 (101%)</b>

Note: Column percentages may not add to 100% due to rounding.

Chi-square analysis revealed a statistically significant difference ( $p < .05$ ) between males and females in GPA prior to commitment. Females in this sample tend to have higher GPAs than their male counterparts. While males and females are equally likely to have a GPA of less than 1.0 (30%), a greater proportion of females entered residential facilities with GPAs of 2.0 or above. Females were more likely to have a 3.0 and above (10% compared to 6%), which is consistent with the literature that finds females' academic performance to be better than that of males.

Table 7.3-7 presents the percentage of males and females on or above grade level and below grade level for their ages. This data is representative of the sample of 6,863 of all students committed in a Florida juvenile justice residential program in 2002-2003 for whom age/grade level data were available from their prior public schools (54% of the total number of students).

**TABLE 7.3-7**  
**Age/Grade Levels of Males and Females Prior to Commitment**

	Male	Female	Total
Age/Grade level	n (%)	n (%)	n (%)
<b>At grade level or above</b>	1,220 (22)	380 (29)	1,600 (23)
<b>1 level below</b>	1,908 (34)	504 (38)	2,412 (35)
<b>2 levels below</b>	1,528 (28)	309 (23)	1,837 (27)
<b>3 or more levels below</b>	886 (16)	128 (10)	1,014 (15)
<b>TOTAL</b>	<b>5,542 (100%)</b>	<b>1,321 (100%)</b>	<b>6,863 (100%)</b>

Overall, the majority (77%) of juvenile justice residential youths are below the appropriate grade levels for their ages, while 42% are two or more grade levels behind. Only 23% of these students are on or above their age-appropriate grade levels.

Chi-square analysis revealed that there is a statistically significant difference ( $p < .001$ ) between males and females concerning age/grade level. A greater percentage of females are on grade level or above (29% compared to 22%), and significantly more males are one or more grade levels below that which is appropriate for their age (78% compared to 71%).

Tables 7.3-8 and 7.3-9 compare academic performance measures of males and females during their residential commitment. Table 7.3-8 presents the total credits earned by males and

females in a Florida juvenile justice residential program during their 2002-2003 stay. The table is further divided into core academic, career/technical, and elective credits. Credits earned by all (12,766) students were included in this analysis.

**TABLE 7.3-8**  
**Credits Earned by Males and Females During 2002-2003 Commitment**

	<b>Male</b>	<b>Female</b>	<b>Total</b>
<b>Credited Courses</b>	<b>n (%)</b>	<b>N (%)</b>	<b>n (%)</b>
<b>Core Academic</b>	3,772 (52)	702 (52)	4,473 (52)
<b>Career/Technical</b>	845 (12)	82 (6)	927 (11)
<b>Elective</b>	2,649 (36)	569 (42)	3,218 (37)
<b>TOTAL</b>	<b>7,266 (100%)</b>	<b>1,352 (100%)</b>	<b>8,618 (100%)</b>

In general, juvenile justice youths earn more core academic credits (52% of their credits earned) than career/technical and elective credits combined. As a whole, these students earned 1.49 credits per student during their commitment. However, considering the number of male (10,511) and female (2,255) students, females earned slightly more credits per student than did males (1.7 compared to 1.4) during their residential stay in 2002-2003.

Chi-square analysis revealed a statistically significant difference ( $p < .001$ ) between males and females for type of credits earned. Among males and females, more than half (52%) of the credits earned are for core academic courses. A greater percentage of credits earned by males are for career/technical courses (12% compared to 6% for females), while a greater percentage of credits earned by females are for elective courses (42% compared to 36% for males).

It is unclear from this data whether females simply earn fewer career/technical credits or are offered fewer career/technical courses in favor of electives. The literature finds that males are offered more opportunities in career/technical training, whereas females are provided with stereotypically “feminine” course work (Gelsthorpe, 1989 cited in Kempf-Leonard and Sample, 2000). An evaluation of gender specific programming in Florida’s juvenile residential programs revealed that females were offered far fewer career options than males (OPPAGA, 2005). Considering gender-specific programming, it will be important to increase the number of career/technical courses offered to females and to encourage females to complete career/technical coursework in order to provide them with skills for future employment.

Table 7.3-9 presents the diplomas earned during commitment in a juvenile justice residential facility for the 2002-2003 fiscal year. The diploma categories represented in this table are: standard high school, special, and General Educational Development (GED). This data is then considered in light of all juvenile justice youth 16 years and older.

**TABLE 7.3-9**  
**Diplomas Earned by Males and Females During 2002-2003 Commitment**

	Male	Female	Total
Type of Diploma	n (%)	n (%)	n (%)
Standard	276 (34)	25 (48)	301 (35)
Special	71 (9)	1 (2)	72 (8)
GED	454 (57)	26 (50)	480 (56)
<b>TOTAL</b>	<b>801 (100%)</b>	<b>52 (100%)</b>	<b>853 (99%)</b>

Note: Column percentages may not add to 100% due to rounding.

Of the 853 diplomas earned in a juvenile justice residential facilities in the 2002-2003 school year, more than half (56%) were GED diplomas, 35% were standard high school diplomas, and 8% were special diplomas. In 2002-2003 there were 6,801 youths who were 16 years old or older and, thus, eligible for at least a GED diploma. Of these, 961 were female and 5,840 were male. Considering this distribution, 5% of eligible females earned a GED diploma compared to 14% of eligible males.

Females were more likely to earn a standard diploma than males (48% compared to 24%), while males were more likely to earn special diplomas (9% compared to 2%) or GED diplomas (57% compared to 50%).

## 7.4 SUMMARY DISCUSSION

Overall, the findings suggest that male and female juvenile delinquents exhibit a fairly significant difference in prior public school performance and credits and diplomas earned during their commitment. In addition, 51% of the male sample were found to have a disability compared to only 35% of the female sample.

Concerning performance in public schools prior to commitment, no significant differences were found in enrollment or absentee rates. However, females in residential programs had higher incoming GPAs than their male counterparts and were significantly more likely to be on or above their age-appropriate grade levels.

During commitment, females earned slightly more credits per student than did males. While males and females earned the same proportion of core academic credits, females earned significantly more elective credits than career/technical credits, while the opposite was true for males. It may not be that females are choosing elective courses over career/technical courses, but it may indicate a program deficiency whereby girls in residential programs are not offered career/technical courses to the same extent as males. As stated before, it will be important to increase the number of career/technical courses offered to females and to encourage females to complete career/technical course work in order to provide them with skills for future employment.

Females were less likely to earn a diploma during their commitment than males. For those who did earn diplomas, females were more likely to earn a standard diploma and less likely to earn a GED diploma than were males. The lower proportion of career/technical credits earned (or even offered) may reflect a program push for females to return to school or

graduate with a standard diploma, while males may be encouraged more to obtain a GED diploma and enter the workforce.

Although significant educational differences were found between male and female committed youth, this does not suggest that the academic performance of males and females is approached in the same way. Feminist scholars have critiqued prior research for an over-reliance on quantitative data that do not reveal the nuances of the lives that are being studied. A multimethod approach that incorporates quantitative and qualitative data will help to illustrate the differences in the pathways to their individual levels of academic attainment.

Individual characteristics play a strong role in the link between academic failure and delinquency; however, program level factors and how they influence individual level characteristics should be addressed by future research, as well. The fact that females received fewer diplomas than males points to the need for future research to investigate whether administrative decisions are pushing females in a different academic direction than males. Additionally, administrative decisions to provide dissimilar career/technical options for males and females limit employment opportunities for both sexes and reinforce gender stereotypes. Females may feel constrained by their employment options; thus, they find less meaning and become detached from school.

Negative school environment and limited resources available to programs can also foster delinquent behavior because students are not socially bonded to their peers and school staff. This is an increasingly important issue as all-female programs continue to suffer from financial and staffing problems; the literature shows that meaningful relationships are part of the successful development of females.

Evaluating the long-term benefits of gender-specific services is a critical next step in research in this area; however, there are limitations. While some of the literature has identified “best practices” in gender-specific services, there are no strict guidelines as to what gender-specific services entails. Another challenge is finding male and female programs with similar populations for comparison purposes. Because the nature of female offending is typically less serious than males, many females participate in day treatment programs, whereas males are housed in residential programs. Not all of the residential programs for females have incorporated gender-specific services, making it difficult to assess their effectiveness compared to programs for males.

Determining “what works” in corrections will be a continuous debate, but to date, gender-specific programming has hardly been introduced in the discussion. As policymakers implement more gender-specific programming, its effectiveness should be further examined and understood. First, however, there is still a great need for research that identifies the pathways that lead females to crime. When the causes of academic failure and delinquency of female youths are better understood, programs can effectively address those needs.





# Chapter 8

## Recent and Forthcoming Initiatives

### 8.1 INTRODUCTION

Throughout its nine-year history, the Juvenile Justice Educational Enhancement Program (JJEEP) has focused on the review, generation, and collection of empirical data to inform its priorities and shape its multiple functions and operations. Because there is no clear guide or consensus in the field regarding best practices in juvenile justice education, JJEEP continually strives to incorporate new research evidence into its quality assurance (QA) and system improvement processes, as well as use the results of research to formulate annual policy recommendations to the Florida Department of Education (DOE). In this regard, JJEEP is indeed a data-driven operation.

From the outset, JJEEP has insisted that empirical research findings serve as the basis for its operations, envisioning that the infusion of empirical data into juvenile justice educational policy and practice will result in a quality educational system for committed and at-risk juveniles throughout Florida. Beginning with an exhaustive review of the available empirical literature on best practices in correctional juvenile education, JJEEP staff identified dozens of scientifically-validated practices demonstrated to yield favorable student outcomes (e.g., increased academic performance measured by tests, improved behavioral performance as reported by teachers, successful community reintegration outcomes). These best practices have been categorized and now serve as the guide for QA reviews and the basis for program performance scores. This data-driven scoring procedure is also reflected in JJEEP's ongoing "demonstration site" project, which is discussed later in this chapter.

Over the years, JJEEP has continued to update this compilation of best practices literature and integrate such current, rigorous scientific knowledge into annual modifications to the QA review process. A major development with updating the QA process involves moving from a calendar year to a fiscal year schedule. Among the many advantages to this new protocol is that JJEEP's annual policy recommendations will be available in time for Florida's legislative session, thereby increasing the potential for JJEEP's research to inform Florida juvenile justice education policy. Another substantial modification is the inclusion of school district and program profiles in the annual QA reports to provide programs with trend data that can be analyzed and used to improve program performance.

In addition, JJEEP conducts its own research in order to expand the knowledge base and supplement existing literature. For example, JJEEP's longitudinal research involving youths released from institutions across the state provides additional insight into the process of examining the extent to which certain program features (i.e., those identified in the *best practice* literature) are associated with more favorable community outcomes. Similarly, the demonstration site project—while using the existing empirical literature as its foundation—identified additional factors not mentioned in the prior research as possible correlates of high program performance.

The remainder of this chapter consists of five sections. Section 8.2 identifies and describes a sample of JJEEP's recent and forthcoming research initiatives including evaluation using the Basic Achievement Skills Inventory (BASI) and the demonstration site project. Regarding the QA process, Section 8.3 identifies the new protocols to be launched in 2007-2008, while Section 8.4 outlines the new system improvement process that includes providing technical assistance (TA) to the lowest-performing programs. Section 8.5 consists of policy recommendations aimed at assuring the successful transition of juvenile justice students back into the community setting. Lastly, Section 8.6 provides a summary discussion of JJEEP's research, QA process, TA initiatives, and policy recommendations.

## **8.2 RESEARCH INITIATIVES**

Throughout its nine-year existence, JJEEP has relied on empirical data—reviewed in the existing research literature as well as conducted and analyzed by JJEEP research staff—to inform its priorities and shape its operations. This section presents several current and future research-related initiatives in the areas of (1) statewide data management; (2) data and JJEEP staff training; (3) teacher qualifications and characteristics; (4) program evaluation and the BASI; (5) school district and program profiles; (6) longitudinal student outcomes; and (7) demonstration sites.

### **Statewide Data Management**

JJEEP began developing a comprehensive, statewide data management system in 1998, which consists of databases containing program characteristics and performance results, teacher qualifications and characteristics, student performance, and student community reintegration results. These multiple databases have evolved into integrated and comprehensive research tools that have enabled JJEEP to address important questions concerning effective juvenile justice educational practices for Florida's delinquent youth population.

As the databases have expanded, more comprehensive program descriptions, explanations, and trend data have benefited numerous program applications, improvements, and associated best practices in Florida's juvenile justice educational system. This year, for example, JJEEP used this data to inform and respond to information requests from policy makers, present research at national and state conferences on juvenile justice education, and conduct new longitudinal research on student outcomes.

These data are also used on an annual basis to inform the QA standards revision process, as well as to produce JJEEP's annual report to the DOE. The annual report contains data regarding the educational performance of juvenile justice programs, student demographics, TA provided to programs, and policy recommendations. In addition, each year the report has various thematic chapters that include such topics as teacher qualifications, gender, longitudinal student outcomes, crime over the life course, *No Child Left Behind* (NCLB) legislation, and case studies of juvenile justice programs.

Historically, JJEEP's annual report to the DOE has included policy recommendations; however, these recommendations have typically been provided to the DOE in March. By the time DOE staff has reviewed the report, the Florida Legislature is no longer in session; therefore, they are not able to use the policy recommendations to the full extent. In an effort to make JJEEP's policy recommendations more useful to state policy makers, it was

recognized that a change in the QA review cycle would allow the data and annual report to become available prior to the legislative session. With the new QA review schedule, the DOE's revisions can be made and the annual report can be submitted to the legislature by February 1, thereby informing policymakers prior to substantive and fiscal decision-making.

## **Data and JJEEP Staff Training**

JJEEP is also examining the application of the data in others areas such as improving training practices. A primary goal of data-driven training will be to improve upon the existing annual reviewer training protocol. Currently, JJEEP staff training consists primarily of content-related training in areas identified by JJEEP and the DOE, whereby information is presented and discussed as it pertains to the new QA standards. Training also includes developing and revising rating guidelines, and reviewing protocols and data collection methods. By including the QA performance data collected during reviews, JJEEP will be able to identify less obvious areas in which additional or updated content area training is needed. This will also serve as an accountability measure to ensure that there is overall consistency in the implementation of the QA review protocol and rating guidelines.

## **Teacher Qualifications and Characteristics**

In 1999, JJEEP began collecting data on educational personnel working in juvenile justice programs. Since this time, the information collected during QA reviews has expanded to include teacher qualifications and demographic characteristics and information on educational personnel who provide administration, guidance/transition services, and exceptional student education (ESE) services. This data is used to report the levels of teachers' certification, the number of courses taught by in-field teachers, and the teacher retention rate in Florida's juvenile justice programs. JJEEP provides the results of these analyses in annual reports.

In addition, data on teachers and educational personnel working in juvenile justice programs are presented at state and national conferences and used to formulate policy recommendations regarding the qualifications and retention rates of educational staff working with juvenile justice involved youth.

## **Program Evaluation and the BASI**

Another initiative that began July 2006 will provide a new facet to existing program evaluation research conducted by JJEEP. Program evaluation research is focused on evaluating the quality of juvenile justice educational programs in relation to program demographics such as size, type, provider, staff characteristics, type of population served, and location. Program evaluation of juvenile justice educational programs is also a major requirement of NCLB.

In response to the implementation of Florida Statue 1003.52 requiring the DOE to select and implement a uniform academic entry/exit assessment in juvenile justice schools, Florida's juvenile justice programs began administering the Basic Achievement Skills Inventory (BASI) in July 2006. The BASI is a multilevel assessment that is norm referenced and helps to identify students' academic strengths and weaknesses. The BASI is designed to be used only as an entry and exit assessment and not for diagnostic or progress monitoring purposes.

A particular strength of the BASI is its depth in both the areas it assesses and the range of grade levels it covers. The BASI includes reading, language arts, and math subtests that cover grades 3 through 12. The assessment can be administered via computer or pencil and paper. Each subtest is timed, and total test administration takes 115 minutes. Subtests can be administered over several days when flexible scheduling is necessary to meet the needs of students.

One of the benefits of utilizing this entry/exit assessment tool is determining the specific student educational gains that certain subpopulations may experience while committed to juvenile justice programs. This research also assists in the identification of juvenile justice educational programs that produce the greatest educational student gains and validating the QA process by testing the relationship between QA ratings and program-level student educational gains. Juvenile justice schools are required to electronically report BASI results through the DOE's Automated Student Database. Assessment results are used to measure student gains during their commitment.

## **Program and School District Profiles**

Lastly, JJEEP will use QA data and official state data to provide programs with a *program profile* which includes QA performance trend data and student population profiles. This data will be included in each program's annual QA report. The trend data will include three years of QA scores (including the current year) at the standard and indicator levels, as well as comparison scores for similar program types.

The comparison program types will be divided into four categories:

- day treatment
- detention
- low- and moderate-risk residential programs
- high- and maximum-risk residential programs.

This trend data provides programs the opportunity to view patterns, strengths, and weaknesses in their educational performance. The student profile will come from Survey 5 data which is student-level data submitted to the DOE by school districts for the 2004-2005 school year.

This program profile will provide information on the number of youth served by the program and demographic information (e.g., gender, race, age, grade level). The program profile will also include information on students with disabilities, the number of diplomas issued by the program, and two years of the program's statewide assessment participation rates. As BASI data becomes available, it will be added to the program profiles. Additional information may be included in the future depending on data quality and availability, and the needs of programs.

In addition to creating program profiles, JJEEP will also initiate efforts to develop *school district profiles*. Utilizing the design of the program-level profiles, the district profile will provide school districts information about all Department of Juvenile Justice (DJJ) programs in their districts. Making DJJ program information available to districts will increase their awareness of the educational performance of DJJ programs and provide relevant data to assist decision-making processes.

To provide the most relevant data, JJEEP will solicit input from school districts to identify the most relevant data to share. Soliciting input from senior school district personnel regarding the content of the program profiles will strengthen the partnership between JJEEP and school districts.

## Longitudinal Student Outcomes

In addition to data collected through the QA process, JJEEP continues to expand its research on longitudinal student outcomes. The longitudinal research is designed to measure community reintegration of students following their release from juvenile justice facilities. Each year JJEEP receives student-level data from a multiple state agencies and official sources.

These data provide the basis from which to evaluate aggregate student performance in relation to various demographic and program characteristics and to assist in the specification of facility and student outcomes, such as school success (e.g., credits, diplomas earned, return to school) and continuation of delinquency (e.g., arrest, recommitment rates). These data are matched using student identifiers enabling JJEEP to track the student records over time.

JJEEP will continue to create cohorts of students to develop more efficient methods to assess the impact of new measures on educational quality and to longitudinally track the outcomes of these measures in juvenile justice programs. Chapter 6 presents preliminary analysis conducted with the combined student-level database. Future longitudinal research will analyze the outcomes of multiple cohorts, specific types of youths, and the environmental factors that affect long-term outcomes prior to, during, and following commitment. As recommended in Chapter 6, JJEEP will need to continue to differentiate its groups of youths subject to longitudinal studies in its ongoing effort to answer the question of “What works best and for whom?”

## Demonstration Sites

Over the past few years, JJEEP has identified five residential *demonstration sites* throughout the state of Florida as model programs or lab schools: Washington County School Program at Dozier, the former Pinellas Sheriff's Boot Camp, Avon Park Youth Academy, Stewart/Marchman Oaks Halfway House, and Pensacola Boys Base

These programs have amply demonstrated a wide range of exemplary and replicable best practices in juvenile justice education, as evidenced by their consistently high QA scores, interviews with JJEEP staff who have reviewed the program, a review of self-report documents, and an on-site visit including observations, interviews, and surveys. (Please refer to the JJEEP Web site at <http://www.jjep.fsu.edu> for detailed descriptions of these five demonstration sites.)

As presented in JJEEP's 2005 Annual Report (which is also available on the JJEEP Web site), a scoring rubric of best practices was developed on the basis of a review of the research literature on best educational practices for at-risk and delinquent students. Programs needed to exhibit a satisfactory number of best practices in order to be considered as a *high-performing* demonstration site; programs exhibiting an insufficient number of best practices were categorized as *average* or *low-performing* programs. Compared to the average and low-

performing programs, the high-performing demonstration sites excel in such best practice areas as business and community partnerships; strong emphasis on reading, writing and speech; teacher qualifications and recruitment and retention strategies; and exit and aftercare services. Moreover, case studies of these programs identified stability as one of the most salient features of Florida's highest-performing residential programs.

Specifically, stability among program providers, administrators, and educational staff decreased as one moved from the high-performing to the average-performing programs and then to the low-performing programs. Stability appears to be strongly related to such best practices as communication and cooperation at the program and the school district levels which, in turn, are associated with consistent and quality services for the students, as well as positive working and learning environments.

### **PURPOSES OF DEMONSTRATION SITES**

The purpose for establishing demonstration sites is to enhance technical assistance and collaboration among Florida's juvenile justice programs and practitioners, as well as with JJEEP. Demonstration sites will be available so that other programs in the state can visit or otherwise contact them in an effort to enhance their program performance by increasing their number of best practices. In other words, the demonstration sites will serve as lab schools of replicable and empirically-verified best practices in order to improve the quality of educational services provided throughout the state of Florida to committed youth.

Demonstration sites are responsible for maintaining high QA scores, providing TA to programs in need, permitting visits for the purposes of program improvement or research, presenting with JJEEP staff at conferences, being featured in JJEEP's annual reports and Web site, and participating in the QA process. For example, Avon Park Youth Academy, Stewart/Marchman Oaks Halfway House, and Pensacola Boys Base presented with JJEEP staff at the 2006 Juvenile Justice Educational Institute (JJEI) and Southern Conference on Corrections in Orlando.

After a brief introduction by JJEEP staff detailing the purpose of demonstration sites and the criteria for becoming a demonstration site, representatives from these high-performing programs shared several of their best practices and were available to answer questions following the presentation. Several alternative education programs are attempting to replicate the Avon Park model, and Florida Senator Stephen R. Wise, who visited the Avon Park Youth Academy in the fall of 2006, is committed to developing more programs based on their career model.

JJEEP will continue its demonstration sites project and develop a research design for identifying potential day treatment and detention demonstration sites. The day treatment research design may be a modified version of the residential program research design, based on a supplementary review of available empirical literature addressing best educational practices in day treatment facilities. Importantly, JJEEP is hoping to identify exemplary residential and day treatment programs for females as demonstration sites.

As with the day treatment modifications to the residential scoring rubric (if appropriate), a third empirical literature review will be conducted in order to identify best educational practices for juveniles committed for shorter commitment periods. While the residential and day treatment scoring rubrics and research designs are anticipated to be quite similar, it is expected that substantial revisions will be necessary in order to apply the current

evaluation instrument to detention programs whose best practices may be necessarily different from those found to be successful in long-term commitment facilities.

### 8.3 QUALITY ASSURANCE INITIATIVES

JJEEP's second function is to conduct annual QA reviews. This year, however, the timing of the QA review cycle will shift from a calendar year to a fiscal year. No QA reviews will be scheduled during the Florida Comprehensive Assessment Test (FCAT) administration, the annual JJEI conference, or on holidays.

JJEI will now be held prior to the beginning of QA reviews for the fiscal year; therefore, school districts and providers will not have to prepare for a QA review the week prior, during, or after the conference. Previously, QA reviews have been conducted throughout the summer, preventing some school district and provider personnel from attending the annual conference.

Revision of the QA standards will begin in March and will conclude after they are presented at the annual conference. The annual standards revision meeting will be held in the spring, which allows for over three-quarters of the QA reviews to be completed prior to the revision of the standards; in the past, the standards revision meeting was convened earlier which did not allow for the majority of reviews to be conducted before changes were discussed. These seven months are key to recognizing areas within the standards that need to be addressed prior to the next QA cycle.

During the transition year from the previous QA cycle (February to October) to the revised QA cycle (July to June), JJEEP staff will provide extensive TA to low-performing programs and to new programs based on the system improvement process discussed in Section 8.4. Regional meetings will be held to explain the changes in the new QA cycle, to introduce the 2007-2008 QA standards, to train new contract managers, and to discuss data-driven needs. Additionally, targeted peer reviewers will be trained to assist with QA reviews and TA.

While providing more assistance and need-driven intervention to low-performing programs, JJEEP will continue to acknowledge high-performing programs based on previous overall QA scores. A juvenile justice educational program that receives an overall average score of 6.5 or higher is awarded exemplary status and will receive an abbreviated one-day review for the next two years. A one-day exemplary program review consists of verification of the program's self-report and an on-site review of only the *critical* benchmarks. A program with an overall average score of 7.0 or higher will not receive an on-site visit for one year. During the subsequent second and third years, these exemplary programs will receive a one-day review of only the critical benchmarks.

Critical benchmarks are rated as *pass/fail*. If an exemplary program fails one critical benchmark, deficiencies and recommendations are included in the QA report. If an exemplary program fails more than one critical benchmark, it loses exemplary status and receives a full educational review the same year. An exemplary program that undergoes an educational provider change will receive a full educational QA review the following year.

For state agency and annual reporting purposes, the QA scores for programs that receive exemplary status are carried into the following year for the duration of their exemplary status until the next full educational QA review is conducted.

In its 10th year of conducting QA reviews, JJEEP continues to focus on increasing consistency among reviewers and ensuring accurate and complete data gathering through an evidence-based system. QA reviews for lower-performing programs may be extended to focus resources on the programs who need the most assistance. JJEEP will continue to collaborate with school districts, program providers, DJJ, and DOE to ensure that Florida's juvenile justice youth who are released from a DJJ facility will be prepared to participate in school, work, and home settings as successful and well-educated citizens, thereby increasing their potential for future success.

## **8.4 SYSTEM IMPROVEMENT PROCESS**

JJEEP's third function is to provide TA to improve the quality of educational services provided to youth in juvenile justice facilities throughout the state. The purpose of the system improvement process is to appropriately allocate JJEEP resources by focusing targeting increased TA efforts on low-performing programs and conduct QA on those programs that exceed standards only as needed.

After reviewing previous years' corrective action plan (CAP) information, JJEEP project staff became aware that QA reviewers were not providing continuous on-site TA to the

low-performing programs and that these programs were not experiencing success in subsequent years; therefore, JJEEP revised the system improvement process to include a comprehensive process for corrective action and on-site TA for all programs with an overall score below 4.00.

Guided by research in current best practices, TA is integrated into all of JJEEP's activities and is scheduled throughout the QA review cycle to address program and school district needs in a timely manner.

When a program's QA scores reveal deficiencies that do not result in the failure of any standard, the following procedures will be used to address the problems:

- Programs that receive a *partial* (0 to 3) rating in any indicator but have an average standard score in the *satisfactory* range, will be notified of deficiencies and corresponding recommendations for addressing the deficiencies in their written QA reports.
- Representatives from the school district and the program will be notified during the exit meeting of any potential failing indicators.
- The school district and the program are expected to address identified deficiencies prior to the following year's QA review.
- Programs should utilize school district and state resources to assist them in correcting deficiencies.

### **Corrective Action Plan Process**

When a program's QA scores reveal deficiencies that result in the failure of one or more of standards 1, 2, or 3, a corrective action plan (CAP) is required. When a school district fails standard 4 for two or more consecutive years, a CAP is required. The CAP initiates a process



that will enable programs to identify and correct systemic problems that may be contributing to below satisfactory ratings.

Programs and/or school districts that receive a CAP must establish a corrective action team and include the lead educator, the school district contract manager (or official designee), and other parties involved in the areas requiring corrective action. With assistance from JJEEP and DOE staff, the school district is responsible for developing the CAP and ensuring that it is returned to JJEEP within 90 days of the date of the official DOE notification letter. DOE staff review all CAPs submitted.

School districts are required to meet the timelines in the State Board of Education (SBE) rule for the implementation of CAPs. The school district superintendent will verify by signature on the CAP implementation form that the CAP has been implemented and will submit the signed form to the JJEEP QA review director. This form must be submitted within six months of the date of the official notification letter from DOE.

JJEEP staff conducts a final follow-up of the CAP implementation during the following year's QA review. If a program fails to submit its CAP within two weeks of the due date, the QA review director will write and submit a letter informing the program, the school district, and the DOE that the CAP was not submitted.

The following tables illustrate the corrective action process for programs (Table 8.4-1) and school districts (Table 8.4-2).

**TABLE 8.4-1**  
**Program CAP Process**

QA Review Cycle	Trigger	Action
Year 1	Fail standard 1, 2, or 3	CAP required
Year 2	Fail the same standard two consecutive years	CAP required DOE notified for intervention and/or sanctions
Year 3+	Fail the same standard three (or more) consecutive years	CAP required Program remains on DOE list for intervention and/or sanctions

**TABLE 8.4-2**  
**School District CAP Process**

QA Review Cycle	Trigger	Action
Year 1	Fail standard 4	Deficiencies noted in QA report
Year 2	Fail standard 4 two consecutive years	CAP required
Year 3	Fail standard 4 three consecutive years	CAP required DOE notified for intervention and/or sanctions
Year 4+	Fail standard 4 four (or more) consecutive years	CAP required School district remains on DOE list for intervention and/or sanctions

JJEEP and/or DOE will provide TA to programs and/or school districts that receive CAPs. The majority of TA occurs during the on-site QA review visits and through the recommendations in the final QA reports; however, contact with program and school district staff via telephone, e-mail, and postal mail is routine. TA provided by JJEEP includes answering questions, clarifying Florida policies, assisting programs in networking with other programs, and providing samples and examples of what is working in other programs.

## **Technical Assistance Process**

TA provided to programs and school districts is based on the following criteria:

*New Programs*—Programs new to the juvenile justice system may receive an initial TA visit and a mock QA review. The following steps outline JJEEP’s TA protocol for new programs.

1. When JJEEP is notified of a new program based on the DJJ schedule or contact from school district officials, the QA training director will assign a reviewer to conduct an initial TA visit, including a mock QA.
2. The reviewer completes a TA request form and returns it to the QA training director.
3. The reviewer contacts the program to schedule the TA visit and collaborate with program/school district personnel to clarify the on-site agenda, QA review methods, and expectations.
4. The reviewer conducts the site visit and writes a mock QA report.
5. The reviewer identifies needs for TA follow-up and develops a schedule for delivering TA support services as needed.

The initial QA review for new programs is not scheduled prior to six months following the mock QA or the last on-site TA visit. A different reviewer will conduct the initial QA review.

*Education Provider Change*—Programs that undergo a change in the educational provider may receive TA prior to their QA reviews. TA will be provided based on the identified needs of the educational program. The school district informs JJEEP within two weeks of notification of an educational provider change.

*Corrective Action Follow-Up*—Programs that fail at least one of standards 1, 2, or 3 and receive a passing overall score (4.00 or higher) receive a CAP and follow-up TA. School districts that fail standard 4 for two consecutive years receive a CAP and follow-up TA. The reviewer and peer reviewers (when appropriate) provide intervention strategies, networking, and other resources based on the needs of the program. In addition, the reviewer may contact school district personnel if the program needs additional assistance.

*Failing Programs*—Programs that score less than 4.00 overall receive a CAP and a TA visit to include the following steps:

1. The reviewer and a DOE representative (as appropriate) meet with the CAP team to monitor the program for correcting the deficiencies identified in the QA report.
2. The reviewer administers a needs assessment to school district and program administrators, teachers, and students.

3. The reviewer provides the school district and the program with the results of the needs assessment and follow-up TA as needed.

When a program and/or school district is identified as needing an intervention and/or sanction, JJEEP facilitates meetings with all relevant parties including JJEEP administration, DOE representatives, school district officials, provider personnel, program administration, and DJJ staff when appropriate. Through these meetings, programs and school districts identify the systemic problems associated with poor performance and the appropriate solutions and responsible parties for implementation. This process may also result in a monitoring plan from DOE.

JJEEP staff continues to reevaluate the system improvement process each year to examine its effectiveness. Additionally, JJEEP and DOE personnel will conduct TA through regional meetings held prior to the 2007-2008 QA review cycle to address questions regarding the new QA review cycle, reading requirements, exceptional student education (ESE) services, and contract management responsibilities. Meetings are planned in Tallahassee, Tampa, and Miami to allow program and school district personnel the opportunity to choose the most convenient location.

In addition, JJEEP is exploring the development of a resource bank of materials that can be downloaded from its Web site to assist school district and program personnel. Data from QA reviews and the percentage of failing benchmarks will be used to determine which areas will require resources to be posted. For example, if individual academic plan (IAP) development is one of the benchmarks that receives the highest number of failures, then sample IAPs that include measurable goals will be placed on the Web site.

## 8.5 POLICY

JJEEP's fourth and final function is to provide annual policy recommendations to the DOE.

While JJEEP has undertaken extensive data collection efforts over the past nine years, utilizing these data to inform the policymaking process has been a challenge. Traditionally, JJEEP's policy role has consisted of compiling its research and information in its annual report to the DOE, serving on various committees, and presenting at conferences throughout the state of Florida and the nation.

With the increasing demands of accountability and measurement at the state and federal levels, JJEEP's role in providing data to inform policy is expanding. In response to the increased need to inform policymakers of the changes that need to be addressed in juvenile justice education, JJEEP has two initiatives that will positively impact its function of providing annual policy recommendations to DOE. First, JJEEP will inform policymakers in a more timely fashion in hopes of increasing the opportunities for the development of policies that will positively impact juvenile justice education and second, JJEEP will expand its communication efforts to better disseminate information from school districts.

Historically, JJEEP's annual report to the DOE includes policy recommendations; however, these recommendations have been provided to DOE in March. The timing is such that DOE has a limited amount of time for review and development prior to the end of the Legislative Session. Therefore, these recommendations are not utilized to the fullest extent. The new QA review cycle will allow data and related information to be gathered and synthesized in the annual report in January. After review by the DOE, the annual report will be available to

the Florida Legislature by February 1, thereby informing policymakers prior to the Legislative Session.

Another process change for JJEEP that will facilitate the development of policy recommendations is the commitment JJEEP is making to build more effective partnerships with school districts. By providing superintendents with program profiles and encouraging their involvement throughout the QA review process, superintendents will become more informed of the strengths and challenges their juvenile justice programs experience, which in turn may lead to open dialogue with school board members and local politicians regarding resource allocation decisions.

Additionally, JJEEP's collaboration with superintendents and their school districts will provide opportunities to share information on policies that are effective or ineffective. JJEEP staff can utilize this information to inform DOE of policies that need to be addressed.

JJEEP staff are hopeful that these changes will enhance the ability to respond proactively in an ever-shifting political climate, thereby increasing accountability and improving the lives of Florida's delinquent youth. As Florida continues to implement the requirements of NCLB in its juvenile justice educational programs, the following recommendations should be considered:

- Highly Qualified Teachers
  - ◇ Create a certification area for teaching at-risk and delinquent youth in multilevel educational programs.
  - ◇ Collaborate with state colleges and universities to prepare future teachers for working with at-risk and delinquent youth, to place college students in juvenile facilities for their teaching practicum, and focus on early recruitment.
  - ◇ Classify teaching in juvenile justice education programs as a critical teacher shortage area.
  - ◇ Expand the use of the middle grades integrated curriculum certification to grades 10 – 12 for appropriate courses.
- Transition Services
  - ◇ As part of their cooperative agreements with the DJJ, school districts should develop local transition protocols for youth who are returning to their districts from juvenile justice facilities throughout the state.
  - ◇ Recruit local volunteer educational advocates to assist students with community reintegration, job placement, and/or attending school upon release.
- Student Outcomes
  - ◇ Conduct student performance and academic gains research using the state's new uniform entry and exit assessment, and annually report academic student performance data for juvenile justice education programs.

- Program Monitoring
  - ◇ Report student performance data as part of each program’s annual QA report.
  - ◇ Align the current QA process with school district-reported student data so that both systems are reporting information on the most recent school year rather than calendar year.
- Career and Technical Education
  - ◇ Evaluate the “Career Pathways Academy” model as an educational alternative for delinquent youth who are older and unlikely to return to school after their release from the juvenile justice system.
  - ◇ Sequentially report to the legislature longitudinal findings on the relationship between career and technical training for older committed youth and employment and recidivism following release.
  - ◇ Expand opportunities and funding for committed youth who have received a high school diploma or its equivalent to participate in career/technical and/or post-secondary education.
  - ◇ Continue implementation of the multiagency plan for career education which includes curriculum, goals, funding, transfer of credits, and outcome measures for career programming in juvenile commitment facilities.

## 8.6 SUMMARY DISCUSSION

JJEEP is continuing its nine-year tradition of using research that identifies the most promising educational practices to shape the annual QA review process, the provision of TA, and the formulation of annual policy recommendations to Florida’s DOE. Specifically, this chapter demonstrates how JJEEP is bolstering its experience with research, QA, and system improvement by looking ahead and planning how to best meet future needs and improve upon the current approach to ensuring the successful transition of students back into community, school, and/or work settings.

First and foremost is JJEEP’s dedication to conducting research that identifies promising educational practices; however, the research initiatives outlined not only identify promising educational practices, but also shape and define JJEEP’s other activities. For instance, in regard to QA data, JJEEP is launching a data-driven reviewer training component to create greater reviewer knowledge and consistency.

Importantly, the QA data—in conjunction with state student-level data—will produce program profiles, which will supply school districts with a new information, evaluation, and decision-making tool. QA performance data and best practices research will continue to inform the standards revision process and rating guidelines.

QA data will be enhanced with the July 2006 implementation of the common entry and exit assessment for youth in juvenile justice programs. Student academic gains data will provide another facet to JJEEP’s program evaluation process.

In addition to increasing the scope and use of QA data, JJEEP will initiate the expansion of the demonstration sites project. This expansion will include a greater utilization of current demonstration sites as a training opportunity for other programs seeking to improve their educational services. Furthermore, because the demonstration sites are currently limited to residential boys programs, JJEEP will begin to identify new demonstration sites that will serve as models for detention, day treatment, and girls programs.

In terms of JJEEP's QA review function, the upcoming year will bring many positive changes. This includes moving the review year from a calendar year cycle to a fiscal year cycle. The implications of moving to a fiscal year cycle include having the annual JJEI conference before the QA cycle begins which allows the QA standards to be revised during the spring and the new standards to be presented at conference.

In addition, consistent with NCLB mandates and Florida's A++ policy, the 2007-2008 QA standards will include providing guidance services to all students regarding the selection of a major area of interest as well as a new indicator entitled "community reintegration" to ensure that programs implement transition planning activities designed to facilitate youths' transition from the DJJ into the community.

Furthermore, JJEEP will continue its ongoing efforts to form collaborative relationships with school districts, providers, Florida's juvenile justice system, and the DOE to ensure that each educational program serving juvenile justice youth is held to the highest scientifically-validated standards, thereby increasing the youths' potential for future success.

JJEEP's primary focus during the transition year from the previous to the revised QA cycle will be providing TA to improve various educational programs. Programs that fail standard 1, 2, and/or 3 and school districts that fail standard 4 for two consecutive years will receive a CAP and follow-up assistance as appropriate. Programs that fail the same standard (1, 2, or 3) for two consecutive years and school districts that fail standard 4 for three consecutive years will receive a CAP and be referred to the DOE for intervention and possible sanctions. Programs referred to DOE will be referred each subsequent year until the deficiencies are corrected.

JJEEP's enhanced guidelines specify that TA will be provided more extensively to low-performing programs and include collaboration among DOE, program, and school district personnel and reviewers to ensure that systemic issues are addressed. JJEEP will focus efforts on using QA data to identify TA needs across all programs via resources such as TA workshops, JJEI conference presentations, and an Internet resource bank to address these areas.

In summary, JJEEP anticipates its future to be as productive, innovative, and successful as the past decade. By continually conducting and reviewing empirical research and incorporating this knowledge into JJEEP's QA, system improvement, and policy recommendations activities, JJEEP expects to continue to serve Florida's juvenile justice population and juvenile justice personnel with dedication, scientific evidence, and responsiveness to changing conditions and needs.

# Chapter 9

## Summaries and Conclusions

### 9.1 INTRODUCTION

This 2006 Annual Report marks nine years of Juvenile Justice Educational Enhancement Program (JJEEP) operations. Over these years, JJEEP has implemented a series of interrelated functions that include conducting research and quality assurance (QA) reviews and providing technical assistance (TA) and policy recommendations. The successful implementation of these interrelated functions has resulted in continuous improvement in the quality of services and practices in Florida's juvenile justice education programs. In addition, Florida State University's Center for Criminology and Public Policy Research, which administers JJEEP, has been awarded two Congressional grants to assist other states in their respective implementation of the No Child Left Behind Act (NCLB) requirements for their juvenile justice schools. These awards recognize the importance and value of Florida's unique research-driven and continuous quality improvement approach to juvenile justice education.

Despite the disproportionate educational deficiencies that characterize delinquent youths, the delivery of quality educational programs and services is providing many of Florida's delinquents with opportunities to transition from delinquency.

### 9.2 CHAPTER SUMMARIES

Chapter 2 presents the QA results of the 161 programs in 46 school districts that were reviewed during the 2006 review cycle. The analysis of QA scores for 2006 demonstrates that the overall mean slightly decreased compared with the overall mean in 2005. In 2006, 53 programs (33%) scored in the high *satisfactory* or *superior* range, and 23 programs (14%) scored in the *below satisfactory* range. Although the number of failing programs increased from the previous year, the number of high performing programs also increased. Overall, the 2006 program performance had a fairly equal distribution of high- and low-performing programs.

Four new programs achieved *exemplary* program status in 2006 resulting in 26 programs having exemplary status for the 2007-2008 QA review cycle. High performing school districts in 2006 include Collier, Hardee, Okaloosa, Volusia, and Walton counties. Specific performance results demonstrate that programs had the most difficulty in meeting the indicator requirements for School District Monitoring, Reading Curriculum & Instruction, and Student Planning.

Chapter 3 provides results of JJEEP's technical assistance and corrective action efforts. More than 300 participants, 13 exhibitors, and 69 presenters participated in the 9th Annual Juvenile Justice Education Institute (JJEI) and Southern Conference on Corrections in July. In addition to TA offered at the statewide conference, on-site TA was provided to 21 programs and school districts during 2006; the majority of programs that received on-site

TA visits in 2005 demonstrated improvement in their 2006 QA scores. Future TA will emphasize school district involvement to improve habitually low-performing programs.

In 2006, 23 programs received overall failing scores (below 4.00) and 11 programs failed the same standard for the second consecutive year, which may result in intervention and/or sanctions from the Department of Education (DOE). Forty-seven programs received corrective action plans (CAPs). As in previous years, transition was the standard for which the most programs (29) received below satisfactory scores in 2006, followed by service delivery (25) and educational resources (18). The 23 programs that failed overall comprise the majority of these below satisfactory findings in specific standards.

Chapter 4 provides trend information on teachers working in juvenile justice education programs throughout the state. Although there is a slight decrease in 2006, the percentage of teachers with professional certification has increased from 55% in 2001 to 60% in 2006. Similarly, in all core academic areas, the percentage of in-field teachers has increased between 2001 and 2006. The percentage of in-field teachers has increased from 11% to 29% in math, 14% to 31% in science, 19% to 35% in English, and 28% to 46% in social studies. Despite some progress, out-of-field teaching remains a major concern, especially in math and science. In addition, 41% of teachers in juvenile justice schools have fewer than five years of teaching experience, and 36% have taught in their current juvenile justice school less than one year.

Chapter 5 summarizes the review of literature exploring relationships among education, employment, and recidivism for adult and juvenile offenders. Overall, prior research findings demonstrate that higher levels of educational attainment reduce the likelihood of recidivism for both adults and juveniles. In particular, studies that have examined the effect of earning a standard high school diploma or a General Educational Development (GED) diploma found significant reductions in recidivism for both adults and juveniles.

In addition, educational attainment affects future employment opportunities, resulting in a possible indirect effect on recidivism for older youth and young adults. However, the findings on employment for younger adolescents who have not completed high school are mixed, possibly indicating that employment is not as effective as education for younger youth who have not completed high school.

Studies focusing on adolescent delinquents found that most do not graduate from high school or earn a GED diploma while committed. In addition, many of these school-aged youth do not return to school upon release or drop out prior to graduating. Moreover, many of the prior studies found individual and community level factors that impact both educational attainment and employment. Among these factors were minority status, socioeconomic status, and community disorganization.

Chapter 6 provides findings from a longitudinal analysis of youth outcomes that were released from residential programs in FY 2000-2001. Although there is an overall recidivism rate of 70% within three years post release, the findings also indicate that youths benefit from educational gains while committed as they are more likely to attend school upon release, earn a high school diploma or its equivalent, and maintain employment. Factors such as earning a diploma, sustaining attendance in school, and maintaining employment reduce the likelihood of recidivism.



The findings also reveal significant differences in post-release trajectories for youth 15 years old and younger and youth 16 years old and older. Older youth are less likely to return to school after release, but simultaneously are more likely to be employed. And although younger youth are more likely to attend school after release, many school-aged youth never return to school or return and dropout before graduating. Youth with EBD and SLD are returning to school at high rates but they are not persisting in school for durations sufficient to earn a diploma, and 66% of the cohort who attain a diploma earn a GED. These results demonstrate that a “one-size-fits-all” approach to educational and career preparation with committed youth will not be effective.

Chapter 7 compares the educational characteristics of male and female youth who were committed to residential programs in 2002-2003. The findings suggest that male and female juvenile delinquents exhibit a fairly significant difference in prior public school performance and in credits and diplomas earned during their commitment. In addition, 51% of the male sample were found to have a disability compared to only 35% of the female sample.

Females in residential programs had higher incoming grade point averages (GPAs) than their male counterparts and were significantly more likely to be on or above their age-appropriate grade levels. During commitment, females earned slightly more credits per student than did males. While males and females earned the same proportion of core academic credits, females earned significantly more elective credits than career/technical credits, while the opposite was true for males.

Chapter 8 describes JJEEP’s future research and activities. In terms of JJEEP’s QA review function, the upcoming year will bring many changes. These include moving the review year from a calendar year cycle to a fiscal year cycle. For the 2007-2008 QA review cycle, QA performance trend data—in conjunction with state student-level data—will produce program profiles, which will supply programs and school districts with additional information to facilitate evaluation, and decision-making processes.

QA performance data and best practices research will continue to inform the standards revision process and rating guidelines. Student performance data will be further enhanced with the July 2006 implementation of the common academic (entry and exit) assessment administered to students in juvenile justice programs. Student academic gains data will provide another component to JJEEP’s program evaluation process. In addition, JJEEP’s guidelines specify that intensive TA will be provided to lower-performing programs and include collaboration among DOE, program, and school district personnel and reviewers to ensure that systemic issues are addressed.

### 9.3 CONCLUDING COMMENTS

Although 26 of the 161 programs reviewed in 2006 earned or maintained their exemplary status, several low-performing programs struggled to meet many of the educational QA requirements. Forty-seven programs received CAPs with 23 receiving overall failing scores; 11 now require follow-up intervention and/or sanctions from the Department of Education (DOE). The majority of these low performing programs have a history of *below satisfactory* performance, and several have experienced provider and high staff and teacher turnover. As a result of these programs’ low-performance trends, JJEEP and DOE have initiated extensive

technical assistance in the spring of 2007 with emphasis upon on-site visits that include meetings with school district officials and superintendents when possible.

Each program that received overall failing scores in 2006 will receive an on-site TA visit in 2007. These visits are intended to identify system issues that have contributed to the programs' low performance. The visits are also intended to establish communication among the program, supervising school district, education provider, and facility provider in an effort to correct systemic issues that have contributed to low performance. The impact of site visits to improve program performance may be reflected in the programs' scores in the 2007-2008 QA review cycle.

DOE has also worked with several school districts that have low-performing programs, often resulting in changes in the administrative structure of the educational services that the students receive. For example, Seminole County Schools canceled contracts with educational providers and plans to provide the educational services in their juvenile justice programs in the 2007-2008 school year. Leon County Schools is also piloting a new educational service delivery model by allowing low-risk residential students to attend a publicly-operated alternative school in the district rather than receiving education services at the juvenile justice facility. In addition, each of the programs that received a corrective action plan (CAP) in 2006 will receive follow-up throughout the 2007-2008 QA review cycle.

In terms of policy implications, JJEEP's longitudinal research has identified several key factors associated with the education of committed youth and their desistance from delinquent behavior. Although attending school post release and the attainment of a high school diploma reduce the likelihood of rearrest, many youth do not return to school or drop out before earning their diploma. In addition, educational attainment impacts future employment. Given the emphasis on education's potential to reduce recidivism, several policy implications emerge.

First, appropriate and differentiated educational services should be provided to youth while they are committed. For example, younger youth should receive strong academic instruction that is aligned with the student's home school district and transition support services that provide assistance in returning to school upon release. When appropriate, older youth should focus upon the attainment of a GED and career education when returning to school is determined to be unlikely.

Second, simply returning to school or obtaining employment upon release is not enough to impact the delinquent trajectories of youth. Post-release, community and school support protocols are needed for youth returning from residential care to assist youth with attending school on a regular basis and maintaining employment. These post-release support services should focus upon the provision of transition services identified in students' individual educational plans (IEPs) for youth with disabilities and the provision of in-school support services for all youth. In addition, community support services are needed to assist youth with obtaining and maintaining meaningful employment.

The 2007-2008 educational QA standards include new community reintegration requirements that will assess how school districts are providing support for youth as they return from commitment facilities and attempt to re-enter public schools. As school districts develop and evaluate their protocols and policies for school re-entry and support

services, JJEEP will be better able to identify effective re-entry support services that assist youth in maintaining school attendance and eventual graduation.



**2006 Educational Quality Assurance (QA) Review Report For Residential Programs (----- COPY)**  
 Florida Department of Education, Bureau of Exceptional Education and Student Services; Juvenile Justice Educational Enhancement Program

<b>School Name</b>		(If New Name, Include Old Name In 2nd Shaded)		<b>Date of Review</b>				<b>Reviewer(s)</b>			
<b>School #(s)</b>		/ / (LIST ALL)		<b>Date of Change in Education Provider</b>		N/A (month & year)					
<b>Supervising School District</b>		County		<b>Program Type</b>		-----		<b>Security Level(s)</b>		-----	
<b>Operator of Educational Program</b>		(Profit Status)		<b>Operator of Facility</b>		(Profit Status)		<b>Career Type</b>		---	
<b>County of Program Location</b>				<b>Diplomas Reported by Program</b>		-----, -----, -----, ----- (LIST ALL)		<b>Funded by Title I, Part A?</b>		<input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Program Address</b>				<b>Diplomas Reported Under A Specific School in the Program's Supervising School District</b>		<input type="checkbox"/> Yes <input type="checkbox"/> No -----, -----, -----, ----- (LIST ALL)		<b>Funded by Title I, Part D?</b>		<input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Mailing Address (If different from location address)</b>		N/A		<b>Diplomas Reported Under Students' Zoned School</b>		<input type="checkbox"/> Yes <input type="checkbox"/> No -----, -----, -----, ----- (LIST ALL)		<b>School District Consultative Services</b>		ESE <input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Lead Educator</b>				<b>Maximum Capacity</b>		---		<b>Student: Teacher Ratio</b>		---:1	
<b>Facility Director</b>				<b>Age Range of Students</b>		__ to __ years old		<b>Guidance</b>		<input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Official School District DJJ Contact</b>				<b>Phone</b>		N/A		<b>E-mail</b>		N/A	
<b>Serves</b>		Males <input type="checkbox"/> Yes <input type="checkbox"/> No (#)		<b>Phone</b>		N/A		<b>E-mail</b>		N/A	
		Females <input type="checkbox"/> Yes <input type="checkbox"/> No (#)		<b>Fax</b>		N/A		<b>E-mail</b>		N/A	
<b>(#) Students Identified with Reading Deficiencies</b>		---		<b>Phone</b>		N/A		<b>E-mail</b>		N/A	
<b>(#) Students at Time of QA Review</b>		Head Count		<b>Fax</b>		N/A		<b>E-mail</b>		N/A	
		School Registered		<b>Phone</b>		N/A		<b>E-mail</b>		N/A	
		HSD/GED		<b>Fax</b>		N/A		<b>E-mail</b>		N/A	
		DJJ (committed to)		<b>Phone</b>		N/A		<b>E-mail</b>		N/A	
		Total		<b>Fax</b>		N/A		<b>E-mail</b>		N/A	
<b>(#) ESE Students (by primary disability)</b>				<b>EH</b>		---		<b>MH</b>		---	
				<b>SED</b>		---		<b>SLD</b>		---	
				<b>SLI</b>		---		<b>OHI</b>		---	
				<b>GIFTED</b>		---		<b>Other:</b>		---	
<b>Total # of ESE Students</b>		---		<b>Self-Contained</b>		<input type="checkbox"/>		<b>Collaboration/Consultation</b>		<input type="checkbox"/>	
				<b>Resource</b>		<input type="checkbox"/>		<b>Inclusion</b>		<input type="checkbox"/>	
				<b>No ESE Services Provided</b>		<input type="checkbox"/>					
<b>ESE Service Delivery Model</b>				<b>White Non-Hispanic (#)</b>		---		<b>Hispanic (all races) (#)</b>		---	
				<b>Black Non-Hispanic (#)</b>		---		<b>Asian or Pacific Islander (#)</b>		---	
				<b>American Indian or Alaskan Native (#)</b>		---		<b>Multiracial (#)</b>		---	
				<b>Total (#)</b>		---		<b>Other (#)</b>		---	

SCORES			Are there other DJJ programs on this site that are part of this report? <input type="checkbox"/> Yes <input type="checkbox"/> No If yes, indicate:				
RESIDENTIAL COMMITMENT EDUCATIONAL INDICATORS	AVERAGE FOR STANDARD	PERFORMANCE INDICATOR 0 - 9	Program	School #	Max. Capacity	Type	Level
Indicator 1: Transition Services							
Indicator 2: Testing and Assessment							
Indicator 3: Student Planning							
Indicator 4: Academic Curriculum and Instruction			Are there other JJ schools at this location that will receive a separate report? <input type="checkbox"/> Yes <input type="checkbox"/> No				
Indicator 5: Reading Curriculum and Instruction			Program	School#	Max. Capacity	Type	Level
Indicator 6: Employability, Career, and Technical Curriculum and Instruction							
Indicator 7: ESE and Related Services							
Indicator 8: Collaboration							
Indicator 9: Educational Personnel Qualifications							
Indicator 10: Professional Development and Teacher Retention							
Indicator 11: Learning Environment and Resources							
<b>OVERALL AVERAGE SCORE FOR PROGRAM</b>			<b>A corrective action plan (CAP), as required by Rule 6A-6.05281(10), FAC: <input type="checkbox"/> is not required. <input type="checkbox"/> is required.</b>				
The score for contract management indicator 12 does not affect the overall average score for the program. It reflects the responsibility of the local school district.							
Indicator 12: School District Monitoring, Accountability, and Evaluation							

**Florida Department of Education  
Bureau of Exceptional Education and Student Services  
Juvenile Justice Educational Enhancement Program**

**METHODOLOGY**

<b>Persons Interviewed</b>	<input type="checkbox"/> Lead Educator for <b>Self-Report</b> Pre-Review Telephone <b>Interview</b> <input type="checkbox"/> School District Contact for <b>Self-Report</b> Pre-Review Telephone <b>Interview</b>	<b>Persons Interviewed On Site</b>	<input type="checkbox"/> Facility Director <input type="checkbox"/> School District Contact <input type="checkbox"/> Lead Educator <input type="checkbox"/> Registrar	<input type="checkbox"/> ESE Coordinator <input type="checkbox"/> ESE Consultant	___ Teacher(s) (# of) ___ Teacher Aide(s) (# of)	___ Guidance/Advising Persons (# of) ___ Students (# of)	Others: None
<b>Documents Reviewed</b>	<input type="checkbox"/> Previous Year's QA Review Report <input type="checkbox"/> Previous Year's CAP <input type="checkbox"/> Self-Report Data Survey <input type="checkbox"/> Cooperative Agreement <input type="checkbox"/> Purchase Service/Operating Contract <input type="checkbox"/> Quarterly Expenditure Report <input type="checkbox"/> Most Recent Program Evaluation Materials	<input type="checkbox"/> Educational Policies & Procedures <input type="checkbox"/> Faculty Meeting Agendas <input type="checkbox"/> Community Support Documents <input type="checkbox"/> Volunteer Log	<input type="checkbox"/> Annual School Calendar <input type="checkbox"/> Bell Schedule <input type="checkbox"/> Class Schedules <input type="checkbox"/> Class Attendance Rosters <input type="checkbox"/> Curriculum Documents	<input type="checkbox"/> Teacher Lesson Plans <input type="checkbox"/> Student Work Folders <input type="checkbox"/> Guidance Forms <input type="checkbox"/> Inservice Training Records <input type="checkbox"/> Personnel Files	___ Current Student Educational Files (# of) ___ Closed Student Educational Files (# of) ___ DJJ Commitment Files (# of) Others: None		
<b>Observations</b>	___ Classroom(s) (# of)      ___ Treatment Team Meeting(s) (# of)		Others: None				

**SUMMARY**

The findings in this report are based on interviews, observations, and a review of documentation.

# 2006 Educational Quality Assurance (QA) Review Report For Day Treatment Programs (----- COPY)

Florida Department of Education, Bureau of Exceptional Education and Student Services; Juvenile Justice Educational Enhancement Program

<b>School Name</b> (If New Name, Include Old Name In 2nd Shaded)		<b>Date of Review</b>		<b>Reviewer(s)</b>	
<b>School #(s)</b> / / (LIST ALL)		<b>Date of Most Recent Change in Education Provider Since Last QA Review</b>		N/A (month & year)	
<b>Supervising School District</b> County		<b>Program Level</b>		<b>Funded by Title I, Part A?</b> <input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Operator of Educational Program</b> (Profit Status)		<b>Operator of Facility</b> (Profit Status)		<b>Funded by Title I, Part D?</b> <input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>County of Program Location</b>		<b>Diplomas Reported by Program</b> _____, _____, _____, _____, (LIST ALL)		<b>School District Consultative Services</b>	
<b>Program Address</b>		<b>Diplomas Reported Under A Specific School in the Program's Supervising School District</b> <input type="checkbox"/> Yes <input type="checkbox"/> No _____, _____, _____, _____, (LIST ALL)		ESE <input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Mailing Address (If different from location address)</b> N/A		<b>Diplomas Reported Under Students' Zoned School</b> <input type="checkbox"/> Yes <input type="checkbox"/> No _____, _____, _____, _____, (LIST ALL)		Guidance <input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Lead Educator</b>		<b>Maximum Capacity</b> _____		<b>Current Student to Teacher Ratio</b> ____:1	
<b>Facility Director</b>		<b>Age Range of Students</b> ____ to ____ years old		ESOL <input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Official School District DJJ Contact</b>		<b>Phone</b> N/A		<b>E-mail</b> N/A	
<b>Phone</b> N/A		<b>Fax</b> N/A		<b>(#) Teacher Aides/Paraprofessionals</b> ____ P/T ____ F/T	
<b>Fax</b> N/A		<b>E-mail</b> N/A		<b>(#) Students with Limited English Proficiency (LEP)</b> ____	
<b>Serves</b> Males <input type="checkbox"/> Yes <input type="checkbox"/> No _____ (#) Females <input type="checkbox"/> Yes <input type="checkbox"/> No _____ (#)		<b>(#) ESE Students (by primary disability)</b>		<b>ESE Service Delivery Model</b>	
<b>(#) Students Identified with Reading Deficiencies</b> _____		____ EH _____ MH ____ SED _____ SLD		Self-Contained <input type="checkbox"/> Collaboration/Consultation <input type="checkbox"/>	
<b>(#) Students at Time of QA Review</b> ____ Head Count _____ HSD/GED ____ School Registered _____ DJJ (committed to) _____ Total		____ SLI _____ OHI ____ GIFTED _____ Other:		Resource <input type="checkbox"/> Inclusion <input type="checkbox"/>	
		<b>Total # of ESE Students</b> _____		No ESE Services Provided <input type="checkbox"/>	
<b>Ethnicity of Students</b>					
____ White Non-Hispanic (#)		____ Hispanic (all races) (#)		____ Asian or Pacific Islander (#)	
____ Black Non-Hispanic (#)		____ American Indian or Alaskan Native (#)		____ Multiracial (#)	
				____ Other (#)	
				____ Total (#)	
<b>SCORES</b>					
<b>DAY TREATMENT PROGRAMS EDUCATIONAL INDICATORS</b>			<b>Are there other DJJ programs on this site that are part of this review?</b> <input type="checkbox"/> Yes <input type="checkbox"/> No If yes, indicate:		
<b>AVERAGE FOR STANDARD</b>			<b>PERFORMANCE INDICATOR 0 - 9</b>		
Indicator 1: Transition Services			Program		
Indicator 2: Testing and Assessment			School #		
Indicator 3: Student Planning			Max Capacity		
Indicator 4: Academic Curriculum and Instruction			Type		
Indicator 5: Reading Curriculum and Instruction			Level		
Indicator 6: Employability and Career Education Curriculum and Instruction			<b>Are there other DJJ schools at this location that will receive a separate report?</b> <input type="checkbox"/> Yes <input type="checkbox"/> No If yes, indicate:		
Indicator 7: ESE and Related Services			Program		
Indicator 8: Collaboration			School#		
Indicator 9: Educational Personnel Qualifications			Max Capacity		
Indicator 10: Professional Development and Teacher Retention			Type		
Indicator 11: Learning Environment and Resources			Level		
Indicator 12: Student Attendance					
<b>OVERALL AVERAGE SCORE FOR PROGRAM</b>					
The score for contract management indicator 12 does not affect the overall average score for the program. It reflects the responsibility of the local school district.			<b>A corrective action plan (CAP), as required by Rule 6A-6.05281(10), FAC:</b> <input type="checkbox"/> is not required. <input type="checkbox"/> is required.		
Indicator 13: School District Monitoring, Accountability, and Evaluation					

**Florida Department of Education  
Bureau of Exceptional Education and Student Services  
Juvenile Justice Educational Enhancement Program**

**METHODS**

<b>Persons Interviewed</b>	<input type="checkbox"/> Lead Educator for <b>Self-Report</b> Pre-Review Telephone <b>Interview</b> <input type="checkbox"/> School District Contact for <b>Self-Report</b> Pre-Review Telephone <b>Interview</b>	<b>Persons Interviewed On Site</b>	<input type="checkbox"/> Facility Director <input type="checkbox"/> School District Contact <input type="checkbox"/> Lead Educator <input type="checkbox"/> Registrar	<input type="checkbox"/> ESE Coordinator <input type="checkbox"/> ESE Consultant	___ Teacher(s) (# of) ___ Teacher Aide(s) (# of)	___ Guidance/Advising Persons (# of) ___ Students (# of)	<b>Others:</b> None
<b>Documents Reviewed</b>	<input type="checkbox"/> Previous Year's QA Review Report <input type="checkbox"/> Previous Year's CAP <input type="checkbox"/> Self-Report Data Survey <input type="checkbox"/> Cooperative Agreement <input type="checkbox"/> Purchase Service/Operating Contract <input type="checkbox"/> Quarterly Expenditure Report <input type="checkbox"/> Most Recent Program Evaluation Materials	<input type="checkbox"/> Educational Policies & Procedures <input type="checkbox"/> Faculty Meeting Agendas <input type="checkbox"/> Community Support Documents <input type="checkbox"/> Volunteer Log	<input type="checkbox"/> Annual School Calendar <input type="checkbox"/> Bell Schedule <input type="checkbox"/> Class Schedules <input type="checkbox"/> Class Attendance Rosters <input type="checkbox"/> Curriculum Documents	<input type="checkbox"/> Teacher Lesson Plans <input type="checkbox"/> Student Work Folders <input type="checkbox"/> Guidance Forms <input type="checkbox"/> Inservice Training Records <input type="checkbox"/> Personnel Files	___ Current Student Educational Files (# of) ___ Closed Student Educational Files (# of) ___ Closed DJJ Commitment Files (# of)	<b>Others:</b> None	
<b>Observations</b>	___ Classroom(s) (# of)      ___ Treatment Team Meeting(s) (# of)		<b>Others:</b> None				

**SUMMARY**

The findings in this report are based on interviews, observations, and a review of documentation.



# 2006 Educational Quality Assurance (QA) Review Report For Detention Centers (----- COPY)

Florida Department of Education, Bureau of Exceptional Education and Student Services; Juvenile Justice Educational Enhancement Program

2006 Annual Report to the Florida Department of Education, Juvenile Justice Educational Enhancement Program

<b>School Name</b>		(If New Name, Include Old Name In 2nd Shaded)		<b>Date of Review</b>				<b>Reviewer(s)</b>							
<b>School #(s)</b>		/ / (LIST ALL)		<b>Date of Most Recent Change in Education Provider Since Last QA Review</b>		N/A (Month & Year)									
<b>Supervising School District</b>		County		<b>Operator of Facility</b>		(Profit Status)		<b>Funded by Title I, Part A?</b>		<input type="checkbox"/> Yes <input type="checkbox"/> No					
<b>Operator of Educational Program</b>		(Profit Status)		<b>Diplomas Reported by Program</b>		-----, -----, -----, -----, (LIST ALL)		<b>Funded by Title I, Part D?</b>		<input type="checkbox"/> Yes <input type="checkbox"/> No					
<b>County of Program Location</b>				<b>Diplomas Reported by a School in Program's School District</b>		<input type="checkbox"/> Yes <input type="checkbox"/> No -----, -----, -----, -----, (LIST ALL)		<b>School District Consultative Services</b>		ESE					
<b>Program Address</b>				<b>Diplomas Reported Under Students' Zoned School</b>		<input type="checkbox"/> Yes <input type="checkbox"/> No -----, -----, -----, -----, (LIST ALL)				<input type="checkbox"/> Yes <input type="checkbox"/> No					
<b>Mailing Address (If different from location address)</b>		N/A		<b>Maximum Capacity</b>		—				Guidance		<input type="checkbox"/> Yes <input type="checkbox"/> No			
<b>Lead Educator</b>				<b>Phone</b>		N/A		<b>E-mail</b>		N/A					
<b>Facility Director</b>				<b>Phone</b>		N/A		<b>E-mail</b>		N/A					
<b>Official School District DJJ Contact</b>				<b>Phone</b>		N/A		<b>E-mail</b>		N/A					
<b>Serves</b>		Males <input type="checkbox"/> Yes <input type="checkbox"/> No (#) _____		<b>(#) ESE Students (by primary disability)</b>		EH _____		MH _____		<b>ESE Service Delivery Model</b>					
		Females <input type="checkbox"/> Yes <input type="checkbox"/> No (#) _____				SED _____		SLD _____				Self-Contained <input type="checkbox"/>		Collaboration/Consultation <input type="checkbox"/>	
<b>(#) Students Identified with Reading Deficiencies</b>		_____				SLI _____		OHI _____				Resource <input type="checkbox"/>		Inclusion <input type="checkbox"/>	
<b>(#) Students at Time of QA Review</b>		Head Count _____ HSD/GED _____				GIFTED _____		Other: _____				No ESE Services Provided <input type="checkbox"/>			
		School Registered _____ DJJ (committed to) _____		Total _____		<b>Total # of ESE Students</b>		_____							
<b>Ethnicity of Students</b>															
White Non-Hispanic (#) _____			Hispanic (all races) (#) _____			Asian or Pacific Islander (#) _____			Other (#) _____						
Black Non-Hispanic (#) _____			American Indian or Alaskan Native (#) _____			Multiracial (#) _____			Total (#) _____						

SCORES					
DETENTION CENTER EDUCATIONAL INDICATORS	AVERAGE FOR STANDARD	PERFORMANCE INDICATOR 0 - 9	DETENTION CENTER EDUCATIONAL INDICATORS	AVERAGE FOR STANDARD	PERFORMANCE INDICATOR 0 - 9
Indicator 1: Transition Services			<b>OVERALL AVERAGE SCORE FOR PROGRAM</b>		
Indicator 2: Assessment and Planning			<i>The score for contract management indicator 8 does not affect the overall average score for the program. It reflects the responsibility of the local school district.</i>		
Indicator 3: Curriculum and Instruction			Indicator 9: School District Monitoring, Accountability, and Evaluation		
Indicator 4: ESE and Related Services					
Indicator 5: Collaboration					
Indicator 6: Educational Personnel Qualifications					
Indicator 7: Professional Development and Teacher Retention					
Indicator 8: Learning Environment and Resources			A corrective action plan (CAP), as required by Rule 6A-6.05281(10), FAC: <input type="checkbox"/> is not required. <input type="checkbox"/> is required.		

**Florida Department of Education  
Bureau of Exceptional Education and Student Services  
Juvenile Justice Educational Enhancement Program**

**METHODS**

<b>Persons Interviewed</b>	<input type="checkbox"/> Lead Educator for <b>Self-Report</b> Pre-Review Telephone <b>Interview</b> <input type="checkbox"/> School District Contact for <b>Self-Report</b> Pre-Review Telephone <b>Interview</b>	<b>Persons Interviewed On Site</b>	<input type="checkbox"/> Facility Director <input type="checkbox"/> School District Contact <input type="checkbox"/> Lead Educator <input type="checkbox"/> Registrar	<input type="checkbox"/> ESE Coordinator <input type="checkbox"/> ESE Consultant	___ Teacher(s) (# of) ___ Teacher Aide(s) (# of)	___ Guidance/Advising Persons (# of) ___ Students (# of)	<b>Others:</b>
<b>Documents Reviewed</b>	<input type="checkbox"/> Previous Year's QA Review Report <input type="checkbox"/> Previous Year's CAP <input type="checkbox"/> Self-Report Data Survey <input type="checkbox"/> Cooperative Agreement <input type="checkbox"/> Purchase Service/Operating Contract <input type="checkbox"/> Quarterly Expenditure Report <input type="checkbox"/> Most Recent Program Evaluation Materials	<input type="checkbox"/> Educational Policies & Procedures <input type="checkbox"/> Faculty Meeting Agendas <input type="checkbox"/> Community Support Documents <input type="checkbox"/> Volunteer Log	<input type="checkbox"/> Annual School Calendar <input type="checkbox"/> Bell Schedule <input type="checkbox"/> Class Schedules <input type="checkbox"/> Class Attendance Rosters <input type="checkbox"/> Curriculum Documents	<input type="checkbox"/> Teacher Lesson Plans <input type="checkbox"/> Student Work Folders <input type="checkbox"/> Guidance Forms <input type="checkbox"/> Inservice Training Records <input type="checkbox"/> Personnel Files	___ Current Student Educational Files (# of) ___ Closed Student Educational Files (# of) ___ Closed DJJ Commitment Files (# of)	<b>Others:</b>	
<b>Observations</b>	___ Classroom(s) (# of)     ___ Treatment Team Meeting(s) (# of)		<b>Others:</b>				

**SUMMARY**

The findings in this report are based on interviews, observations, and a review of documentation.



**2006 Educational Staff Information - NOTHING ON THIS FORM MAY BE LEFT BLANK**

This is also a work form for QA.

The data collected will assist you in rating Indicator 9 for Residential and Day Treatment Programs and Indicator 6 for Detention Centers.

School Name: [redacted]

District-School #: [redacted]

Date of Review: [redacted]

Reviewer: [redacted]

Max Periods Taught Per Day: [redacted] Block Scheduling: Yes  No

Include teachers and on-site education support/administration (Lead Educator, Principal/ Assistant Principal, ESE and Guidance).

**For the Duties field: Enter 'Primary', 'Yes,' or 'No' on every line. Each person MUST have one primary (and only one primary). For Admin (A), ESE (E), and Guidance (G), any time amount over 5% enter 'yes,' then determine if 'primary.' Teaching (T) one class or more enter 'yes' or 'primary.' If the instructor does not have an SOE but has submitted an application for one, mark "SOE" as the certification type.**

Teacher Information		Names of all <i>credit bearing</i> classes taught. Specify whether each course is high school, middle school, or both. List vocational areas and additional subjects taught in bottom box.	Duties: See methodology for directions	Specific Area(s) of Certification AND Type of Certification Under 'Coverage of Certification,' for ESE specialties, choose ESE in drop-down menu, and specify specialty in bottom box. Under 'Type of Certification,' if Expired, indicate type of Expired Certificate in bottom box. If Certification is vocational, list vocational area in the appropriate field.		Years of Prof. Experience (Teaching, ESE, Guidance, or Admin)	F/T or P/T employment with this <i>specific</i> program
Last Name: [redacted] First Name: [redacted]		1) ... <input type="checkbox"/> Elem/M.S. <input type="checkbox"/> H.S. <input type="checkbox"/> All levels <input type="checkbox"/> S/C ESE	T= [redacted]	Coverage of Certification	Type of Certification	Total Years F/T professional Teaching/ESE/ Admin/Guidance Years: [redacted]	FT <input type="checkbox"/> PT <input type="checkbox"/>
<input type="checkbox"/> Male <input type="checkbox"/> Female	# periods taught daily: [redacted]	2) ... <input type="checkbox"/> Elem/M.S. <input type="checkbox"/> H.S. <input type="checkbox"/> All levels <input type="checkbox"/> S/C ESE	A= [redacted]	1) ...		Total Years and Months at this program : Years: [redacted] Months: [redacted]	
Degree Area(s) BA/BS: [redacted] MA/MS [redacted] Advanced Master's/Ed.S: [redacted] Ph.D/Ed.D: [redacted] None: [redacted]		3) ... <input type="checkbox"/> Elem/M.S. <input type="checkbox"/> H.S. <input type="checkbox"/> All levels <input type="checkbox"/> S/C ESE	E= [redacted]	2) ... 3) ...			
Ethnicity [redacted] Age [redacted]		4) ... <input type="checkbox"/> Elem/M.S. <input type="checkbox"/> H.S. <input type="checkbox"/> All levels <input type="checkbox"/> S/C ESE		4) ...			
Extra Classes: [redacted]		5) ... <input type="checkbox"/> Elem/M.S. <input type="checkbox"/> H.S. <input type="checkbox"/> All levels <input type="checkbox"/> S/C ESE	G= [redacted]	Additional Teaching Certification Coverages: [redacted]			
Career or Other Classes [redacted]		6) ... <input type="checkbox"/> Elem/M.S. <input type="checkbox"/> H.S. <input type="checkbox"/> All levels <input type="checkbox"/> S/C ESE		HOUSSE Coverages: [redacted]			

## INDIVIDUAL-LEVEL DATA SOURCES

### Data Acquisition and Sources

During the course of its ongoing research activities, the Juvenile Justice Educational Enhancement Program (JJEPP) obtains individual-level data from a number of sources each year. These data provide the basis from which to evaluate aggregate student performance in relation to various demographic and program characteristics and to assist in the specification of facility and student outcomes (i.e., credits earned, pupil progression, diplomas earned, return to school, and school attendance) and continuation of delinquency (e.g., arrest). The individual-level data used for research are obtained from the following sources:

- Department of Education (DOE) Survey 5
- Florida Department of Law Enforcement (FDLE)
- Florida Department of Corrections (FDOC)
- Florida Education and Training Placement Information Program (FETPIP)

The content of the submissions from each of these data sources is discussed below.

#### DOE Survey 5

Survey 5 contains a variety of reporting formats, but JJEPP's research initiatives are based on information contained in the following:

- Student Demographics
- Attendance
- Disciplinary Referral
- Dropout Prevention
- End-of-Year Status
- Exceptional Student Education (ESE) Status
- Transcript
- Entry/Exit Academic Assessment Testing

#### FDLE

FDLE is the source of arrest data for the measurements of the number of prior and post-release arrests as well as the severity of the crimes committed. A formal data sharing agreement was established with FDLE's Statistical Analysis Center (SAC). JJEPP supplies the SAC with a dataset of the FY2000-01 cohort, which contains offender identifiers, including: last name, first name, middle initial, sex, race, date of birth, and (when available) social security number (SSN).

Using these identifiers, the SAC matches the cohort to FDLE's Computerized Criminal History (CCH) database to extract all arrest records for any offender who is in both datasets. Only cases that match on an appropriate number and type of identifiers were retained as legitimate matches.

Arrest events with multiple charges are counted as one arrest. The types of arrest charges reported to FDLE include all arrests submitted by local law enforcement agencies through booking and fingerprinting in local jails and juvenile assessment centers in accordance with *Section 943.051, Florida Statutes (F.S.)*.

For additional information on the types of offenses and arrest information collected by FDLE please visit their Web site at <http://www.fdle.state.fl.us/>.

## **FDOC**

FDOC data include all offenders' identification information and all sentencing events in its Offender-Based Information System (OBIS). To determine if, and when, the Florida Department of Juvenile Justice (DJJ) releases in the FY2000-01 cohort had been sentenced to prison subsequent to release, it is necessary to match the cohort cases to the FDOC offender identification information. The identifiers used included last name, first name, middle initial, date of birth, sex, race, and SSN. Various combinations of these identifiers are tested for matching accuracy; only in those cases where there is a high degree of confidence that the youth in the cohort is, in fact, the same offender in the FDOC data, is it determined that a valid match has been obtained.

For those cohort cases that match to the FDOC identification data, the FDOC offender identification number is used to match to the FDOC sentencing data to determine whether these youths had a prison sentencing date after their DJJ release dates. If so, the DJJ release dates are retained as part of the cohort data and used to create indicators to determine whether the youths had been sentenced to prison and the length of time from DJJ release to a prison commitment.

## **FETPIP**

The data used to determine whether DJJ releases are employed is obtained from FETPIP. The SSNs of the FY2000-01 release cohort are shared with FETPIP as part of a data sharing agreement and were used to match to the quarterly employment data in their repository. Only employment records of those with SSNs that have been verified by the Social Security Administration are retained by FETPIP; therefore, if a youth provided an invalid SSN and was employed, there would be no match between the two datasets. Consequently, the number of employed youths reported may be an under representation of the actual number employed.

For those youths who have employment records, FETPIP supplied data on each year and quarter they were employed and their job code. The average salary earned during each quarter of employment was also part of the data FETPIP shared with JJEPP. In addition, military enlistment and college enrollment in four-year, two-year, and private Florida institutions are also obtained from FETPIP.

## **Creating a Cohort**

Data for cohorts are selected using the school number from DOE Survey 5 data for a given year. Using the Master School ID list as well as the expertise of JJEPP staff, all juvenile justice residential commitment programs are identified by school number and selected from the Survey 5 Attendance File for FY 2000-01. This excludes any students who had earned diplomas prior to entering the juvenile justice program because they are not included in the

DOE data. Once identified, the cohorts were further reduced to only those youths who are released from their programs during the school year in question, based on withdrawal code and withdrawal date.

- Data obtained from DOE arrive in separate formats--Student Demographics, Attendance, Disciplinary Referral, End-of-Year Status, ESE Status, and Transcript--which must be *linked* together and later *matched* to other data sources, such as FDLE, FDOC, FETPIP, and JJEEP's own program-level quality assurance (QA) database.
- *Linking* within the DOE Survey 5 formats is done using student identification numbers (either SSN or an alias), school district, and school number.
- *Matching* to data sources outside DOE Survey 5 is done using SSNs and a combination of the students' names and dates of birth.
- Once data are grouped, linked, and matched, they may be summarized and analyzed.

Students may attend--and even be released from--more than one juvenile justice school within a given school year. In keeping with the notion of longitudinal follow-up, the *last* juvenile justice program from which the student was released is selected as the cohort record. Because follow-up analyses are calculated using release dates from the juvenile justice program, records with no release date are excluded. If a student's only DJJ record in the DOE Survey 5 demographic file is missing an exit date, that student cannot be retained in the cohort.

### **Widow and Orphan Records**

Occasionally, data in the demographic format may not have a corresponding record in the attendance format. Conversely, a student who might otherwise be selected for inclusion in the cohort may have a line in the attendance file but not have a corresponding record at the same school in the demographic file. These records are called "widow" and "orphan" records. Widow and orphan records were excluded from the cohorts.

All records that contain a release date prior to the entry date into the cohort record program are discarded. All subsequent records are used for follow-up analyses.

A cohort file is then matched to subsequent years' of DOE data to build a placement history spanning the entire period from release to the end of follow-up in order to ascertain short- and long-term outcomes. Cohorts are further refined by examining student withdrawal codes after being linked to the Survey 5 attendance format and matched to subsequent years. Records that can be identified as "rollovers" (i.e., students who appeared in the same school the following year with less than a two-week break or who were only gone during the summer semester and did not have any other attendance record at a different school in between) are removed from the analyses because they had not actually been released during the school year. Withdrawal codes are also helpful in making determinations regarding releases; however, because many records did not contain a withdrawal code, it could not be the sole metric used in making the determination.

## Tracking Student-Level Data Across Multiple Years

Only about two thirds of cases match from one year to the next in the Florida DOE Survey 5 demographic format.

Possible reasons why students may not be found in future Survey 5 data:

- Students obtained a high school diploma or its equivalent while committed to DJJ.
- Students may have left the state after their commitment.
- The local school district registrar never officially enrolled the student.
- The student's SSN or student identification (SID) number may have been reported incorrectly.
- The student died.
- The student dropped out of school.
- The student entered a private school.

Educational performance and outcomes are measured using the variables of return to school, arrest, attendance rate, employment, diplomas, credits earned, and pupil progression. Return to school is defined as whether a youth returned to a public, non-DJJ school following release. The measure of recidivism used is based on re-arrest and severity of offense using FDLE data.

Individual outcomes are also examined relative to the security levels of the program from which youths were released. The DJJ has a four-tier security and restrictiveness level system for its residential programs. In order of restrictiveness, the levels are as follows: low-risk residential, moderate-risk residential, high-risk residential, and maximum-risk residential/juvenile prisons. Day treatment programs often serve a mix of intensive probation, referral, prevention, and conditional release students. Because DOE student level data do not distinguish between these different types of youths served in day treatment programs, day treatment are excluded from the current cohorts.



Program Name	School District	Indicators												Standards				Program Mean
		1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	
<b>Residential</b>																		
Gulf Coast Youth Academy	Okaloosa	8	7	8	8	8	8	7	7	NA	NA	8	7	7.67	7.75	6.67	7	<b>7.40</b>
Pensacola Boys Base	Escambia	7	3	7	8	NA	9	7	NA	NA	NA	8	5	5.67	8.00	8.00	5	<b>7.13</b>
Dozier Training School for Boys	Washington	8	3	7	8	NA	8	7	NA	NA	NA	8	7	6.00	7.67	8.00	7	<b>7.13</b>
Pinellas Boot Camp	Pinellas	8	2	8	8	NA	8	8	NA	NA	NA	8	5	6.00	8.00	7.50	5	<b>7.13</b>
Falkenburg Academy	Hillsborough	7	5	6	7	7	8	8	8	NA	NA	7	7	6.00	7.50	7.67	7	<b>7.10</b>
Polk Boot Camp	Polk	7	7	7	7	NA	7	7	NA	NA	NA	7	7	7.00	7.00	7.00	7	<b>7.00</b>
Hillsborough Academy (IRT)	Hillsborough	7	3	7	8	NA	7	8	NA	NA	NA	7	7	5.66	7.67	8.00	7	<b>7.00</b>
Jackson Juvenile Offender Correction Center	Washington	8	3	7	8	NA	8	7	NA	NA	NA	8	7	6.00	7.67	7.50	7	<b>7.00</b>
Lighthouse Care Center	Broward	7	3	7	8	NA	7	8	NA	NA	NA	8	7	5.67	7.67	7.50	7	<b>6.95</b>
Okaloosa Youth Academy	Okaloosa	7	3	7	8	NA	8	7	NA	NA	NA	8	8	5.67	7.67	7.50	8	<b>6.88</b>
Adolescent Substance Abuse Program	Okaloosa	7	3	7	7	NA	7	7	NA	NA	NA	7	7	5.67	7.00	6.50	7	<b>6.83</b>
Okaloosa Youth Development Center	Okaloosa	7	5	7	7	NA	7	7	NA	NA	NA	8	8	6.33	7.00	7.00	8	<b>6.75</b>
Camp E-Nini-Hassee	Pinellas	7	6	7	7	NA	7	6	NA	NA	NA	8	5	6.67	6.67	7.00	5	<b>6.75</b>
Britt Halfway House	Pinellas	7	4	7	7	7	7	7	7	NA	NA	7	7	6.00	7.00	7.00	7	<b>6.70</b>
Youth Environmental Services	Hillsborough	7	3	7	7	NA	8	8	NA	NA	NA	8	8	5.67	7.67	6.50	8	<b>6.63</b>
Avon Park Youth Academy	Polk	7	6	7	5	NA	8	6	NA	NA	NA	8	7	6.67	6.33	7.00	7	<b>6.63</b>

Program Name	School District	Indicators												Standards				Program Mean
		1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	
Residential		1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	
Walton Learning Center IHH	Walton	7	7	7	7	7	7	7	7	NA	NA	6	4	7.00	7.00	5.33	4	<b>6.50</b>
Walton Learning Center SHOP	Walton	7	7	7	7	7	7	7	7	NA	NA	6	4	7.00	7.00	5.33	4	<b>6.50</b>
Columbus Residential Facility	Hillsborough	7	5	4	7	7	7	7	7	7	7	6	7	5.33	7.00	6.75	7	<b>6.45</b>
Big Cypress Wilderness Institute	Collier	7	7	4	7	7	7	7	7	6	7	5	7	6.00	7.00	6.25	7	<b>6.45</b>
Stewart Marchman Oaks (Terrance and Lee Hall)	Volusia	6	7	5	7	6	5	7	5	8	6	7	5	6.00	6.25	6.50	5	<b>6.27</b>
Camp E-Tu-Makee	Pinellas	5	5	7	7	6	7	5	8	5	7	7	6	5.67	6.25	6.75	6	<b>6.27</b>
Bowling Green Youth Academy	Hardee	7	7	4	5	5	7	7	8	5	7	7	7	6.00	6.00	6.75	7	<b>6.27</b>
Milton Girls Juvenile Facility	Okaloosa	6	7	7	5	7	7	7	5	5	6	6	8	6.67	6.50	5.50	8	<b>6.18</b>
Desoto Correctional Facility	DeSoto	7	5	3	7	5	6	8	7	5	7	7	7	5.00	6.50	6.50	7	<b>6.09</b>
Orange Halfway House	Alachua	5	5	3	6	5	7	7	7	7	7	7	3	4.33	6.25	7.00	3	<b>6.00</b>
Vernon Place	Washington	7	7	4	5	6	7	7	5	7	7	4	7	6.00	6.25	5.75	7	<b>6.00</b>
Sarasota YMCA Character House	Sarasota	4	5	6	7	7	7	7	8	5	5	5	3	5.00	7.00	5.75	3	<b>6.00</b>
Stewart Marchman Pines Halfway House	Volusia	5	4	5	7	6	5	7	5	8	6	7	3	4.67	6.25	6.50	3	<b>5.91</b>
West Florida Wilderness Institute	Holmes	7	5	5	5	5	7	7	7	5	7	5	3	5.67	6.00	6.00	3	<b>5.91</b>

Program Name	School District	Indicators												Standards				Program Mean
		1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	
<b>Residential</b>																		
Broward Intensive Halfway House	Broward	7	5	7	7	5	5	7	7	5	5	4	3	6.33	6.00	5.25	3	<b>5.82</b>
Desoto Dual Diagnosis Facility	DeSoto	7	7	7	4	3	5	7	7	5	7	5	6	7.00	4.75	6.00	6	<b>5.82</b>
Polk Halfway House	Polk	5	7	4	6	4	7	6	5	5	7	7	7	5.33	5.75	6.00	7	<b>5.73</b>
Three Springs of Daytona	Volusia	5	4	4	7	4	7	5	7	8	7	5	3	4.33	5.75	6.75	3	<b>5.73</b>
Duval Halfway House	Duval	6	5	4	6	7	5	7	5	6	7	4	3	5.00	6.25	5.50	3	<b>5.64</b>
San Antonio Boys Village	Pasco	6	7	5	4	5	7	7	7	5	5	4	6	6.00	5.75	5.25	6	<b>5.64</b>
Volusia Halfway House	Volusia	7	5	5	5	4	7	6	5	7	5	6	6	5.67	5.50	5.75	6	<b>5.64</b>
SAGO PALM - Pahokee Youth Development Center	Palm Beach	5	5	7	5	7	6	7	4	6	7	3	3	5.67	6.25	5.00	3	<b>5.64</b>
First Step III Halfway House (First Step II Halfway House)	Orange	7	5	3	7	5	7	6	5	5	7	4	3	5.00	6.25	5.25	3	<b>5.55</b>
STEP North (Nassau)	Nassau	4	5	7	7	5	6	6	7	4	5	5	1	5.33	6.00	5.25	1	<b>5.55</b>
Space Coast Marine Institute	Brevard	6	5	6	4	4	4	7	7	6	5	6	3	5.67	4.75	6.00	3	<b>5.45</b>
Dina Thompson Academy (Cannon Point)	Broward	7	3	7	5	6	4	7	3	6	7	4	3	5.67	5.50	5.00	3	<b>5.36</b>
Marion Juvenile Correctional Facility	Marion	7	7	5	4	3	7	7	5	3	5	6	7	6.33	5.25	4.75	7	<b>5.36</b>
Crossroads Wilderness Institute	Charlotte	7	5	4	7	4	4	3	6	5	7	7	3	5.33	4.50	6.25	3	<b>5.36</b>

Program Name	School District	Indicators												Standards				Program Mean
		1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	
<b>Residential</b>																		
Impact Halfway House	Duval	5	5	2	5	7	6	7	5	7	5	3	3	4.00	6.25	5.00	3	<b>5.27</b>
Bristol Youth Academy	Liberty	7	4	4	4	5	7	4	7	5	6	5	3	5.00	5.00	5.75	3	<b>5.27</b>
Bay Point - Kendall (Miami Halfway House)	Dade	7	5	4	7	4	5	2	7	5	6	6	3	5.33	4.50	6.00	3	<b>5.27</b>
Bay Point Schools - North	Dade	6	5	7	7	7	5	2	4	5	5	5	3	6.00	5.25	4.75	3	<b>5.27</b>
Santa Rosa Residential Facility	Santa Rosa	6	4	5	5	5	7	4	7	5	5	5	3	5.00	5.25	5.50	3	<b>5.27</b>
South Pines Academy	Broward	4	2	2	6	7	5	7	7	7	5	5	3	2.67	6.25	6.00	3	<b>5.18</b>
WINGS (Women in Need of Greater Strength)	Dade	4	6	3	7	4	5	5	7	5	6	5	3	4.33	5.25	5.75	3	<b>5.18</b>
Adolescent Residential Campus (Combined)	Osceola	5	5	3	7	2	7	5	5	6	6	5	3	4.33	5.50	5.50	3	<b>5.09</b>
Cypress Creek Academy	Citrus	6	5	4	4	3	7	6	7	4	5	5	3	5.00	5.00	5.25	3	<b>5.09</b>
Nassau Halfway House	Nassau	5	6	5	3	5	5	5	4	7	5	5	4	5.33	4.50	5.25	4	<b>5.00</b>
Eckerd Intensive Halfway House	Pinellas	4	5	5	5	5	5	5	6	5	5	5	5	4.67	5.00	5.25	5	<b>5.00</b>
Liberty Wilderness Crossroads Camp	Liberty	5	5	4	4	4	8	3	7	4	5	5	1	4.67	4.75	5.25	1	<b>4.91</b>
Peace River Outward Bound	DeSoto	7	2	7	6	6	6	2	6	4	6	2	2	5.33	5.00	4.50	2	<b>4.91</b>
Eckerd Youth Academy	Pinellas	4	4	4	5	4	7	6	6	5	6	3	2	4.00	5.50	5.00	2	<b>4.91</b>

Program Name	School District	Indicators												Standards				Program Mean
		1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	
<b>Residential</b>		1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	
Sawmill Academy for Girls	Leon	4	5	4	5	2	5	7	4	5	7	5	3	4.33	4.75	5.25	3	<b>4.82</b>
Eckerd Youth Challenge	Pinellas	6	5	7	4	2	5	7	5	3	4	5	3	6.00	4.50	4.25	3	<b>4.82</b>
Camp E-Kel-Etu	Pinellas	5	5	4	5	5	5	4	5	4	5	5	2	4.67	4.75	4.75	2	<b>4.73</b>
Blackwater STOP Camp	Santa Rosa	5	5	4	5	5	5	4	5	5	5	3	5	4.67	4.75	4.50	5	<b>4.64</b>
First Step Adolescent Service (Alachua Halfway House)	Alachua	4	1	2	6	7	5	7	5	5	5	4	3	2.33	6.25	4.75	3	<b>4.64</b>
Panther Success Center	Hamilton	4	5	3	5	4	7	5	5	3	5	5	4	4.00	5.25	4.50	4	<b>4.64</b>
Gulf and Lake Academy	Pasco	4	4	1	6	5	5	4	5	6	6	5	5	3.00	5.00	5.50	5	<b>4.64</b>
MATS Halfway House and Sex Offender Program	Manatee	4	7	4	5	3	6	7	3	4	4	4	2	5.00	5.25	3.75	2	<b>4.64</b>
Leslie Peters Halfway House	Hillsborough	5	4	4	5	3	3	7	5	5	7	2	4	4.33	4.50	4.75	4	<b>4.55</b>
Riverside Academy	Hillsborough	3	5	4	5	3	5	7	4	6	6	2	4	4.00	5.00	4.50	4	<b>4.55</b>
Marion Youth Development Center	Marion	6	7	3	4	4	5	5	4	3	5	4	6	5.33	4.50	4.00	6	<b>4.55</b>
JoAnn Bridges Academy	Madison	4	4	4	3	6	2	6	7	7	5	2	2	4.00	4.25	5.25	2	<b>4.50</b>
Withlacoochee Juvenile Residential Facility	Hernando	5	4	5	4	3	5	6	4	5	4	4	2	4.67	4.50	4.25	2	<b>4.45</b>
Wilson Youth Academy	Pasco	5	6	4	3	3	5	5	4	5	5	4	3	5.00	4.00	4.50	3	<b>4.45</b>
HOPE	Bay	7	5	4	4	0	7	5	5	4	4	3	2	5.33	4.00	4.00	2	<b>4.36</b>

Program Name	School District	Indicators												Standards				Program Mean
		1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	
<b>Residential</b>		1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	
Camp E-Ma-Chamee	Pinellas	5	5	5	4	5	4	4	5	4	5	1	2	5.00	4.25	3.75	2	<b>4.27</b>
Umatilla Girls Academy	Lake	5	6	3	5	4	5	2	4	6	5	2	3	4.67	4.00	4.25	3	<b>4.27</b>
Price Halfway House	Lee	5	4	3	5	5	4	3	4	5	5	3	1	4.00	4.25	4.25	1	<b>4.20</b>
Hastings Youth Academy	St. Johns	4	4	6	5	1	2	6	4	6	5	3	2	4.67	3.50	4.50	2	<b>4.18</b>
Monticello New Life Center	Jefferson	3	5	3	4	3	5	5	4	4	5	5	1	3.67	4.25	4.50	1	<b>4.18</b>
Forestry Youth Academy	Levy	4	4	2	4	1	7	6	5	4	5	4	2	3.33	4.50	4.50	2	<b>4.18</b>
Union Juvenile Residential Facility	Union	4	4	4	4	4	4	2	5	4	4	5	1	4.00	3.50	4.50	1	<b>4.00</b>
Mandala Adolescent Treatment Center	Pasco	4	5	4	5	3	1	5	5	4	5	2	2	4.33	3.50	4.00	2	<b>3.91</b>
Tiger Success Center	Duval	3	3	2	5	4	4	4	4	5	5	4	3	2.67	4.25	4.50	3	<b>3.91</b>
St. Johns Juvenile Residential Facility	St. Johns	4	4	2	5	3	5	3	3	6	5	2	3	3.33	4.00	4.00	3	<b>3.82</b>
Bay Point Schools - Main (West/Kennedy)	Dade	5	4	4	5	3	2	2	5	5	5	2	1	4.33	3.00	4.25	1	<b>3.82</b>
First Step Four (EXCEL Annex)	Seminole	4	4	4	4	2	5	2	5	2	4	5	1	4.00	3.25	4.00	1	<b>3.73</b>
Kissimmee Juvenile Correctional Facility (Three Springs)	Osceola	3	4	2	2	1	4	3	4	6	5	5	1	3.00	2.50	5.00	1	<b>3.55</b>
Escambia River Outward Bound	Escambia	4	6	4	4	1	1	7	2	3	5	2	3	4.67	3.25	3.00	3	<b>3.55</b>

Program Name	School District	Indicators												Standards				Program Mean
		1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	
<b>Residential</b>																		
Vision Quest Okeechobee - Warrington School	Okeechobee	4	4	2	4	2	4	2	5	4	5	3	1	3.33	3.00	4.25	1	<b>3.55</b>
GOALS	Seminole	4	7	2	3	2	4	1	4	4	3	4	1	4.33	2.50	3.75	1	<b>3.45</b>
Eckerd Youth Development Center (Okc. Boys School)	Washington	3	4	3	3	1	6	2	4	3	5	3	3	3.33	3.00	3.75	3	<b>3.36</b>
Vision Quest Okeechobee- Blue Water Full Circle Camp	Okeechobee	4	4	2	4	3	5	1	5	1	5	3	1	3.33	3.25	3.50	1	<b>3.36</b>
Florida Environmental Institute	Glades	1	3	1	3	3	4	1	5	5	5	5	1	1.67	2.75	5.00	1	<b>3.27</b>
Greenville Hills Academy	Madison	2	3	1	4	2	5	5	5	1	4	4	1	2.00	4.00	3.50	1	<b>3.27</b>
Okeechobee Juvenile Offender Correction Center	Okeechobee	3	2	4	4	2	2	2	4	3	5	4	2	3.00	2.50	4.00	2	<b>3.18</b>
Graceville Vocational Youth Center	Jackson	1	4	0	4	1	4	1	4	5	5	2	2	1.67	2.50	4.00	2	<b>2.82</b>
Sabal Palm School (Polk YDC)	Polk	1	4	2	3	2	4	2	3	3	4	3	2	2.33	2.75	3.25	2	<b>2.82</b>
Grove Unique Youth Services (Excel Alternatives-Guys)	Seminole	2	4	2	1	1	1	1	3	1	1	2	1	2.67	1.00	0.57	1	<b>1.72</b>

## Amended Appendix B-2 QA Review Scores for Each Indicator, Standard, and Overall Mean Scores for Day Treatment Programs

Program Name	School District	Indicators													Standards				Program Mean
Day Treatment		1	2	3	4	5	6	7	8	9	10	11	12	13	1	2	3	4	
PACE Volusia-Flagler	Volusia	8	7	8	8	7	7	7	8	NA	NA	8	7	7	7.67	7.25	7.25	7	7.36
PACE Orange	Orange	7	7	7	7	6	7	7	7	NA	NA	7	7	7	7.00	6.75	6.75	7	6.82
PACE Duval	Duval	7	7	7	7	7	7	7	7	NA	NA	6	7	7	7.00	7.00	6.25	7	6.73
PACE Broward	Broward	8	3	8	6	NA	7	8	NA	NA	NA	7	8	7	6.33	7.00	6.67	7	6.67
PACE Alachua	Alachua	8	6	8	5	7	8	3	8	7	5	7	7	7	7.33	5.75	6.80	7	6.58
PACE Manatee	Manatee	7	7	2	8	7	8	4	8	7	8	6	7	5	5.33	6.75	7.20	5	6.58
PACE Marion	Marion	8	7	3	8	7	7	5	8	NA	NA	7	7	7	6.00	6.75	6.75	7	6.55
Boley Young Adult Program	Pinellas	7	4	6	7	6	7	6	7	6	6	7	6	3	5.67	6.50	6.40	3	6.25
PACE Immokalee	Collier	5	5	3	7	5	7	8	8	5	7	8	7	6	4.33	6.75	7.00	6	6.25
Dade Marine Institute - North	Dade	7	6	7	5	5	6	8	7	5	5	7	7	7	6.67	6.00	6.20	7	6.25
PACE Escambia	Escambia	7	6	5	5	7	7	5	5	5	7	7	7	7	6.00	6.00	6.20	7	6.08
Tallahassee Marine Institute	Leon	7	7	7	5	4	6	7	4	7	5	5	7	3	7.00	5.50	5.60	3	5.92
PACE Hillsborough	Hillsborough	7	4	3	7	5	7	4	7	4	7	7	7	7	4.67	5.75	6.40	7	5.75
Gulf Coast Marine Institute - South	Sarasota	6	5	6	5	4	5	7	6	5	5	5	7	3	5.67	5.25	5.60	3	5.60
PACE Lower Keys	Monroe	7	4	5	6	4	7	6	6	4	5	5	7	6	5.33	5.75	5.40	6	5.50
Emerald Coast Marine Institute	Okaloosa	7	5	5	5	3	4	7	5	6	5	4	7	3	5.67	4.75	5.40	3	5.25
PACE Polk	Polk	6	5	4	5	4	7	4	7	5	5	4	7	3	5.00	5.00	5.60	3	5.25
Dade Marine Institute - South	Dade	5	5	5	5	3	4	7	7	4	5	5	7	3	5.00	4.75	5.60	3	5.20
PACE Leon	Leon	7	5	2	4	2	7	7	4	5	7	4	7	3	4.67	5.00	5.40	3	5.08
Jacksonville Youth Center	Duval	5	4	3	7	2	5	4	5	5	5	7	7	1	4.00	4.50	5.80	1	4.92
Rainwater Center for Girls	Brevard	5	3	4	4	3	5	6	7	4	5	6	6	6	4.00	4.50	5.60	5	4.83
Program Name	School District	Indicators													Standards				Program



																			Mean
Day Treatment		1	2	3	4	5	6	7	8	9	10	11	12	13	1	2	3	4	
Jacksonville Marine Institute - East	Duval	2	4	4	5	5	4	4	7	5	5	7	6	2	3.33	4.50	6.00	2	4.83
PACE Dade	Dade	5	4	3	5	4	5	NA	4	6	6	6	5	2	4.00	4.67	5.40	2	4.82
Panama City Marine Institute	Bay	7	5	5	3	2	4	7	6	1	6	4	6	3	5.67	4.00	4.60	3	4.67
New Port Richey Marine Institute	Pasco	3	4	3	4	5	5	2	6	6	5	5	7	3	3.34	4.00	5.80	3	4.58
Gulf Coast Marine Institute - North	Manatee	4	4	5	1	5	6	4	6	4	5	4	5	2	4.33	4.00	4.80	2	4.42
Silver River Marine Institute	Marion	7	5	4	5	2	5	1	5	1	5	4	7	3	5.33	3.25	4.40	3	4.25
Orlando Marine Institute	Orange	7	4	7	3	3	4	5	4	4	4	2	3	2	6.00	3.75	3.20	3	4.08
Tampa Marine Institute	Hillsborough	5	3	4	4	4	5	4	4	1	5	4	5	3	4.00	4.25	3.80	3	4.00
Southwest Florida Marine Institute	Lee	4	4	4	4	1	4	5	5	4	4	2	7	2	4.00	3.50	4.40	2	4.00
PACE Palm Beach	Palm Beach	1	4	2	4	4	4	6	3	3	5	5	7	3	2.33	4.50	4.60	3	4.00
Eckerd Leadership Program	Pinellas	2	1	1	3	4	3	5	4	4	5	2	5	2	1.33	3.75	4.00	2	4.00
Palm Beach Marine Institute	Palm Beach	4	5	4	3	3	5	4	4	2	4	3	5	3	4.33	3.75	3.60	3	3.83
PACE Treasure Coast (St. Lucie)	St. Lucie	5	4	2	5	5	3	2	4	3	4	3	5	1	3.67	3.75	3.80	1	3.75
Florida Ocean Science Institute	Broward	2	4	1	3	2	4	4	2	4	4	4	5	3	2.33	3.25	3.80	3	3.42
PACE Upper Keys	Monroe	3	1	1	5	3	4	5	3	3	4	4	4	4	1.67	4.25	3.60	4	3.33
Escambia Bay Marine Institute	Escambia	4	3	4	3	2	4	1	4	1	4	4	4	2	3.67	2.50	3.40	2	3.16
Gainesville Wilderness Institute	Alachua	1	1	1	3	1	3	1	2	2	1	1	3	1	1.00	2.00	1.80	1	1.60

Program	School District	Indicators									Standards				Program Mean
		1	2	3	4	5	6	7	8	9	1	2	3	4	
Detention		1	2	3	4	5	6	7	8	9	1	2	3	4	
Bay Detention Center	Bay	8	7	8	7	NA	NA	NA	8	7	7.50	7.50	8.00	7	7.67
Hillsborough Detention Center - East	Hillsborough	7	7	7	7	7	8	6	7	7	7.00	7.00	7.00	7	7.00
Collier Detention Center	Collier	8	6	7	7	NA	NA	NA	8	7	7.00	7.00	7.00	7	7.00
Monroe Detention Center	Monroe	7	7	7	7	8	NA	NA	8	7	7.00	7.00	7.00	7	7.00
Pasco Detention Center	Pasco	7	7	7	7	NA	NA	NA	7	7	7.00	7.00	7.00	7	7.00
Seminole Detention Center	Seminole	7	5	6	8	7	NA	NA	7	7	6.00	7.00	7.67	7	7.00
Brevard Detention Center	Brevard	6	7	8	6	8	7	7	6	6	6.50	7.00	7.00	6	6.88
Okaloosa Detention Center	Okaloosa	7	7	7	7	NA	NA	NA	7	6	7.00	7.00	6.50	6	6.83
Polk Detention Center	Polk	7	7	7	7	7	NA	NA	7	7	7.00	7.00	6.33	7	6.71
Volusia Detention Center	Volusia	7	7	6	8	6	NA	NA	5	7	7.00	7.00	6.00	7	6.57
St. Lucie Detention Center	St. Lucie	7	7	6	7	NA	NA	NA	5	7	7.00	6.50	6.00	7	6.50
Marion Detention Center	Marion	7	3	7	7	7	7	5	7	7	5.00	7.00	6.50	7	6.25
Broward Detention Center	Broward	7	3	7	8	6	6	7	4	6	5.00	7.50	5.75	6	6.00
Manatee Detention Center	Manatee	4	5	6	7	6	7	7	6	5	4.50	6.50	6.50	5	6.00
Osceola Detention Center	Osceola	4	7	5	6	7	6	7	4	5	5.50	5.50	6.00	5	5.75
Hillsborough Detention Center - West	Hillsborough	4	4	5	7	7	6	7	5	5	4.00	6.00	6.25	5	5.62
Orange Detention Center	Orange	7	3	6	5	5	7	7	4	7	5.00	5.50	5.75	7	5.50
Pinellas Detention Center	Pinellas	4	4	7	6	5	6	7	5	5	4.00	6.50	5.75	5	5.50
Duval Detention Center	Duval	4	5	6	7	5	5	6	5	5	4.50	6.50	5.25	5	5.38
Southwest Florida Detention Center	Lee	7	3	6	2	5	8	7	5	5	5.00	4.00	6.25	5	5.38
Escambia Detention Center	Escambia	5	3	5	7	5	7	7	3	5	4.00	6.00	5.50	5	5.25
St. Johns Detention Center	St. Johns	5	3	3	6	7	6	7	5	6	4.00	4.50	6.25	6	5.25
Dade Detention Center	Dade	7	2	6	7	5	7	6	2	7	4.50	6.50	5.00	7	5.25
Palm Beach Detention Center	Palm Beach	4	2	4	7	4	8	6	2	3	3.00	5.50	5.00	3	4.63
Leon Detention Center	Leon	3	3	3	6	4	7	5	5	4	3.00	4.50	5.33	4	4.50
Alachua Detention Center	Alachua	4	2	5	5	3	6	4	6	5	3.00	5.00	4.75	5	4.38



**2006  
Educational  
Quality Assurance Standards  
for  
RESIDENTIAL COMMITMENT PROGRAMS**

**Educational Standard One: Transition**

Indicator 1: Transition Services

Indicator 2: Testing and Assessment

Indicator 3: Student Planning

**Educational Standard Two: Service Delivery**

Indicator 4: Academic Curriculum and Instruction

Indicator 5: Reading Curriculum and Instruction

Indicator 6: Employability and Career Education Curriculum  
and Instruction

Indicator 7: ESE and Related Services

**Educational Standard Three: Educational Resources**

Indicator 8: Collaboration

Indicator 9: Educational Personnel Qualifications

Indicator 10: Professional Development and Teacher Retention

Indicator 11: Learning Environment and Resources

**Educational Standard Four: Contract Management**

Indicator 12: School District Monitoring, Accountability, and Evaluation

## Indicator 1: Transition Services

### Intent

The expected outcome of this indicator is that the juvenile justice school assists students with reentry into community, school, and/or work settings through guidance and transition services.

### Process Guidelines

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program has transition activities that include

- 1.1** enrolling students, upon entry into the educational program, into the school district MIS and developing appropriate course schedules based on a review of past records, entry assessments, and student progression requirements. Documented requests for the most current student educational records must be made within five days of student entry into the facility. (Records requested should include the most current transcripts, individual student academic plans, withdrawal forms, 504 plans, and ESE records. Follow-up requests should be made and documented in a timely manner.)
- 1.2 advising students with regard to their abilities and aptitudes, educational and occupational opportunities, personal and social adjustments, diploma options, and post-secondary opportunities, and communicating to students their educational status and progress
- 1.3 documenting that an educational representative who is familiar with the students' performance participates in student exit staffings or transition meetings and assists students with successful transition to their next educational or career/technical placements
- 1.4 soliciting and documenting participation from parents, families, and representatives from the communities to which students will return that is focused on transition planning and activities and in the transition exit staffing (Transition services for "in-county" students should include contacting the receiving school, meeting with a school representative [if possible], and ensuring students' successful transition back to in-county schools.)
- 1.5 documenting transmittal of the educational exit packet to the persons responsible for post-placement services (i.e., receiving school, conditional release, school district transition specialist, appropriate school representative, parent, or JPO) prior to or by the time of exit. (The exit packet shall include, at a minimum, a cumulative transcript [including those credits earned prior to and during commitment], a school district withdrawal form that includes numerical grades in progress from the program, a current IEP and/or IAP, the exit plan, and copies of any vocational certificates and diplomas earned at the program.)

**Benchmarks 1.2 and 1.4 are not applicable to programs that only serve students for less than 40 calendar days.**

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review student educational files, closed commitment files, educational exit packets, records requests, MIS enrollment, course schedules, prior records, documented transmittal of records (e.g., fax or mail receipts), AIPs, IAPs, transition plans, and other appropriate documentation
- interview transition specialist, registrar, guidance counselors, treatment team members, other appropriate personnel, and students.

## Clarification

When the program does not have on-site access to the management information system (MIS), record requests for in-county student records should be documented. Fax transmittal receipts should be retained to document records requests. Required educational records include records requests; transcripts; withdrawal forms; ESE records, including IEPs; AIPs; individual academic plans (IAPs); entry and exit assessments; and school district course schedules. Electronic files of educational records maintained on site that contain required educational information are acceptable. Withdrawal grades should be averaged into current semester grades from the program. Out-of-county records should be requested through multiple sources, such as FASTER, the student's probation officer, detention centers, the previous school district, and/or the student's legal guardian.

All students should have easy and frequent access to guidance/advising services, and these services should be aligned with transition and treatment activities. Guidance activities should be based on the *Florida Course Code Directory and Instructional Personnel Assignments*, the school district's student progression plan, state and districtwide assessments, and requirements for high school graduation, including all diploma options and post-commitment career and technical educational options. Students will be expected to have knowledge of their credits, grade levels, and diploma options to verify that individuals who are delivering guidance services are communicating this information to students. Students working to obtain a GED diploma should receive counseling that explains this diploma option's benefits and limitations.

The student, a parent, and an educational representative should be present at all transition meetings or exit staffings and participate in the development of the student's exit plan. If a parent cannot attend, participation via telephone or e-mail is permissible. Parents should be informed about their child's needs before the student exits back to the home, school, and community. Documentation of communication with the parent should be available. Educational personnel and treatment staff members who coordinate the solicitation of parent, family, and community member participation in transition activities should retain documented evidence of invitation letters and/or other appropriate documentation.

The program should retain evidence that all required information is being transmitted to parties responsible for the student's next educational placement. This evidence may include MIS transmittal of transcripts for in-county students, complete closed commitment files, signatures of JPOs on receipts of educational information, parents' signatures, facsimile receipts, and/or certified mail receipts of educational information. For students who are transferred to another DJJ commitment facility, educational exit packets must be transmitted to that facility at the time of exit. When the next educational placement for a student has not been determined, the program should make every effort (including contacting the receiving school district's transition coordinator and the student's JPO) to identify the most appropriate setting for the student's continuing educational development, including an alternative educational placement. For more information, please refer to *Transition Guidebook for Educational Personnel in Juvenile Justice Programs* ([jjeep.org/docs.htm#taps](http://jjeep.org/docs.htm#taps)). **School districts' transition contact information can be obtained at [jjeep.org/transition](http://jjeep.org/transition) contacts. It is each school district's responsibility to inform JJEEP via email at [jjeep@jjeep.org](mailto:jjeep@jjeep.org) if their district contact person's information has changed.**

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 2: Testing and Assessment**

### **Intent**

The expected outcome of this indicator is that entry assessments are used to diagnose students' academic, career, and technical strengths, weaknesses, and interests to address the individual needs of the students and that exit assessments and state assessments are used to evaluate the performance of students in juvenile justice schools.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program has testing and assessment practices that include

- 2.1** entry assessment using the common assessment for reading, writing or language arts, and mathematics that is administered within five school days of student entry into the facility and is used for diagnostic and prescriptive purposes
- 2.2 career and technical aptitude assessments and/or career interest surveys that are administered within five school days of student entry into the facility and are used to enhance employability, career, and technical instruction
- 2.3 student participation in the state assessment program (FCAT or alternate assessment for students who meet exemption criteria as identified on students' individual plans)
- 2.4 exit assessment using the common assessment instrument used for reading, writing or language arts, and mathematics. (Scores are provided to the school district for MIS reporting.) **An exit assessment is only required for students enrolled in the program for 45 or more school days.**

**Benchmarks 2.2 and 2.4 are not applicable to programs that only serve students for less than 40 calendar days.**

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review student educational files, assessment tests, MIS records, and other appropriate documentation
- interview personnel responsible for testing procedures, other appropriate personnel, and students
- verify that the assessments used are appropriate for the areas to be assessed and for the ages and grade levels of the students.

## Clarification

When DOE determines a new statewide assessment, programs should acquire the selected assessment to assess all students. Prior to the common assessment being identified, programs should continue to administer entry and exit assessments that are reportable to the DOE. Programs may use prior assessment results from detention centers, assignment centers, or prior commitment when those results are recent according to the administrative guidelines of the instrument used, are determined by instructional personnel to be accurate, and are the same instruments used at the current program. Assessment measures shall be appropriate for the student's age, grade, language proficiency, and program length of stay and shall be nondiscriminatory with respect to culture, disability, and socioeconomic status. All academic assessments must be administered according to the test publisher's guidelines. Students under the age of 12 are not required to complete a vocational assessment. All students should be exit tested using the common assessment regardless of the assessment used at entry. Unanticipated transfers should be documented to indicate that exit testing was not possible.

To diagnose student needs and measure student progress accurately, academic assessments should be aligned with the program's curriculum and administered according to the publisher's administrative manual. Instructional personnel should have access to assessment results and records in student files and be well informed about the students' needs and abilities. For additional information, please refer to *A Guide to Test Instruments for Entry and Exit Assessment in Florida Department of Juvenile Justice Educational Programs* ([www.firn.edu/doe/commhome/drophome.htm](http://www.firn.edu/doe/commhome/drophome.htm)).

Career and technical assessments are used to determine students' career interests and assess their career and technical aptitudes. These assessments also should be used to determine student placement in career and technical programming, when appropriate, and to set student goals and guide students in future career decision making.

Programs are responsible for ensuring that all students participate in FCAT testing. School districts are responsible for submitting results to the Florida Department of Education. Juvenile justice educational programs should work with their school district's accountability coordinator and MIS office to review enrollment and state assessment results in preparation for reporting AYP data.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## Indicator 3: Student Planning

### Intent

The expected outcome of this indicator is that academic and transition planning is designed and implemented to assist students in maximizing academic achievement and experiencing successful transition back to school and the community.

### Process Guidelines

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program has individual student planning activities that include

- 3.1** developing written IAPs for all non-ESE students within 15 school days of entry into the facility that include specific, measurable, and individualized long-term goals and short-term instructional objectives, identified remedial strategies, and a schedule for determining progress for reading, writing, math, and career/technical areas. (IAPs should be age and grade appropriate based on entry assessments, past records, and post-placement goals for academic and career/technical areas.)
- 3.2** developing IEP goals and objectives that directly relate to the student's identified academic and/or behavioral deficiencies and needs
- 3.3** reviewing students' IAPs and IEPs (as appropriate) during treatment team meetings or other formal meetings by an educational representative to determine progress toward achieving their goals and objectives and revising IAPs when needed
- 3.4** developing an age-appropriate educational exit transition plan (completed with input from an educational representative at final exit staffing) for each student that identifies (with accurate and current educational information), at a minimum, desired diploma option, anticipated next educational placement, post-release educational plans, aftercare provider, job/career or career and technical training plans, and the parties responsible for implementing the plan. (Copies of the plan will be provided to the responsible parties.)

**Benchmark 3.3 and specific IAP content requirements, including measurable short-term objectives are not applicable to programs that only serve students for less than 40 calendar days.**



## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review student educational files, 504 plans, AIPs, IAPs, IEPs, transition plans, treatment files, and other appropriate documentation
- interview instructional personnel, guidance personnel, transition personnel, other appropriate personnel, and students
- observe student exit staffings and treatment team meetings, when possible.

## Clarification

IAPs should document student needs and identify strategies that assist them in meeting their potential. Students should participate in the development and the revision of their IAPs. Long-term educational goals and short-term instructional objectives for non-ESE students may be found in each student's performance contract, treatment plan, IAP, or other appropriate documents. AIPs with specific goals for reading are required for all of Florida's public school students when it is determined that they are deficient in reading. IAPs required for all DJJ students or IEPs for ESE students may substitute for AIPs if they address all of the required components for reading. Career/technical objectives may include objectives for career awareness and exploration, employability skills, or hands-on career and technical benchmarks. IAPs, IEPs, and AIPs should document at least two objectives per goal. Instructional personnel should use IAPs, AIPs, and IEPs for instructional planning purposes and for tracking students' progress.

A schedule for determining student progress should be based on an accurate assessment, resources, and instructional strategies. Students performing at or above grade level must have appropriate goals and objectives on their IAPs; remedial strategies are not required for these students. Students who have high school diplomas or the equivalent are not required to have academic plans; however, these students' curricular activities must address their individual needs.

IEPs for students assigned to ESE programs should be individualized and include all information required by federal and state laws. IEPs should address behavioral and academic goals and objectives as appropriate. Instructional personnel should have access to IEPs.

The student and an educational representative should participate in treatment team meetings. Written documentation, including students' progress toward achieving their educational goals should be submitted to the treatment team members if an educational representative is unable to attend the meeting. Proper tracking and documentation of student progress may assist in offering performance-based education that will allow students performing below grade level the opportunity to advance to their age-appropriate placement. Unanticipated transfers should be documented to indicate that exit planning was not possible.

Parties responsible for implementing the transition plan may include the student's parents/guardians, juvenile probation officer, aftercare/conditional release counselor, zoned school personnel, and/or mentors. For more information or sample IAPs and exit plans, please refer to *Transition Guidebook for Educational Personnel in Juvenile Justice Programs* ([jjeep.org/docs.htm#taps](http://jjeep.org/docs.htm#taps)).

Programs that only serve students for less than 40 calendar days are required to develop student IAPs that include long-term goals for reading, writing, and math. Short-term instructional objectives, remedial strategies, and a schedule for determining progress are not required.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## Indicator 4: Academic Curriculum and Instruction

### Intent

The expected outcome of this indicator is that students have the opportunity to receive an education that focuses on their assessed educational needs and is appropriate to their future educational plans, allowing them to progress toward obtaining high school diplomas or the equivalent.

### Process Guidelines

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program offers academic curriculum and instruction through

- 4.1** elementary, middle, and secondary educational programs that address English/language arts, math, social studies, and science curricula as needed to address individual students' needs for student progression or high school graduation
- 4.2 required diploma options that include but are not limited to standard, special, GED, and GED Exit Option as appropriate
- 4.3 a year-round curriculum (including summer school course offerings that address individual student progression needs) designed to provide students with educational services through a substantial curriculum based on (a) curricular offerings that provide credit and the opportunity for student progression, (b) the *Florida Course Code Directory and Instructional Personnel Assignments*, (c) the course descriptions of the courses in which students are receiving instruction, and (d) the Florida Sunshine State Standards (FSSS)
- 4.4 individualized instruction and a variety of instructional strategies that are documented in lesson plans and demonstrated in all classroom settings; instruction that is based on IAPs and IEPs and students' academic levels in reading, writing, and mathematics in all content areas being taught; and a variety and balance of targeted and appropriate teaching strategies to accommodate students' learning styles (e.g., auditory, visual, kinesthetic, tactile).

**The requirements pertaining to GED, social studies, and science curricula are not applicable to programs that only serve students for less than 40 calendar days.**

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review student educational files, student work folders, course schedules, class schedules curriculum documents and materials, lesson plans, and other appropriate documentation
- interview instructional personnel, educational administrators, other appropriate personnel, and students
- observe educational settings, activities, and instruction.

## Clarification

Courses and activities should be age appropriate and based on the student's individual needs and post-placement goals. Programs should prepare the student so that he or she has the opportunity to obtain a high school diploma through his or her chosen graduation program. Intensive math, intensive English, and reading courses are for elective credit only. For students who have passed the state graduation test (FCAT), enrollment in these courses may not take the place of science and social studies courses. For students who are eligible to graduate but have not passed the FCAT, these courses may be offered instead of science and social studies.

GED preparation is different from the GED Exit Option. For appropriate use of the required GED Exit Option, refer to the DOE *GED Exit Option Procedure Manual*. GED courses may be integrated and/or modified to best suit the needs and interests of the students. GED preparation materials should be available for students preparing to take the GED examination.

A substantial curriculum will be used to meet state course descriptions and will not consist only of supplemental materials. The curriculum may be offered through a variety of scheduling options such as block scheduling, performance-based education, or offering courses at times of the day that are most appropriate for the program's planned activities. Programs must provide course credits or student progression leading toward high school graduation throughout the 250-day school year.

A curriculum with the same content must address multiple academic levels. Long-term goals and short-term instructional objectives in students' IAPs and IEPs should be used by all instructional personnel to assist in providing individualized instruction and educational services. Teachers should have knowledge of the content of their students' IEPs and/or IAPs.

Individualized instruction should include direct instruction (teacher-led instruction through explanation or modeling, followed by guided practice and independent practice) and be delivered in a variety of ways, including one-on-one instruction, computer-assisted instruction (CAI), thematic teaching, team teaching, experiential learning, cooperative learning, audio/visual presentations, lectures, group projects, and hands-on learning.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## Indicator 5: Reading Curriculum and Instruction

### Intent

The expected outcome of this indicator is that students with reading deficiencies are identified and provided with explicit reading instruction and services that address students' strengths, weaknesses, and abilities in the five construct areas of reading.

### Process Guidelines

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program provides reading instruction and services through

- 5.1 identifying students' who have reading deficiencies, based on scoring below level three on the FCAT or scoring two or more levels below grade placement on entry reading assessments and **enrolling these identified students in an intensive reading class**
- 5.2 placement testing, explicit reading instruction with progress monitoring, support services, and research-based reading curricula that are designed to address the reading goals and objectives outlined in the students' IAPs, AIPs, or IEPs, as outlined in the school district's comprehensive reading plan
- 5.3 giving students opportunities for reading practice and enrichment activities during the school day, as outlined in the school district's comprehensive reading plan
- 5.4 administering a diagnostic reading assessment(s) that addresses the five areas of phonemic awareness, phonics, fluency, vocabulary, and comprehension to students who are not progressing (based on progress monitoring data) in reading; modifying initial reading goals, objectives, and remedial strategies to address the specific areas of need identified by the diagnostic assessment(s), as outlined in the school district's comprehensive reading plan.

**Benchmarks 5.1, 5.2, and 5.4 are not applicable to programs that only serve students for less than 40 calendar days.**

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review the school district’s comprehensive reading plan, student educational files, assessment tests, MIS records, IAPs, AIPs, and other appropriate documentation
- interview personnel responsible for testing procedures, other appropriate personnel, and students
- observe educational settings, activities, and instruction
- verify that the assessments used are appropriate for the areas to be assessed and for the ages and grade levels of the student.

## Clarification

Students who are not identified with reading deficiencies should be provided opportunities for reading practice and enrichment activities in their regular English/language arts or reading curriculum. These services are evaluated under Indicator 4: Academic Curriculum and Instruction. Students should have frequent access to an abundant supply of leisure reading materials.

Middle and secondary students who score below grade level (scoring Level 1 or 2 on FCAT) should be placed in an intensive reading class. Students with serious reading problems, as determined by data, should be placed in intensive reading classes with extended time. Students with lesser deficiencies could be served through a 50-minute class period or, in some cases, a content class (such as science) taught by a teacher with the Reading Endorsement.

Reading goals and objectives are developed to address specific areas of need based on assessment data. These goals should include the intervention strategies and the methods and services that will be used to meet students’ reading goals.

Reading curricula should be age and grade appropriate, address the five areas of reading, have evidence that it is effective with at-risk populations, and follow the school district’s comprehensive reading plan. All reading plans must outline how the school district is planning to monitor the reading program. Explicit reading instruction must be provided and must include a variety of strategies to address the five areas of phonemic awareness, phonics, fluency, vocabulary, and comprehension, based on need and determined by valid and reliable assessments.

A research-based reading curriculum should

- consistently contain an instructional plan to deliver explicit instruction
- have a systematic scope and sequence
- provide systemic instruction
- be used by students who have construct deficiencies
- provide comparison studies with other programs addressing the same constructs
- provide plenty of practice.

A reading diagnostic assessment that addresses the five construct areas should be available to assess students with identified reading deficiencies when there has been little improvement in reading skill development after reading intervention strategies have been implemented. If a student is scoring at or above grade level on the phonics portion of the reading diagnostic assessment, the student does not have to be assessed for phonemic awareness deficiencies. For more information on reading diagnostic assessment, please refer to *Diagnostic Instruments Appropriate for Primary and Secondary Levels* ([www.firn.edu/doe/bin00014/progress/diagnostic.pdf](http://www.firn.edu/doe/bin00014/progress/diagnostic.pdf)).

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 6: Employability and Career Education Curriculum and Instruction**

### **Intent**

The expected outcome of this indicator is that students have the opportunity to acquire the skills necessary to transfer to a career and technical institution after release and/or obtain employment.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the standard and will be used to gather evidence when determining if the indicator's intent is being met.

Curricular activities demonstrated in educational settings for Type 1 programs are based on students' entry assessments, IAPs, and IEPs, and

- 6.1 address employability, social, and life skills on a year-round basis through courses or curricula that are based on state and school board standards, provide instruction in courses that are offered for credit, follow course descriptions, or are integrated into other courses already offered for credit
- 6.2 are delivered through individualized instruction and a variety of instructional strategies that are documented in lesson plans and demonstrated in all classroom settings
- 6.3 must address employability, social, and life skills instruction, and career exploration or the hands-on technical training needs of every student who has received a high school diploma or its equivalent.

Curricular activities demonstrated in educational settings for Type 2 programs are based on students' entry assessments, IAPs, and IEPs, and

- 6.4 provide all students with a broad scope of career exploration and prerequisite skill training based on students' abilities, interests, and aptitudes
- 6.5 offer instruction and courses for credit and follow course descriptions or career education course requirements.

Curricular activities demonstrated in educational settings for Type 3 programs are based on students' entry assessments, IAPs, and IEPs, and

- 6.6 provide access for all students, as appropriate, to hands-on career and technical training, career and technical competencies, and the prerequisites needed for entry into a specific occupation
- 6.7 offer instruction and courses for credit and follow course descriptions or career education course requirements.

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review student educational files, student work folders, course schedules, class schedules, curriculum documents and materials, lesson plans, and other appropriate documentation
- interview instructional personnel, educational administrators, other appropriate personnel, and students
- observe educational settings, classroom activities, and instruction.

## Clarification

This indicator addresses the requirements outlined in the DOE and DJJ *Interagency Plan for Career and Technical Education*.

For Type I programs, activities may be offered as specific courses, integrated into one or more core courses offered for credit, and/or provided through thematic approaches. Such activities as employability skills instruction and social skills instruction that are appropriate to students' needs; lesson plans, materials, and activities that reflect cultural diversity; and character education, health, life skills, self-determination skills, and fine or performing arts should be offered to assist students in attaining the skills necessary to make a successful transition back into community, school, and/or work settings. Courses and activities should be age appropriate. Courses in employability, social skills, and life skills include but are not limited to employability skills for youth; personal, career, and school development; peer counseling; life management skills; physical education; health; and fine arts.

Type 2 programs are expected to provide a curriculum that includes Type 1 program course content and addresses the areas described in this indicator. Exploring and gaining knowledge of occupational options and the level of effort required to achieve them are essential. Prerequisite skill training refers to students understanding the particular skills needed to be successful in various careers.

Type 3 programs are expected to provide a curriculum that includes Type 1 program course content and addresses the areas described in this indicator. Students in these programs will have access to direct work experiences, job shadowing, and youth apprenticeship programs, as appropriate. Type 3 programs do not have to address Type 2 requirements. Type 3 vocational programs should have evidence of career and technical programs that offer hands-on courses and training. **All students should have appropriate access to career and technical programs.** Appropriate students include those who are behaviorally appropriate and age appropriate. Students who have obtained a high school diploma or its equivalent should participate in the educational program's employability, social skills, and life skills activities and its career and technical activities. Online courses can be found at [Floridaworks.org](http://Floridaworks.org). In addition, students may be able to participate in community college courses via an articulation agreement.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 7: ESE and Related Services**

### **Intent**

The expected outcome of this indicator is that programs provide equal access to education for all students, regardless of functional ability, disability, or behavioral characteristics.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program provides to all students, as needed, educational support services, including

7.1 documenting the initiation of the ESE process within 11 school days of student entry into the facility

7.2 completing the ESE process through

- reviewing current IEPs and determining whether the IEP is appropriate
- if the IEP cannot be implemented as written, convening an IEP meeting as soon as possible
- soliciting and documenting participation from parents in ESE staffing and IEP development and mailing copies of IEPs to parents if they cannot attend the meeting
- an educational representative acting as the LEA representative who is knowledgeable of the educational resources within the local school district, meets the requirements under Section 300.344 of Title 34 of the Code of Federal Regulations and Rule 6A-6.03028, FAC for an LEA representative, and is either an employee of the school district or is a district designated person authorized by the school district to act as the LEA representative.

7.3 ESE and related services that are implemented as outlined in students' IEPs

7.4 ESOL, Section 504, educational psychological services, and mental and physical health services as outlined in the students' plans (i.e., 504 and LEP plans).



## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review IEPs, cooperative agreement and/or contract, student files, records requests, support services consultation logs, and other appropriate documentation
- interview ESE personnel, educational administrators, instructional and support personnel, other appropriate personnel, and students.

## Clarification

Students participating in ESE programs should be provided all corresponding services and documentation (i.e., written parental notification and procedural safeguards) required by federal and state laws.

Documentation of the initiation of the ESE process within the required time frame may include continuation of ESE services for in-county students, appropriate student course schedules based on current and appropriate IEPs, official enrollment, class attendance, notifying appropriate personnel of students who require ESE services, and written parent notification and/or parent contact regarding an IEP review meeting. The program must document soliciting parent involvement in the IEP development process, and parents must receive a copy of their student's IEP.

According to Rule 6A-6.03028, FAC and Section 300.344 of Title 34 of the Code of Federal Regulations, an LEA representative is a “representative of the school district who is qualified to provide or supervise the provision of specially designed instruction to meet the unique needs of students with disabilities, is knowledgeable about the general curriculum, and is knowledgeable about the availability of resources of the school district. At the discretion of the school district, the student's ESE teacher may be designated to also serve as the representative if the teacher meets the requirements described in this paragraph.” LEA participation must be provided by an educational representative who is knowledgeable of the educational resources within the local school district where the student is receiving services and is either an employee of the school district or is designated by the school district to serve as the LEA representative. Programs that use a non-school-district employee to serve as the LEA representative must obtain from the school district's ESE director written approval of this individual to serve as the LEA representative.

Students participating in ESOL, Section 504, and/or related services should be provided all corresponding services according to students' plans, including mental and physical health services. Students' support and educational services should be integrated. Related services, accommodations, and modifications for appropriate students should be documented. ESOL students should have current limited English proficiency (LEP) plans to address their language needs as appropriate.

Consultative services may include services to instructional personnel serving students assigned to ESE programs or services provided directly to students in accordance with their IEPs. Consultative logs should document these services.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 8: Collaboration**

### **Intent**

The expected outcome of this indicator is that facility staff and school district personnel collaborate to ensure high quality educational services are provided to at-risk students.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program facilitates collaboration through

- 8.1 demonstrated and documented communication between school district administrators, facility administrators, facility staff, and school personnel on a regularly scheduled basis
- 8.2 varied community involvement that is solicited, documented, and focused on educational and transition activities
- 8.3 demonstrated classroom management procedures for managing behavior that are clearly defined by both educational personnel and facility staff, are understood by all students, and include consistent use of reinforcement for positive student behavior.

**Benchmark 8.2 requirements are not applicable to programs that only serve students for less than 40 calendar days.**

**Student participation in off-site community activities is not required for high-risk and maximum-risk programs.**

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review faculty meeting agendas, management meeting minutes, educational written procedures, volunteer participation documentation, program behavior policy, and other appropriate documentation
- interview school district administrators, on-site administrators, instructional personnel, students, and other appropriate personnel
- observe educational settings and faculty meetings, when possible.

## Clarification

It is the responsibility of the on-site educational administrators to ensure that all educational staff are informed about the program and the school district's purpose, policies, expected student outcomes, and school improvement initiatives. Communication among relevant parties (the school district, DJJ, providers, and educational and program staff) should be ongoing and facilitate the smooth operation of the educational program.

Community involvement activities should be documented with dates and should be from a variety of sources that may consist of tutoring, mentoring, clerical and/or classroom volunteers, career days, guest speakers, business partnerships that enhance the educational program, and student involvement in the community that supports education and learning. Student volunteerism within the program and mentoring/role modeling are also examples of community involvement. Community involvement activities should be integrated into the educational program's curriculum. Community activities could be aligned with school-to-work initiatives. Parent involvement should be evident, and parents should be involved in a successful transition of the student to school and/or employment. School advisory councils (SACs) should include members from the community and parents when possible.

Classroom management should be incorporated in the program's behavior management plan. The term "classroom" refers to any setting or location that is utilized by the program for instructional purposes. Equitable behavior/classroom management includes treating all students fairly, humanely, and according to their individual behavioral needs. Behavior and classroom management policies should be developed and implemented through collaboration between educational personnel and facility staff through instructional delivery activities. Classroom management procedures should be designed to empower students to become independent learners and to promote positive self-esteem. Instructional personnel and facility staff members should provide positive reinforcement for appropriate student behavior. Where appropriate, individual functional behavior assessment and behavior intervention plans should be used.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 9: Educational Personnel Qualifications**

### **Intent**

The expected outcome of this indicator is that the most qualified instructional personnel are employed to educate students in juvenile justice schools.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

All instructional personnel

- 9.1** in core academic areas must have professional or temporary state teaching certification, a valid statement of eligibility, or proof of accepted application for teaching certification
- 9.2** in non-core academic areas (including social, employability, and career education courses) must have teaching certification or be approved to teach through the school board policy for the use of non-certified instructional personnel based on documented expert knowledge or skill

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review educational personnel files, teaching certificates, statements of eligibility, and other appropriate documentation
- interview instructional personnel, educational administrators, and other appropriate personnel.

## Clarification

Instructional personnel are considered to be those who are hired to teach students and who are delivering instruction in the classroom; therefore, the teacher of record should be the full-time classroom teacher who delivers instruction. Schools should hire and assign teachers in core academic areas according to their area of certification. Core academic areas include English/language arts, reading, mathematics, science, foreign languages, civics and government, economics, arts, history, and geography. A statement of eligibility and/or an application that confirms the applicant is not eligible for certification will not fulfill the requirements of this indicator.

Schools and school districts should provide evidence that they are actively seeking qualified teachers when teaching positions are vacant or long-term substitutes are being used. Substitute teachers must comply with the requirements in 9.1 for core academic subject areas if they are at the program for four consecutive weeks or longer. There must be documentation that the program is actively seeking a professionally certified teacher. Substitutes must be approved by the school district.

Post-secondary instructors of dual enrollment students are not required to have K-12 teaching certifications. NCLB establishes specific requirements for highly qualified teachers in core subject areas. All instructional personnel whose salaries are supported wholly or in part by Title I, Part A funds must meet “highly qualified” teacher requirements within the timelines prescribed in NCLB. The technical assistance paper on this topic may be found online at [http://info.fldoe.org/dscgi/ds.py/Get/File-1485/DPS\\_04-027\\_TAP.pdf](http://info.fldoe.org/dscgi/ds.py/Get/File-1485/DPS_04-027_TAP.pdf). The program should retain documentation that parents are notified by letter if their child’s teacher teaches out-of-field for more than four weeks.

Both the program provider and the school district should have input into hiring all instructional personnel, either directly through the hiring process or through the cooperative agreement and/or the contract. Teachers in school district operated programs and teachers who are contracted with a private provider must meet this indicator’s requirements. The use and approval of noncertified personnel who teach non-core academic subjects in both types of programs must be documented and based on local school board policy.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 10: Professional Development and Teacher Retention**

### **Intent**

The expected outcome of this indicator is that instructional personnel are provided continuing education that will enhance the quality of services provided to at-risk and delinquent students and that strategies are in place to retain highly qualified instructional personnel.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

All instructional personnel

- 10.1 participate in facility program orientation and a beginning teacher program when appropriate
- 10.2 have and use written professional development plans or annual teacher evaluations to foster professional growth
- 10.3 receive continual annual professional development training or continuing education (including college course work) based on educational program needs, actual instructional assignments, professional development plans and/or annual teacher evaluations, and QA findings. Professional development training must be from a variety of sources on such topics as instructional techniques, reading and literacy skills development, content-related skills and knowledge, working with delinquent and at-risk youths, and ESE and ESOL programs
- 10.4 receive support from administrative staff who have documented strategies in place to retain highly qualified instructional personnel

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review educational personnel files, training records, professional development plans and/or annual evaluations, and other appropriate documentation
- interview instructional personnel, educational administrators, and other appropriate personnel.

## Clarification

“Professional development plan” refers to a district developed plan leading toward professional growth or development in the teaching profession. Instructional personnel should have input into creating these plans, and these plans should be individualized to address the instructional personnel’s strengths and weaknesses. Professional development plans should be used as a working document and an evaluation tool. Professional development plans should be developed based on the school district’s policy for human resource development.

Teachers should be provided the opportunity to attend professional development training to support their professional growth. While routine training in such areas as policies and procedures, safety, and program orientation is important, the majority of professional development training should be related to instructional techniques, teaching delinquent and at-risk students, and the content of courses that instructional personnel are assigned to teach. All instructional personnel (including noncertified personnel) should have access and opportunity to participate in school district professional development training on an annual basis. Professional development training should qualify for inservice points for certification renewal.

Strategies to help retain highly qualified instructional personnel may include establishing a teacher mentor program, assigning teachers to teach in the subject area(s) in which they are certified, allowing time for teachers to collaborate with their colleagues, and creating positive work conditions or incentives for teachers to work in juvenile justice facilities.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 11: Learning Environment and Resources**

### **Intent**

The expected outcome of this indicator is that funding provides for substantial educational services and that students have access to high-quality materials, resources, and an environment that enhances their academic achievement and prepares them for a successful return to school and the community.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program's educational environment and resources include

- 11.1** the minimum of 300 minutes of daily instruction or its weekly equivalent
- 11.2 an adequate number of instructional personnel and educational support personnel
- 11.3 instructional materials that are appropriate to students' ages and ability levels, including a variety of diverse instructional texts for core content areas and high-interest leisure reading materials available for students (These materials should include fiction and nonfiction materials that address the characteristics and interests of adolescent readers.)
- 11.4 educational supplies, media materials, equipment, and technology for use by instructional personnel and students
- 11.5 an environment that is conducive to learning
- 11.6 access to the Internet for instructional purposes when appropriate
- 11.7 access to resources such as grant development, scholarship programs, business partnerships, or community partnerships.

**The reading material requirements and Internet access are not applicable to programs that only serve students for less than 40 calendar days.**



## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review the cooperative agreement and/or contract, available media resources and technology, student to teacher ratio, curriculum and instruction materials, Internet policy, and other appropriate documentation
- interview school district administrators, on-site administrators, instructional personnel, other appropriate personnel, and students
- observe educational settings
- discuss findings with DJJ quality assurance reviewer when possible.

## Clarification

Programs must provide a minimum of 240 days per year of 300 minutes daily (or the weekly equivalent) of instruction. Time for student movement is not included in the 300 minutes and should be reflected on the schedule. Facility staff and educational personnel should collaborate to ensure that students are in school on time and receive the scheduled 300 minutes of daily instruction or its weekly equivalent. If a student is removed from class for an extensive amount of time due to behavior problems, there must be a plan in place to provide the student continued access to his/her instruction.

Depending on the type and the size of the program, support personnel may include principals, assistant principals, school district administrators who oversee program operations, curriculum coordinators, ESE personnel, guidance counselors, lead educators, registrars, transition specialists, or others. The ratio of students to instructional personnel should take into account the nature of the instructional activity, the diversity of the academic levels present in the classroom, the amount of technology available for instructional use, and the use of classroom paraprofessionals. (The average student-to-teacher ratio in Florida juvenile justice educational programs is 15:1.) Technology and media materials should be appropriate to meet the needs of the program's educational staff and student population.

An environment conducive to learning includes but is not limited to facility; school climate; organization and behavior management; and appropriate materials, supplies, and technology. All students should have access to computer technology in order to progress toward achieving career and/or educational goals. Programs should have a policy regarding Internet use, and students should have access to the Florida Virtual School as appropriate.

School districts and programs should collaborate to secure additional resources that may include but are not limited to workforce development grants, on-the-job training opportunities for students, facility partnerships, business partnerships, and community partnerships.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 12: School District Monitoring, Accountability, and Evaluation**

### **Intent**

The expected outcome of this indicator is that the school district monitors and assists programs in providing high quality educational services and accurately reports student and staff data for accountability and evaluation purposes.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The school district ensures that

- 12.1 the program submits all self-report information and documents to JJEPP offices in a timely manner
- 12.2 the program is assigned an individual school number and accurately reports all MIS data, including grades, credits, student progression, certificates, accurate entry and withdrawal dates, the use of valid withdrawal codes, diplomas, entry and exit assessment scores, and diplomas earned for every eligible student who attends the program
- 12.3 accurate attendance records are maintained in the program, and current school membership is evidenced by enrollment in the school district MIS, including documentation of student daily attendance records
- 12.4 the program participates in the AYP process and that the data accurately reflect the state assessment program (FCAT or alternate assessment for students with disabilities or limited English proficiency) participation rate. (The program must have at least a 95% state assessment participation rate according to the State's AYP calculation.)
- 12.5 there is a current and approved (by DOE and DJJ) cooperative agreement with DJJ and a contract with the educational provider when educational services are not directly operated by the school district; the terms of the contract and/or the cooperative agreement are being followed
- 12.6 the contract manager or designee provides and documents appropriate oversight and assistance to the educational program

There is documentation that illustrates that either the contract manager or the designated educational administrator is

- 12.7 monitoring and documenting quarterly the expenditures of all state and federal educational funds provided through the school district
- 12.8 conducting and documenting annual evaluations of the program's educational component.

**Benchmark 12.8 is not applicable to charter school programs. The remainder of the indicators will be rated based on the program's charter.**

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review the cooperative agreement and/or the contract, educational evaluations, expenditure reports, MIS data, relevant correspondence between the school district and the program, and other appropriate documentation
- interview school district administrators, on-site administrators, lead educators, and other appropriate personnel
- review FCAT participation results based on state AYP calculations.

## Clarification

School district contract managers and/or their designees are expected to oversee and assist the educational program with ensuring that all appropriate educational services are provided as required by the contract and/or the cooperative agreement and all applicable local, state, and federal education guidelines. School districts should ensure that issues documented in QA reports are addressed in a timely manner. An individual school number means that the school number used by the program is not shared with any other school, including other DJJ schools. Only students enrolled in the particular school should be reported under the program's unique school number. Adult county jail students should be reported under separate school numbers. All of the students' information contained in Survey One through Survey Five should be reported under the same school number. Students who graduate while in a program should be withdrawn using the appropriate diploma withdrawal code.

To ensure that outcomes associated with a program's performance are valid, QA reviewers will verify that student information is accurately reported for all students through the MIS. Accountability issues should be clarified in the cooperative agreement and/or the contract and in the program's written procedures. The program and the school district should decide how access to the school district MIS is provided. All students should have a valid withdrawal code each year unless they are still enrolled in the school at the end of the school year. Major discrepancies in attendance and full-time equivalent (FTE) membership will be reported to DOE and may affect the program's QA score.

The contract manager should oversee the state assessment program (FCAT or alternate assessment for ESE students or students with limited English proficiency) testing process to ensure that all eligible students take the state assessment. The program should collaborate with the school district MIS department to adjust and correct the enrollment and testing information for the 2005-2006 school year. Participation (at least 95%) each year is critical, not only to the current QA review, but also potentially to the following year's QA review. School districts are responsible for submitting results to the Florida Department of Education.

In the case of a direct service (district-operated) educational program, the contract manager is usually the alternative education or Dropout Prevention principal or the school district administrator. The school district principal may assign a representative as a contract manager for contracted (private-operated) educational programs and for direct service (district-operated) educational programs.


Site visits should occur as determined by program needs. Contact may include but is not limited to site visits, telephone calls, e-mails, district meetings, and faxes. The contract manager may contact or designate other personnel to assist with contract management.

Annual program evaluations may include progress toward implementing the school district's reading plan, mock QA reviews, site-specific school improvement plans (SIPs), outcome evaluations, etc. Documentation of these evaluations should be available.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0





**2006**  
**Educational**  
**Quality Assurance Standards**  
**for**  
**DAY TREATMENT PROGRAMS**

**Educational Standard One: Transition**

Indicator 1: Transition Services

Indicator 2: Testing and Assessment

Indicator 3: Student Planning

**Educational Standard Two: Service Delivery**

Indicator 4: Academic Curriculum and Instruction

Indicator 5: Reading Curriculum and Instruction

Indicator 6: Employability and Career Education Curriculum and Instruction

Indicator 7: ESE and Related Services

**Educational Standard Three: Educational Resources**

Indicator 8: Collaboration

Indicator 9: Educational Personnel Qualifications

Indicator 10: Professional Development and Teacher Retention

Indicator 11: Learning Environment and Resources

Indicator 12: Student Attendance

**Educational Standard Four: Contract Management**

Indicator 13: School District Monitoring, Accountability, and Evaluation

## Indicator 1: Transition Services

### Intent

The expected outcome of this indicator is that the juvenile justice school assists students with reentry into community, school, and/or work settings through guidance and transition services.

### Process Guidelines

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program has transition activities that include

- 1.1** enrolling students, upon entry into the educational program, into the school district MIS and developing appropriate course schedules based on a review of past records, entry assessments, and student progression requirements. Documented requests for the most current student educational records must be made within five days of student entry into the facility. (Records requested should include the most current transcripts, individual student academic plans, withdrawal forms, 504 plans, and ESE records. Follow-up requests should be made and documented in a timely manner.)
- 1.2 advising students with regard to their abilities and aptitudes, educational and occupational opportunities, personal and social adjustments, diploma options, and post-secondary opportunities, and communicating to students their educational status and progress
- 1.3 documenting that an educational representative who is familiar with the students' performance participates in student exit staffings or transition meetings and assists students with successful transition to their next educational or career/technical placements
- 1.4 soliciting and documenting participation from parents, families, and representatives from the communities to which students will return that is focused on transition planning and activities and in the transition exit staffing
- 1.5 documenting transmittal of the educational exit packet to the persons responsible for post-placement services (i.e., receiving school, conditional release, school district transition specialist, appropriate school representative, parent, or juvenile probation officer [JPO]) prior to or by the time of exit (The exit packet shall include, at a minimum, a cumulative transcript [including those credits earned prior to and during commitment], a school district withdrawal form that includes numerical grades in progress from the program, a current IEP and/or IAP, the exit plan, and copies of any vocational certificates and diplomas earned at the program.)
- 1.6 providing support services to ensure students' successful transition back to school (Transition services for in-county students should include contacting the receiving school, meeting with a school representative [if possible], and ensuring students' successful transition back to in-county schools.)

**Benchmarks 1.2 and 1.4 are not applicable to programs that only serve students for less than 40 calendar days.**

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review student educational files, closed commitment files, educational exit packets, records requests, MIS enrollment, course schedules, prior records, documented transmittal of records (e.g., fax or mail receipts), AIPs, IAPs, transition plans, and other appropriate documentation
- interview transition specialist, registrar, guidance counselors, treatment team members, other appropriate personnel, and students.

## Clarification

When the program does not have on-site access to the management information system (MIS), record requests for in-county student records should be documented. Fax transmittal receipts should be retained to document records requests. Required educational records include records requests; transcripts; withdrawal forms; ESE records, including IEPs; AIPs; individual academic plans (IAPs); entry and exit assessments; and school district course schedules. Electronic files of educational records maintained on site that contain required educational information are acceptable. Withdrawal grades should be averaged into current semester grades from the program. Out-of-county records should be requested through multiple sources, such as FASTER, the student's probation officer, detention centers, the previous school district, and/or the student's legal guardian.

All students should have easy and frequent access to guidance/advising services, and these services should be aligned with transition and treatment activities. Guidance activities should be based on the *Florida Course Code Directory and Instructional Personnel Assignments*, the school district's student progression plan, state- and district-wide assessments, and requirements for high school graduation, including all diploma options and post-commitment career and technical educational options. Students will be expected to have knowledge of their credits, grade levels, and diploma options to verify that individuals delivering guidance services are communicating this information to students. Students working to obtain a GED diploma should receive counseling that explains this diploma option's benefits and limitations.

The student, a parent, and an educational representative should be present at all transition meetings or exit staffings and participate in the development of the student's exit plan. If a parent cannot attend, participation via telephone or e-mail is permissible. Parents should be informed about their child's needs before the student exits back to the home, school, and community. Documentation of communication with the parent should be available. Educational personnel and treatment staff members who coordinate the solicitation of parent, family, and community member participation in transition activities should retain documented evidence of invitation letters and/or other appropriate documentation.

The program should retain evidence that all required information is being transmitted to parties responsible for the student's next educational placement. This evidence may include MIS transmittal of transcripts for in-county students, complete closed commitment files, signatures of JPOs on receipts of educational information, parents' signatures, facsimile receipts, and/or certified mail receipts of educational information. For students who are transferred to another DJJ commitment facility, educational exit packets must be transmitted to that facility at the time of exit. When the next educational placement for a student has not been determined, the program should make every effort (including contacting the receiving school district's transition coordinator and the student's JPO) to identify the most appropriate setting for the student's continuing educational development, including an alternative educational placement. For more information, please refer to *Transition Guidebook for Educational Personnel in Juvenile Justice Programs* ([jjeep.org/docs.htm#taps](http://jjeep.org/docs.htm#taps)). **School districts' transition contact information can be obtained at [jjeep.org/transition](http://jjeep.org/transition) contacts. It is each school district's responsibility to inform JJEEP via e-mail at [jjeep@jjeep.org](mailto:jjeep@jjeep.org) if their district contact person's information has changed.**

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## Indicator 2: Testing and Assessment

### Intent

The expected outcome of this indicator is that entry assessments are used to diagnose students' academic, career, and technical strengths, weaknesses, and interests to address the individual needs of the students and that exit assessments and state assessments are used to evaluate the performance of students in juvenile justice schools.

### Process Guidelines

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program has testing and assessment practices that include

- 2.1** entry assessment using the common assessment for reading, writing or language arts, and mathematics that is administered within five school days of student entry into the facility and is used for diagnostic and prescriptive purposes
- 2.2 career and technical aptitude assessments and/or career interest surveys that are administered within five school days of student entry into the facility and are used to enhance employability, career, and technical instruction
- 2.3 student participation in the state assessment program (FCAT or alternate assessment for students who meet exemption criteria as identified on students' individual plans)
- 2.4 exit assessment using the common assessment instrument used for reading, writing or language arts, and mathematics. (Scores are provided to the school district for MIS reporting.) **An exit assessment is only required for students enrolled in the program for 45 or more school days.**

**Benchmarks 2.2 and 2.4 are not applicable to programs that only serve students for less than 40 calendar days.**



## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review student educational files, assessment tests, MIS records, and other appropriate documentation
- interview personnel responsible for testing procedures, other appropriate personnel, and students
- verify that the assessments used are appropriate for the areas to be assessed and for the ages and grade levels of the students.

## Clarification

When DOE determines a new statewide assessment, programs should acquire the selected assessment to assess all students. Prior to the common assessment being identified, programs should continue to administer entry and exit assessments that are reportable to the DOE. Programs may use prior assessment results from detention centers, assignment centers, or prior commitment when those results are recent according to the administrative guidelines of the instrument used, are determined by instructional personnel to be accurate, and are the same instruments used at the current program. Assessment measures shall be appropriate for the student's age, grade, language proficiency, and program length of stay and shall be nondiscriminatory with respect to culture, disability, and socioeconomic status. All academic assessments must be administered according to the test publisher's guidelines. Students who are under the age of 12 are not required to complete a vocational assessment. All students should be exit tested using the common assessment regardless of the assessment used at entry. **Unanticipated transfers should be documented to indicate that exit testing was not possible.**

To accurately diagnose student needs and measure student progress, academic assessments should be aligned with the program's curriculum and administered according to the publisher's administrative manual. Instructional personnel should have access to assessment results and records in student files and be well informed about the students' needs and abilities. For additional information, please refer to *A Guide to Test Instruments for Entry and Exit Assessment in Florida Department of Juvenile Justice Educational Programs* ([www.firn.edu/doe/commhome/drophome.htm](http://www.firn.edu/doe/commhome/drophome.htm)).

Career and technical assessments are used to determine students' career interests and assess their career and technical aptitudes. These assessments also should be used to determine student placement in career and technical programming, when appropriate, and to set student goals and guide students in future career decision making.

Programs are responsible for ensuring that all eligible students participate in FCAT testing. School districts are responsible for submitting results to the Florida Department of Education. Juvenile justice educational programs should work with their school district's accountability coordinator and MIS office to review enrollment and state assessment results in preparation for reporting AYP data.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 3: Student Planning**

### **Intent**

The expected outcome of this indicator is that academic and transition planning is designed and implemented to assist students in maximizing academic achievement and experiencing successful transition back to school and the community.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program has individual student planning activities that include

- 3.1** developing written IAPs for all non-ESE students within 15 school days of entry into the facility that include specific, measurable, and individualized long-term goals and short-term instructional objectives, identified remedial strategies, and a schedule for determining progress for reading, writing, math, and career/technical areas. (IAPs should be age and grade appropriate based on entry assessments, past records, and post-placement goals for academic and career/technical areas.)
- 3.2** developing IEP goals and objectives that directly relate to the student's identified academic and/or behavioral deficiencies and needs
- 3.3 reviewing students' IAPs and IEPs (as appropriate) during treatment team meetings or other formal meetings by an educational representative to determine progress toward achieving their goals and objectives and revising IAPs when needed
- 3.4 developing an age-appropriate educational exit transition plan (completed with input from an educational representative at final exit staffing) for each student that identifies (with accurate and current educational information), at a minimum, desired diploma option, anticipated next educational placement, post-release educational plans, aftercare provider, job/career or career and technical training plans, and the parties responsible for implementing the plan. (Copies of the plan will be provided to the responsible parties.)
- 3.5 requesting and implementing the exit transition plan and the educational portfolio from the residential commitment program. Transition goals are modified as needed, and the student is assisted with implementing the transition plan.

**Benchmark 3.3 and specific IAP content requirements, including measurable short-term objectives, are not applicable to programs that only serve students for less than 40 calendar days.**

**If the conditional release program is the only school a student attends, all requirements within the day treatment standards should be met.**

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review student educational files, 504 plans, AIPs, IAPs, IEPs, transition plans, treatment files, and other appropriate documentation
- interview instructional personnel, guidance personnel, transition personnel, other appropriate personnel, and students
- observe student exit staffings and treatment team meetings, when possible.

## Clarification

IAPs should document student needs and identify strategies that assist them in meeting their potential. Students should participate in the development and the revision of their IAPs. Long-term educational goals and short-term instructional objectives for non-ESE students may be found in each student's performance contract, treatment plan, IAP, or other appropriate documents. AIPs with specific goals for reading are required for all of Florida's public school students when it is determined that they are deficient in reading. IAPs required for all DJJ students or IEPs for ESE students may substitute for AIPs if they address all of the required components for reading. Career/technical objectives may include objectives for career awareness and exploration, employability skills, or hands-on career and technical benchmarks. IAPs, IEPs, and AIPs should document at least two objectives per goal. Instructional personnel should use IAPs, AIPs, and IEPs for instructional planning purposes and for tracking students' progress.

A schedule for determining student progress should be based on an accurate assessment, resources, and instructional strategies. Students performing at or above grade level must have appropriate goals and objectives on their IAPs; remedial strategies are not required for these students. Students who have high school diplomas or the equivalent are not required to have academic plans; however, these students' curricular activities must address their individual needs.

IEPs for students assigned to ESE programs should be individualized, include all information required by federal and state laws, and address behavioral and academic goals and objectives as appropriate. Instructional personnel should have access to IEPs.

The student and an educational representative should participate in treatment team meetings. Written documentation, including students' progress toward achieving their educational goals should be submitted to the treatment team members if an educational representative is unable to attend the meeting. Proper tracking and documentation of student progress may assist in offering performance-based education that will allow students performing below grade level the opportunity to advance to their age-appropriate placement. Unanticipated transfers should be documented to indicate that exit planning was not possible.

Parties responsible for implementing the transition plan may include the student's parents/guardians, juvenile probation officer, aftercare/conditional release counselor, zoned school personnel, and/or mentors. For more information or sample IAPs and exit plans, please refer to *Transition Guidebook for Educational Personnel in Juvenile Justice Programs* ([jjeep.org/docs.htm#taps](http://jjeep.org/docs.htm#taps)).

Programs that only serve students for less than 40 calendar days are required to develop student IAPs that include long-term goals for reading, writing, and math. Short-term instructional objectives, remedial strategies, and a schedule for determining progress are not required.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			

## **Indicator 4: Academic Curriculum and Instruction**

### **Intent**

The expected outcome of this indicator is that students have the opportunity to receive an education that focuses on their assessed educational needs and is appropriate to their future educational plans, allowing them to progress toward obtaining high school diplomas or the equivalent.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program offers academic curriculum and instruction through

- 4.1** elementary, middle, and secondary educational programs that address English/language arts, math, social studies, and science curricula as needed to address individual students' needs for student progression or high school graduation
- 4.2 required diploma options that include, but are not limited to, standard, special, GED, and GED Exit Option as appropriate
- 4.3 a year-round curriculum (including summer school course offerings that address individual student progression needs) designed to provide students with educational services through a substantial curriculum based on (a) curricular offerings that provide credit and the opportunity for student progression, (b) the *Florida Course Code Directory and Instructional Personnel Assignments*, (c) the course descriptions of the courses in which students are receiving instruction, and (d) the Florida Sunshine State Standards (FSSS)
- 4.4 individualized instruction and a variety of instructional strategies that are documented in lesson plans and demonstrated in all classroom settings; instruction that is based on IAPs and IEPs and students' academic levels in reading, writing, and mathematics in all content areas being taught; and a variety and balance of targeted and appropriate teaching strategies to accommodate students' learning styles (e.g., auditory, visual, kinesthetic, tactile).

**The requirements pertaining to GED, social studies, and science curricula are not applicable to programs that only serve students for less than 40 calendar days.**

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review student educational files, student work folders, course schedules, class schedules curriculum documents and materials, lesson plans, and other appropriate documentation
- interview instructional personnel, educational administrators, other appropriate personnel, and students
- observe educational settings, activities, and instruction.

## Clarification

Courses and activities should be age appropriate and based on the student's individual needs and post-placement goals. Programs should prepare the student so that he or she has the opportunity to obtain a high school diploma through his or her chosen graduation program. Intensive reading, intensive English, and reading courses are for elective credit only. For students who have passed the state graduation test (FCAT), enrollment in these courses may not take the place of science and social studies courses. For students who are eligible to graduate but have not passed the FCAT, these courses may be offered instead of science and social studies.

GED preparation is different from the GED Exit Option. For appropriate use of the required GED Exit Option, refer to the DOE *GED Exit Option Procedure Manual*. GED courses may be integrated and/or modified to best suit the needs and interests of the students. GED preparation materials should be available for students preparing to take the GED examination.

A substantial curriculum will be used to meet state course descriptions and will not consist only of supplemental materials. The curriculum may be offered through a variety of scheduling options such as block scheduling, performance-based education, or offering courses at times of the day that are most appropriate for the program's planned activities. Programs must provide course credits or student progression leading toward high school graduation throughout the 250-day school year.

A curriculum with the same content must address multiple academic levels. Long-term goals and short-term instructional objectives in students' IAPs and IEPs should be used by all instructional personnel to assist in providing individualized instruction and educational services. Teachers should have knowledge of the content of their students' IEPs and/or IAPs.

Individualized instruction should include direct instruction (teacher-led instruction through explanation or modeling, followed by guided practice and independent practice) and be delivered in a variety of ways, including one-on-one instruction, computer-assisted instruction (CAI), thematic teaching, team teaching, experiential learning, cooperative learning, audio/visual presentations, lectures, group projects, and hands-on learning.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 5: Reading Curriculum and Instruction**

### **Intent**

The expected outcome of this indicator is that students with reading deficiencies are identified and provided with direct reading instruction and services that address students' strengths, weaknesses, and abilities in the five construct areas of reading.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program provides reading instruction and services through

- 5.1 identifying students' who have reading deficiencies, based on scoring below level three on the FCAT or scoring two or more levels below grade placement on entry reading assessments and **enrolling these identified students in an intensive reading class**
- 5.2 placement testing, explicit reading instruction with progress monitoring, support services, and research-based reading curricula that are designed to address the reading goals and objectives outlined in the students' IAPs, AIPs, or IEPs, as outlined in the school district's comprehensive reading plan
- 5.3 giving students opportunities for reading practice and enrichment activities during the school day, as outlined in the school district's comprehensive reading plan
- 5.4 administering a diagnostic reading assessment(s) that addresses the five areas of phonemic awareness, phonics, fluency, vocabulary, and comprehension to students who are not progressing (based on progress monitoring data) in reading; modifying initial reading goals, objectives, and remedial strategies to address the specific areas of need identified by the diagnostic assessment(s), as outlined in the school district's comprehensive reading plan.

**Benchmarks 5.1, 5.2, and 5.4 are not applicable to programs that only serve students for less than 40 calendar days.**

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review the school district’s comprehensive reading plan, student educational files, assessment tests, MIS records, IAPs, AIPs, and other appropriate documentation
- interview personnel responsible for testing procedures, other appropriate personnel, and students
- observe educational settings, activities, and instruction
- verify that the assessments used are appropriate for the areas to be assessed and for the ages and grade levels of the student.

## Clarification

Students who are not identified with reading deficiencies should be provided opportunities for reading practice and enrichment activities in their regular English/language arts or reading curriculum. These services are evaluated under Indicator 4: Academic Curriculum and Instruction. Students should have frequent access to an abundant supply of leisure reading materials.

Middle and secondary students who score below grade level (scoring Level 1 or 2 on FCAT) should be placed in an intensive reading class. Students with serious reading problems, as determined by data, should be placed in intensive reading classes with extended time. Students with lesser deficiencies could be served through a 50-minute class period or in some cases, a content class (such as science) taught by a teacher with the Reading Endorsement.

Reading goals and objectives are developed to address specific areas of need based on assessment data. These goals should include the intervention strategies and the methods and services that will be used to meet students’ reading goals.

Reading curricula should be age and grade appropriate, address the five areas of reading, have evidence that it is effective with at-risk populations, and follow the school district’s comprehensive reading plan. All reading plans must outline how the school district is planning to monitor the reading program. Explicit reading instruction must be provided and must include a variety of strategies to address the five areas of phonemic awareness, phonics, fluency, vocabulary, and comprehension, based on need and determined by valid and reliable assessments.

A research-based reading curriculum should

- consistently contain an instructional plan to deliver explicit instruction
- have a systematic scope and sequence
- provide systemic instruction
- be used by students who have construct deficiencies
- provide comparison studies with other programs addressing the same constructs
- provide plenty of practice.

A reading diagnostic assessment that addresses the five construct areas should be available to assess students with identified reading deficiencies when there has been little improvement in reading skill development after reading intervention strategies have been implemented. If a student is scoring at or above grade level on the phonics portion of the reading diagnostic assessment, the student does not have to be assessed for phonemic awareness deficiencies. For more information on reading diagnostic assessment, please refer to *Diagnostic Instruments Appropriate for Primary and Secondary Levels* ([www.firn.edu/doe/bin00014/progress/diagnostic.pdf](http://www.firn.edu/doe/bin00014/progress/diagnostic.pdf)).

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 6: Employability and Career Education Curriculum and Instruction**

### **Intent**

The expected outcome of this indicator is that students have the opportunity to obtain the skills necessary to secure employment in an area of their interest and to become productive members of society.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the standard and will be used to gather evidence when determining if the indicator's intent is being met.

Curricular activities are demonstrated in educational settings, are based on students' IAPs and IEPs, and

- 6.1 address employability, social, and life skills on a year-round basis through courses or curricula that are based on state and school board standards for practical arts courses
- 6.2 provide all students with a broad scope of career exploration and prerequisite skill training based on students' abilities, interests, and aptitudes
- 6.3 instruction and courses offered are for credit and follow course descriptions or are integrated into other courses already offered for credit
- 6.4 address the employability, social, career, and life skills of every student who has received a high school diploma or its equivalent.



## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review student educational files, student work folders, course schedules, class schedules, curriculum documents and materials, lesson plans, and other appropriate documentation
- interview instructional personnel, educational administrators, other appropriate personnel, and students
- observe educational settings, classroom activities, and instruction.

## Clarification

The following activities may be offered as specific courses, integrated into one or more core courses offered for credit, and/or provided through thematic approaches: employability skills instruction, career awareness, and social skills instruction that are appropriate to students' needs; lesson plans, materials, and activities that reflect cultural diversity; character education; health; life skills; self-determination skills; and fine or performing arts. Courses and activities should be age appropriate. Social skills can include a broad range of skills that will assist students in successfully reintegrating into the community, school, and/or work settings. Courses in employability, social skills, and life skills include but are not limited to employability skills for youths; personal, career, and school development; peer counseling; life management skills; physical education; health; and fine arts courses.

Elementary age students are not required to participate in employability skills or hands-on career/technical and instruction. They should, however, participate in career awareness activities. Students who have obtained high school diplomas or the equivalent should participate in the educational program's employability, social skills, and life skills classes and activities. Online courses can be found at *Floridaworks.org*.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 7: ESE and Related Services**

### **Intent**

The expected outcome of this indicator is that programs provide equal access to education for all students, regardless of functional ability, disability, or behavioral characteristics.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program provides to all students, as needed, educational support services, including

7.1 documenting the initiation of the ESE process within 11 school days of student entry into the facility

7.2 completing the ESE process through

- reviewing current IEPs and determining whether the IEP is appropriate
- if the IEP cannot be implemented as written, convening an IEP meeting as soon as possible
- soliciting and documenting participation from parents in ESE staffing and IEP development and mailing copies of IEPs to parents if they cannot attend the meeting
- an educational representative acting as the LEA representative who is knowledgeable of the educational resources within the local school district, meets the requirements under Section 300.344 of Title 34 of the Code of Federal Regulations and Rule 6A-6.03028, FAC for an LEA representative, and is either an employee of the school district or is a district designated person authorized by the school district to act as the LEA representative.

7.3 ESE and related services that are implemented as outlined in students' IEPs

7.4 ESOL, Section 504, educational psychological services, and mental and physical health services as outlined in the students' plans (i.e., 504 and LEP plans).

**Methods**

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review IEPs, cooperative agreement and/or contract, student files, records requests, support services consultation logs, and other appropriate documentation
- interview ESE personnel, educational administrators, instructional and support personnel, other appropriate personnel, and students.

**Clarification**

Students participating in ESE programs should be provided all corresponding services and documentation (i.e., written parental notification and procedural safeguards) required by federal and state laws.

Documentation of the initiation of the ESE process within the required time frame may include continuation of ESE services for in-county students, appropriate student course schedules based on current and appropriate IEPs, official enrollment, class attendance, notifying appropriate personnel of students who require ESE services, and written parent notification and/or parent contact regarding an IEP review meeting. The program must document soliciting parent involvement in the IEP development process, and parents must receive a copy of their student’s IEP.

According to Rule 6A-6.03028, FAC and Section 300.344 of Title 34 of the Code of Federal Regulations, an LEA representative is a “representative of the school district who is qualified to provide or supervise the provision of specially designed instruction to meet the unique needs of students with disabilities, is knowledgeable about the general curriculum, and is knowledgeable about the availability of resources of the school district. At the discretion of the school district, the student’s ESE teacher may be designated to also serve as the representative if the teacher meets the requirements described in this paragraph.” LEA participation must be provided by an educational representative who is knowledgeable of the educational resources within the local school district where the student is receiving services and is either an employee of the school district or is designated by the school district to serve as the LEA representative. Programs that use a non-school-district employee to serve as the LEA representative must obtain from the school district’s ESE director written approval of this individual to serve as the LEA representative.

Students participating in ESOL, Section 504, and/or related services should be provided all corresponding services according to students’ plans, including mental and physical health services. Students’ support and educational services should be integrated. Related services, accommodations, and modifications for appropriate students should be documented. ESOL students should have current limited English proficiency (LEP) plans to address their language needs as appropriate.

Consultative services may include services to instructional personnel serving students assigned to ESE programs or services provided directly to students in accordance with their IEPs. Consultative logs should document these services.

**Performance Rating**

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 8: Collaboration**

### **Intent**

The expected outcome of this indicator is that facility staff and school district personnel collaborate to ensure high quality educational services are provided to at-risk students.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program facilitates collaboration through

- 8.1 demonstrated and documented communication between school district administrators, facility administrators, facility staff, and school personnel on a regularly scheduled basis
- 8.2 varied community involvement that is solicited, documented, and focused on educational and transition activities
- 8.3 demonstrated classroom management procedures for managing behavior that are clearly defined by both educational personnel and facility staff, understood by all students, and include consistent use of reinforcement for positive student behavior.

**Benchmark 8.2 requirements are not applicable to programs that only serve students for less than 40 calendar days.**

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review faculty meeting agendas, management meeting minutes, educational written procedures, volunteer participation documentation, program behavior policy, and other appropriate documentation
- interview school district administrators, on-site administrators, instructional personnel, students, and other appropriate personnel
- observe educational settings and faculty meetings, when possible.

## Clarification

It is the responsibility of the on-site educational administrators to ensure that all educational staff are informed about the program and the school district's purpose, policies, expected student outcomes, and school improvement initiatives. Communication among relevant parties (the school district, DJJ, providers, and educational and program staff) should be ongoing and facilitate the smooth operation of the educational program.

Community involvement activities should be documented with dates and should be from a variety of sources that may consist of tutoring, mentoring, clerical and/or classroom volunteers, career days, guest speakers, business partnerships that enhance the educational program, and student involvement in the community that supports education and learning. Student volunteerism within the program and mentoring/role modeling are also examples of community involvement. Community involvement activities should be integrated into the educational program's curriculum. Community activities could be aligned with school-to-work initiatives. Parent involvement should be evident, and parents should be involved in a successful transition of the student to school and/or employment. School advisory councils (SACs) should include members from the community and parents when possible.

Classroom management should be incorporated in the program's behavior management plan. The term "classroom" refers to any setting or location that is utilized by the program for instructional purposes. Equitable behavior/classroom management includes treating all students fairly, humanely, and according to their individual behavioral needs. Behavior and classroom management policies should be developed and implemented through collaboration between educational personnel and facility staff through instructional delivery activities. Classroom management procedures should be designed to empower students to become independent learners and to promote positive self-esteem. Instructional personnel and facility staff members should provide positive reinforcement for appropriate student behavior. Where appropriate, individual functional behavior assessment and behavior intervention plans should be used.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 9: Educational Personnel Qualifications**

### **Intent**

The expected outcome of this indicator is that the most qualified instructional personnel are employed to educate students in juvenile justice schools.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

All instructional personnel

**9.1** in core academic areas must have professional or temporary state teaching certification, a valid statement of eligibility, or proof of accepted application for teaching certification

9.2 in non-core academic areas (including social, employability, and career education courses) must have teaching certification or be approved to teach through the school board policy for the use of non-certified instructional personnel based on documented expert knowledge or skill

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review educational personnel files, teaching certificates, statements of eligibility, and other appropriate documentation
- interview instructional personnel, educational administrators, and other appropriate personnel.

## Clarification

Instructional personnel are considered to be those who are hired to teach students and who are delivering instruction in the classroom; therefore, the teacher of record should be the full-time classroom teacher who delivers instruction. Schools should hire and assign teachers in core academic areas according to their area of certification. Core academic areas include English/language arts, reading, mathematics, science, foreign languages, civics and government, economics, arts, history, and geography. A statement of eligibility and/or an application that confirms the applicant is not eligible for certification will not fulfill the requirements of this indicator.

Schools and school districts should provide evidence that they are actively seeking qualified teachers when teaching positions are vacant or long-term substitutes are being used. Substitute teachers must comply with the requirements in 9.1 for core academic subject areas if they are at the program for four consecutive weeks or longer. There must be documentation that the program is actively seeking a professionally certified teacher. Substitutes must be approved by the school district.

Post-secondary instructors of dual enrollment students are not required to have K-12 teaching certifications. NCLB establishes specific requirements for highly qualified teachers in core subject areas. All instructional personnel whose salaries are supported wholly or in part by Title I, Part A funds must meet “highly qualified” teacher requirements within the timelines prescribed in NCLB. The technical assistance paper on this topic may be found online at [http://info.fldoe.org/dscgi/ds.py/Get/File-1485/DPS\\_04-027\\_TAP.pdf](http://info.fldoe.org/dscgi/ds.py/Get/File-1485/DPS_04-027_TAP.pdf). The program should retain documentation that parents are notified by letter if their child’s teacher teaches out-of-field for more than four weeks.

Both the program provider and the school district should have input into hiring all instructional personnel, either directly through the hiring process or through the cooperative agreement and/or the contract. Teachers in school district operated programs and teachers who are contracted with a private provider must meet this indicator’s requirements. The use and approval of noncertified personnel who teach non-core academic subjects in both types of programs must be documented and based on local school board policy.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 10: Professional Development and Teacher Retention**

### **Intent**

The expected outcome of this indicator is that instructional personnel are provided continuing education that will enhance the quality of services provided to at-risk and delinquent students and that strategies are in place to retain highly qualified instructional personnel.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

All instructional personnel

- 10.1 participate in facility program orientation and a beginning teacher program when appropriate
- 10.2 have and use written professional development plans or annual teacher evaluations to foster professional growth
- 10.3 receive continual annual professional development training or continuing education (including college course work) based on educational program needs, actual instructional assignments, professional development plans and/or annual teacher evaluations, and QA findings. Professional development training must be from a variety of sources on such topics as instructional techniques, reading and literacy skills development, content-related skills and knowledge, working with delinquent and at-risk youths, and ESE and ESOL programs
- 10.4 receive support from administrative staff who have documented strategies in place to retain highly qualified instructional personnel



## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review educational personnel files, training records, professional development plans and/or annual evaluations, and other appropriate documentation
- interview instructional personnel, educational administrators, and other appropriate personnel.

## Clarification

“Professional development plan” refers to a district developed plan leading toward professional growth or development in the teaching profession. Instructional personnel should have input into creating these plans, and these plans should be individualized to address the instructional personnel’s strengths and weaknesses. Professional development plans should be used as a working document and an evaluation tool. Professional development plans should be developed based on the school district’s policy for human resource development.

Teachers should be provided the opportunity to attend professional development training to support their professional growth. While routine training in such areas as policies and procedures, safety, and program orientation is important, the majority of professional development training should be related to instructional techniques, teaching delinquent and at-risk students, and the content of courses that instructional personnel are assigned to teach. All instructional personnel (including noncertified personnel) should have access and opportunity to participate in school district professional development training on an annual basis. Professional development training should qualify for inservice points for certification renewal.

Strategies to help retain highly qualified instructional personnel may include establishing a teacher mentor program, assigning teachers to teach in the subject area(s) in which they are certified, allowing time for teachers to collaborate with their colleagues, and creating positive work conditions or incentives for teachers to work in juvenile justice facilities.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 11: Learning Environment and Resources**

### **Intent**

The expected outcome of this indicator is that funding provides for substantial educational services and that students have access to high-quality materials, resources, and an environment that enhances their academic achievement and prepares them for a successful return to school and the community.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program's educational environment and resources include

- 11.1** the minimum of 300 minutes of daily instruction or its weekly equivalent
- 11.2 an adequate number of instructional personnel and educational support personnel
- 11.3 instructional materials that are appropriate to students' ages and ability levels, including a variety of diverse instructional texts for core content areas and high-interest leisure reading materials available for students (These materials should include fiction and nonfiction materials that address the characteristics and interests of adolescent readers.)
- 11.4 educational supplies, media materials, equipment, and technology for use by instructional personnel and students
- 11.5 an environment that is conducive to learning
- 11.6 access to the Internet for instructional purposes when appropriate
- 11.7 access to resources such as grant development, scholarship programs, business partnerships, or community partnerships.

**The reading material requirements and Internet access are not applicable to programs that only serve students for less than 40 calendar days.**

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review the cooperative agreement and/or contract, community involvement documentation, available media resources and technology, student to teacher ratio, curriculum and instruction materials, Internet policy, and other appropriate documentation
- interview school district administrators, on-site administrators, instructional personnel, other appropriate personnel, and students
- observe educational settings
- discuss findings with DJJ quality assurance reviewer when possible.

## Clarification

Day treatment programs may reduce the number of days of annual instruction to 230 with documented approval from local school district, DOE, and DJJ. Programs must provide a minimum of 300 minutes daily (or the weekly equivalent) of instruction. Time for student movement is not included in the 300 minutes and should be reflected on the schedule. Facility staff and educational personnel should collaborate to ensure that students are in school on time and receive the scheduled 300 minutes of daily instruction or its weekly equivalent. If a student is removed from class for an extensive amount of time due to behavior problems, there must be a plan in place to provide the student continued access to his/her instruction.

Depending on the type and the size of the program, support personnel may include principals, assistant principals, school district administrators who oversee program operations, curriculum coordinators, ESE personnel, guidance counselors, lead educators, registrars, transition specialists, or others. The ratio of students to instructional personnel should take into account the nature of the instructional activity, the diversity of the academic levels present in the classroom, the amount of technology available for instructional use, and the use of classroom paraprofessionals. (The average student to teacher ratio in Florida juvenile justice educational programs is 15:1.) Technology and media materials should be appropriate to meet the needs of the program's educational staff and student population.

An environment conducive to learning includes but is not limited to facility; school climate; organization and behavior management; and appropriate materials, supplies, and technology. All students should have access to computer technology in order to progress toward achieving career and/or educational goals. Programs should have a policy regarding Internet use, and students should have access to the Florida Virtual School as appropriate.

School districts and programs should collaborate to secure additional resources that may include, but are not limited to, workforce development grants, on-the-job training opportunities for students, facility partnerships, business partnerships, and community partnerships

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 12: Student Attendance**

### **Intent**

The expected outcome of this indicator is that students maintain regular school attendance, which ensures that they receive ongoing and consistent educational services.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program has and uses procedures and practices that ensure regular student attendance in the educational program and accurate reporting of student membership by

- 12.1 maintaining accurate attendance records in the program and current school membership as evidenced by enrollment in the school district MIS, including documentation of daily student attendance
- 12.2 documenting effective efforts to maintain student attendance and utilizing a plan of action for nonattending students

## Methods

To determine the rating, the reviewer at a minimum should

- review procedures related to attendance policies, grade books, attendance registries, work portfolios, school district MIS attendance records, and other appropriate documentation related to reporting attendance and providing interventions for nonattendance
- interview on-site administrators, instructional personnel, other appropriate personnel, and students.

## Clarification

The program should follow and implement state law and school district policies and procedures for membership, attendance, truancy reporting, and providing interventions. Students who have absconded from the program should be withdrawn from school according to the school district's policies related to attendance and withdrawal of truant students. Schools should use the withdrawal code of W22 or W15 (whereabouts unknown or nonattendance) for students who have absconded. Major discrepancies found in attendance and full-time equivalent (FTE) membership will be reported to DOE. Programs with verified discrepancies affecting FTE will be required to make the appropriate FTE adjustments. School district administrators and lead educators should communicate all attendance procedures and strategies to instructional personnel and staff. The program should document efforts to maintain student attendance. Students who miss school should be provided time to make up work. This should be documented in student work portfolios.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 13: School District Monitoring, Accountability, and Evaluation**

### **Intent**

The expected outcome of this indicator is that the school district monitors and assists programs in providing high quality educational services and accurately reports student and staff data for accountability and evaluation purposes.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The school district ensures that

13.1 the program submits all self-report information and documents to JJEPP offices in a timely manner

13.2 the program is assigned an individual school number and accurately reports all MIS data, including grades, credits, student progression, certificates, accurate entry and withdrawal dates, the use of valid withdrawal codes, diplomas, entry and exit assessment scores, and diplomas earned for every eligible student who attends the program

13.3 the program participates in the AYP process and that the data accurately reflect the state assessment program (FCAT or alternate assessment for students with disabilities or limited English proficiency) participation rate. The program must have at least a 95% state assessment participation rate according to the State's AYP calculation

13.4 there is a current and approved (by DOE and DJJ) cooperative agreement with DJJ and a contract with the educational provider when educational services are not directly operated by the school district; the terms of the contract and/or the cooperative agreement are being followed

13.5 the contract manager or designee provides and documents appropriate oversight and assistance to the educational program

There is documentation that illustrates that either the contract manager or the designated educational administrator is

13.6 monitoring and documenting quarterly the expenditures of all state and federal educational funds provided through the school district

13.7 conducting and documenting annual evaluations of the program's educational component.

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review the cooperative agreement and/or the contract, educational evaluations, expenditure reports, MIS data, relevant correspondence between the school district and the program, and other appropriate documentation
- interview school district administrators, on-site administrators, lead educators, and other appropriate personnel
- review FCAT participation results based on state AYP calculations.

## Clarification

School district contract managers and/or their designees are expected to oversee and assist the educational program with ensuring that all appropriate educational services are provided as required by the contract and/or the cooperative agreement and all applicable local, state, and federal education guidelines. School districts should ensure that issues documented in QA reports are addressed in a timely manner. An individual school number means that the school number used by the program is not shared with any other school, including other DJJ schools. Only students enrolled in the particular school should be reported under the program's unique school number. Adult county jail students should be reported under separate school numbers. All of the students' information contained in Survey One through Survey Five should be reported under the same school number. Students who graduate while in a program should be withdrawn using the appropriate diploma withdrawal code.

To ensure that outcomes associated with a program's performance are valid, QA reviewers will verify that student information is accurately reported for all students through the MIS. Accountability issues should be clarified in the cooperative agreement and/or the contract and in the program's written procedures. The program and the school district should decide how access to the school district MIS is provided. All students should have a valid withdrawal code each year unless they are still enrolled in the school at the end of the school year. Major discrepancies in attendance and full-time equivalent (FTE) membership will be reported to DOE and may affect the program's QA score.

The contract manager should oversee the state assessment program (FCAT or alternate assessment for ESE students or students with limited English proficiency) testing process to ensure that all eligible students take the state assessment. The program should collaborate with the school district MIS department to adjust and correct the enrollment and testing information for the 2005-2006 school year. Participation (at least 95%) each year is critical, not only to the current QA review, but also potentially to the following year's QA review. School districts are responsible for submitting results to the Florida Department of Education.

In the case of a direct service (district-operated) educational program, the contract manager is usually the alternative education or Dropout Prevention principal or the school district administrator. The school district principal may assign a representative as a contract manager for contracted (private-operated) educational programs and for direct service (district-operated) educational programs.

Site visits should occur as determined by program needs. Contact may include but is not limited to site visits, telephone calls, e-mails, district meetings, and faxes. The contract manager may contact or designate other personnel to assist with contract management.

Annual program evaluations may include progress toward implementing the school district's reading plan, mock QA reviews, site-specific school improvement plans (SIPs), outcome evaluations, etc.

Documentation of these evaluations should be available.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0







**2006  
Educational  
Quality Assurance Standards  
for  
DETENTION CENTER PROGRAMS**

**Educational Standard One: Transition**

Indicator 1: Transition Services

Indicator 2: Assessment and Planning

**Educational Standard Two: Service Delivery**

Indicator 3: Curriculum and Instruction

Indicator 4: ESE and Related Services

**Educational Standard Three: Educational Resources**

Indicator 5: Collaboration

Indicator 6: Educational Personnel Qualifications

Indicator 7: Professional Development and Teacher Retention

Indicator 8: Learning Environment and Resources

**Educational Standard Four: Contract Management**

Indicator 9: School District Monitoring, Accountability, and Evaluation

## Indicator 1: Transition Services

### Intent

The expected outcome of this indicator is that the juvenile justice school assists students with reentry into community, school, post-commitment programs, and/or work settings through transition services.

### Process Guidelines

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program has transition activities that include

- 1.1** documenting requests for records that are not electronically accessible within five school days of student entry and making additional requests as necessary; reviewing past educational records, transcripts, and withdrawal forms to develop an appropriate course schedule; changing enrollment from temporary to permanent status no later than a student's 22nd school day in the program
- 1.2 providing DJJ population reports to the lead educator, teachers, school registrar, and other educational support staff as needed daily; making educational staff aware of each student's status (i.e., which students are awaiting placement into commitment programs and which students are going to be released to their respective communities) and, when known, each student's expected release date from detention
- 1.3 documenting participation of an educational representative who is familiar with the students' performance and of appropriate representatives from the communities to which students will return, in detention hearings or staffings to determine the status of students in the detention center and to assist students with successful transition to their next educational or career/technical placements
- 1.4 for students who are returning to the public schools, documented transmittal of students' days in attendance, current transcripts, and school district withdrawal forms with numerical grades in progress to the next educational placement at the time of exit
- 1.5 for students who are awaiting placement into commitment programs, documented transmittal of the students' cumulative transcripts, IEPs/IAPs/AIPs, assessment information, and school district withdrawal forms with numerical grades in progress to the next educational placement or to the transition coordinator for the receiving school district. Records should be transmitted at the time of exit.

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review student educational files, closed commitment files, educational exit packets, records requests, MIS enrollment, course schedules, prior records, documented transmittal of records (e.g., fax or mail receipts), AIPs, IAPs, transition plans, and other appropriate documentation
- interview transition specialist, registrar, guidance counselors, treatment team members, other appropriate personnel, and students
- observe detention hearings or staffings, when possible.

## Clarification

When the program does not have on-site access to the management information system (MIS), record requests for in-county student records should be documented. Fax transmittal receipts should be retained to document records requests. Required educational records include records requests; transcripts; withdrawal forms; ESE records, including individual educational plans (IEPs); academic improvement plans (AIPs); individual academic plans (IAPs); entry assessments; and school district course schedules. (Educational plans are as appropriate.) Electronic files of educational records maintained on site that contain required educational information are acceptable. Withdrawal grades should be averaged into current semester grades from the program. Out-of-county records should be requested through multiple sources, such as Florida Automated System for Transferring Educational Records (FASTER), the student's probation officer, detention centers, the previous school district, and/or the student's legal guardian.

Students in detention centers should earn grades for every day they are enrolled in school. The program should maintain documentation indicating that student records were transmitted directly to the next educational program at the time of exit. This will help ensure that a continuum of educational services is provided throughout the student's educational placement in the juvenile justice system. When the next educational placement for a student has not been determined, the program should make every effort (including contacting the receiving school district's transition coordinator or the student's JPO) to identify the most appropriate setting for the student's continuing educational development, including an alternative educational placement.

Parent involvement should be solicited, and parents should be informed about their child's needs before the student exits back to the home, school, and community. For more information, please refer to *Transition Guidebook for Educational Personnel in Juvenile Justice Programs* ([jjeep.org/docs.htm#taps](http://jjeep.org/docs.htm#taps)). **School districts' transition contact information can be obtained at [jjeep.org/transition\\_contacts](http://jjeep.org/transition_contacts). It is each school district's responsibility to inform JJEPP via e-mail at [jjeep@jjeep.org](mailto:jjeep@jjeep.org) if their district contact person's information has changed.**

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## Indicator 2: Assessment and Planning

### Intent

The expected outcome of this indicator is that entry assessments are used to identify students' academic, career, and technical strengths, weaknesses, and interests to address the individual needs of the students and that academic and transition planning is designed and implemented to assist students in maximizing academic achievements.

### Process Guidelines

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program has testing and assessment practices that include

- 2.1** an academic assessment for reading, writing or language arts, and mathematics that is administered within five school days of student entry into the facility and is used to guide instruction
- 2.2** career and technical aptitude assessments and/or career interest surveys that are administered within 22 school days of student entry into the facility and are used to enhance employability, career, and technical instruction
- 2.3** developing written IAPs for all non-ESE students within 22 school days of entry into the facility that include specific, measurable, and individualized long-term goals and short-term instructional objectives, identified remedial strategies, and a schedule for determining progress for reading, writing, and math. (IAPs should be age and grade appropriate based on entry assessments and past records.)
- 2.4** developing IEP goals and objectives that directly relate to the student's identified academic and/or behavioral deficiencies and needs
- 2.5** reviewing students' academic progress toward achieving the content of their goals and objectives and (when appropriate) the revision of goals and objectives in IAPs
- 2.6** advising students with regard to their abilities and aptitudes, educational and occupational opportunities, personal and social adjustments, diploma options, and post-secondary opportunities and communicating to students their educational status and progress.

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review student educational files, assessment tests, MIS records, and other appropriate documentation
- interview personnel responsible for testing procedures, other appropriate personnel, and students
- review student educational files, IAPs, treatment files, and other appropriate documentation
- interview instructional personnel, guidance personnel, transition personnel, other appropriate personnel, and students.

## Clarification

Detention centers may administer any entry academic assessments for reading, writing/language arts, and math and are not required to report the results through the MIS. Assessment results should be used to create the foundation for developing the student's educational program. Detention centers should not administer the common assessment identified by the DOE at any time, to any students.

Entry assessments should be re-administered when results do not appear to be consistent with the students' reported performance levels. Instructional personnel should have access to assessment results and records in student files and be well informed about students' needs and abilities. Career and technical assessments are used to determine students' career interests and assess their career and technical aptitudes. These assessments also should be used to guide students in future career decision-making. Students under the age of 12 are not required to complete a vocational assessment.

IAPs should document student needs and identify strategies that assist them in meeting their potential. Students should participate in the development and the revision of their IAPs. Long-term educational goals and short-term instructional objectives for non-ESE students may be found in each student's performance contract, treatment plan, IAP, or other appropriate documents. IAPs, IEPs, and AIPs should document at least two objectives per goal. Instructional personnel should use IAPs, AIPs, and IEPs for instructional planning purposes and for tracking students' progress.

IEPs for students assigned to ESE programs should be individualized and include all information required by federal and state laws. IEPs should address behavioral and academic goals and objectives as appropriate. Instructional personnel should have access to IEPs.

A schedule for determining student progress should be based on an accurate assessment, resources, and instructional strategies. Students performing at or above grade level must have appropriate goals and objectives on their IAPs; remedial strategies are not required for these students. Students who have high school diplomas or the equivalent are not required to have academic plans; however, these students' curricular activities must address their individual needs.

Proper tracking and documentation of student progress may also assist in offering performance-based education that will allow students who are performing below grade level the opportunity to advance to their age-appropriate placement.

All students should have easy and frequent access to guidance/advising services, and these services should be aligned with transition and treatment activities. Guidance activities should be based on the *Florida Course Code Directory and Instructional Personnel Assignments*, the school district's student progression plan, state- and district-wide assessments, and requirements for high school graduation, including all diploma options and post-commitment career and technical educational options. Students will be expected to have knowledge of their credits, grade levels, and diploma options to verify that individuals who are delivering guidance services are communicating this information to students.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## Indicator 3: Curriculum and Instruction

### Intent

The expected outcome of this indicator is that students have the opportunity to receive an education that focuses on their assessed educational needs and is appropriate to their future educational plans, allowing them to progress toward obtaining high school diplomas or the equivalent.

### Process Guidelines

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program offers academic curriculum and instruction through

- 3.1** a year-round curriculum (including summer school course offerings that address the student progression needs of students) designed to provide students with educational services through a substantial curriculum based on curricular offerings that provide credit and the opportunity for student progression, the *Florida Course Code Directory and Instructional Personnel Assignments*, the course descriptions of the courses in which students are receiving instruction, and the Florida Sunshine State Standards (FSSS)
- 3.2** literacy skills activities, tutorial and remedial strategies, and social skills programs **for students in the detention center 21 school days or less**
- 3.3** individualized instruction and a variety of instructional strategies that are documented in lesson plans and demonstrated in all classroom settings **for students in the detention center 22 school days or more**. Such strategies should address instruction that is aligned with IAPs and IEPs and students' academic levels in reading, writing, and mathematics in all content areas being taught and provide a variety and balance of targeted and appropriate teaching strategies to accommodate students' learning styles (e.g., auditory, visual, kinesthetic, tactile).

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review student educational files, student work folders, course schedules, class schedules, curriculum documents and materials, lesson plans, IEPs, 504 plans, and other appropriate documentation
- interview instructional personnel, educational administrators, other appropriate personnel, and students
- observe educational settings, activities, and instruction.

## Clarification

Courses and activities should be age appropriate and based on students' individual needs and post-placement goals. Intensive math, intensive English, and reading courses are for elective credit only. For students who have passed the graduation test (FCAT), enrollment in these courses may not take the place of science and social studies courses. For students who are eligible to graduate but have not passed the FCAT, these courses may be offered instead of science and social studies.

A substantial curriculum will meet state course descriptions and will not consist only of supplemental materials. The curriculum may be offered through a variety of scheduling options, such as block scheduling, performance-based education, or offering courses at times of the day that are most appropriate for the program's planned activities. Programs must provide course credits or student progression leading toward high school graduation throughout the 250-day school year.

A curriculum with the same content must address multiple academic levels. Long-term goals and short-term instructional objectives in students' IAPs and IEPs should be used by all instructional personnel to assist in providing individualized instruction and educational services. Teachers should have knowledge of the content of their students' IEPs and/or IAPs.

Individualized instruction should include direct instruction (teacher-led instruction through explanation or modeling, followed by guided practice and independent practice) and be delivered in a variety of ways, including one-on-one instruction, computer-assisted instruction (CAI), thematic teaching, experiential learning, cooperative learning, audio/visual presentations, lectures, group projects, and hands-on learning.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## Indicator 4: ESE and Related Services

### Intent

The expected outcome of this indicator is that programs provide equal access to education for all students, regardless of functional ability, disability, or behavioral characteristics.

### Process Guidelines

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program provides to all students, as needed, educational support services, including

4.1 documenting the initiation of the ESE process within 11 school days of student entry into the facility

4.2 completing the ESE process through

- reviewing current IEPs and determining whether the IEP is appropriate
- if the IEP cannot be implemented as written, convening an IEP meeting as soon as possible
- soliciting and documenting participation from parents in ESE staffing and IEP development and mailing copies of IEPs to parents if they cannot attend the meeting
- an educational representative acting as the LEA representative who is knowledgeable of the educational resources within the local school district, meets the requirements under Section 300.344 of Title 34 of the Code of Federal Regulations and Rule 6A-6.03028, FAC for an LEA representative, and is either an employee of the school district or is a district designated person authorized by the school district to act as the LEA representative.

4.3 ESE and related services that are implemented as outlined in students' IEPs

4.4 ESOL, Section 504, educational psychological services, and mental and physical health services as outlined in the students' plans (i.e., 504 and LEP plans).



**Methods**

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review IEPs, cooperative agreement and/or contract, student files, records requests, support services consultation logs, and other appropriate documentation
- interview ESE personnel, educational administrators, instructional and support personnel, other appropriate personnel, and students.

**Clarification**

Students participating in ESE programs should be provided all corresponding services and documentation (i.e., written parental notification and procedural safeguards) required by federal and state laws.

Documentation of the initiation of the ESE process within the required time frame may include continuation of ESE services for in-county students, appropriate student course schedules based on current and appropriate IEPs, official enrollment, class attendance, notifying appropriate personnel of students who require ESE services, and written parent notification and/or parent contact regarding an IEP review meeting. The program must document soliciting parent involvement in the IEP development process, and parents must receive a copy of their student’s IEP.

According to Rule 6A-6.03028, FAC and Section 300.344 of Title 34 of the Code of Federal Regulations, an LEA representative is a “representative of the school district who is qualified to provide or supervise the provision of specially designed instruction to meet the unique needs of students with disabilities, is knowledgeable about the general curriculum, and is knowledgeable about the availability of resources of the school district. At the discretion of the school district, the student’s ESE teacher may be designated to also serve as the representative if the teacher meets the requirements described in this paragraph.” LEA participation must be provided by an educational representative who is knowledgeable of the educational resources within the local school district where the student is receiving services and is either an employee of the school district or is designated by the school district to serve as the LEA representative. Programs that use a non-school-district employee to serve as the LEA representative must obtain from the school district’s ESE director written approval of this individual to serve as the LEA representative.

Students participating in ESOL, Section 504, and/or related services should be provided all corresponding services according to students’ plans, including mental and physical health services. Students’ support and educational services should be integrated. Related services, accommodations, and modifications for appropriate students should be documented. ESOL students should have current limited English proficiency (LEP) plans to address their language needs as appropriate.

Consultative services may include services to instructional personnel serving students assigned to ESE programs or services provided directly to students in accordance with their IEPs. Consultative logs should document these services.

**Performance Rating**

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 5: Collaboration**

### **Intent**

The expected outcome of this indicator is that facility staff and school district personnel collaborate to ensure high quality educational services are provided to at-risk students.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program facilitates collaboration through

- 5.1 demonstrated and documented communication between school district administrators, facility administrators, facility staff, and school personnel on a regularly scheduled basis
- 5.2 varied community involvement that is solicited, documented, and focused on educational and transition activities
- 5.3 demonstrated classroom management procedures for managing behavior that are clearly defined by both educational personnel and facility staff, are understood by all students, and include consistent use of reinforcement for positive student behavior.

**Student participation in off-site community activities is not required for detention centers.**

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review faculty meeting agendas, management meeting minutes, educational written procedures, volunteer participation documentation, program behavior policy, and other appropriate documentation
- interview school district administrators, on-site administrators, instructional personnel, students, and other appropriate personnel
- observe educational settings and faculty meetings, when possible.

## Clarification

It is the responsibility of the on-site educational administrators to ensure that all educational staff are informed about the program and the school district's purpose, policies, expected student outcomes, and school improvement initiatives. Communication among relevant parties (the school district, DJJ, providers, and educational and program staff) should be ongoing and facilitate the smooth operation of the educational program.

Community involvement activities should be documented with dates and should be from a variety of sources that may consist of tutoring, mentoring, clerical and/or classroom volunteers, career days, guest speakers, business partnerships that enhance the educational program, and student involvement in the community that supports education and learning. Student volunteerism within the program and mentoring/role modeling are also examples of community involvement. Community involvement activities should be integrated into the educational program's curriculum. Community activities could be aligned with school-to-work initiatives. Parent involvement should be evident, and parents should be involved in a successful transition of the student to school and/or employment. School advisory councils (SACs) should include members from the community and parents when possible.

Classroom management should be incorporated in the program's behavior management plan. The term "classroom" refers to any setting or location that is utilized by the program for instructional purposes. Equitable behavior/classroom management includes treating all students fairly, humanely, and according to their individual behavioral needs. Behavior and classroom management policies should be developed and implemented through collaboration between educational personnel and facility staff through instructional delivery activities. Classroom management procedures should be designed to empower students to become independent learners and to promote positive self-esteem. Instructional personnel and facility staff members should provide positive reinforcement for appropriate student behavior. Where appropriate, individual functional behavior assessment and behavior intervention plans should be used.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 6: Educational Personnel Qualifications**

### **Intent**

The expected outcome of this indicator is that the most qualified instructional personnel are employed to educate students in juvenile justice schools.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

All instructional personnel

- 6.1** in core academic areas must have professional or temporary state teaching certification, a valid statement of eligibility, or proof of accepted application for teaching certification
- 6.2 in non-core academic areas (including social, employability, and career education courses) must have teaching certification or be approved to teach through the school board policy for the use of non-certified instructional personnel based on documented expert knowledge or skill

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review educational personnel files, teaching certificates, statements of eligibility, and other appropriate documentation
- interview instructional personnel, educational administrators, and other appropriate personnel.

## Clarification

Instructional personnel are considered to be those who are hired to teach students and who are delivering instruction in the classroom; therefore, the teacher of record should be the full-time classroom teacher who delivers instruction. Schools should hire and assign teachers in core academic areas according to their area of certification. Core academic areas include English/language arts, reading, mathematics, science, foreign languages, civics and government, economics, arts, history, and geography. A statement of eligibility and/or an application that confirms the applicant is not eligible for certification will not fulfill the requirements of this indicator.

Schools and school districts should provide evidence that they are actively seeking qualified teachers when teaching positions are vacant or long-term substitutes are being used. Substitute teachers must comply with the requirements in 6.1 for core academic subject areas if they are at the program for four consecutive weeks or longer. There must be documentation that the program is actively seeking a professionally certified teacher. Substitutes must be approved by the school district.

Post-secondary instructors of dual enrollment students are not required to have K-12 teaching certifications. NCLB establishes specific requirements for highly qualified teachers in core subject areas. All instructional personnel whose salaries are supported wholly or in part by Title I, Part A funds must meet “highly qualified” teacher requirements within the timelines prescribed in NCLB. The technical assistance paper on this topic may be found online at [http://info.fldoe.org/dscgi/ds.py/Get/File-1485/DPS\\_04-027\\_TAP.pdf](http://info.fldoe.org/dscgi/ds.py/Get/File-1485/DPS_04-027_TAP.pdf). The program should retain documentation that parents are notified by letter if their child’s teacher teaches out-of-field for more than four weeks.

Both the program provider and the school district should have input into hiring all instructional personnel, either directly through the hiring process or through the cooperative agreement and/or the contract. Teachers in school district operated programs and teachers who are contracted with a private provider must meet this indicator’s requirements. The use and approval of noncertified personnel who teach non-core academic subjects in both types of programs must be documented and based on local school board policy.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 7: Professional Development and Teacher Retention**

### **Intent**

The expected outcome of this indicator is that instructional personnel are provided continuing education that will enhance the quality of services provided to at-risk and delinquent students and that strategies are in place to retain highly qualified instructional personnel.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

All instructional personnel

- 7.1 participate in facility program orientation and a beginning teacher program when appropriate
- 7.2 have and use written professional development plans or annual teacher evaluations to foster professional growth
- 7.3 receive continual annual professional development training or continuing education (including college course work) based on educational program needs, actual instructional assignments, professional development plans and/or annual teacher evaluations, and QA findings. Professional development training must be from a variety of sources on such topics as instructional techniques, reading and literacy skills development, content-related skills and knowledge, working with delinquent and at-risk youths, and ESE and ESOL programs
- 7.4 receive support from administrative staff who have documented strategies in place to retain highly qualified instructional personnel

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review educational personnel files, training records, professional development plans and/or annual evaluations, and other appropriate documentation
- interview instructional personnel, educational administrators, and other appropriate personnel.

## Clarification

“Professional development plan” refers to a district developed plan leading toward professional growth or development in the teaching profession. Instructional personnel should have input into creating these plans, and these plans should be individualized to address the instructional personnel’s strengths and weaknesses. Professional development plans should be used as a working document and an evaluation tool. Professional development plans should be developed based on the school district’s policy for human resource development.

Teachers should be provided the opportunity to attend professional development training to support their professional growth. While routine training in such areas as policies and procedures, safety, and program orientation is important, the majority of professional development training should be related to instructional techniques, teaching delinquent and at-risk students, and the content of courses that instructional personnel are assigned to teach. All instructional personnel (including noncertified personnel) should have access and opportunity to participate in school district professional development training on an annual basis. Professional development training should qualify for inservice points for certification renewal.

Strategies to help retain highly qualified instructional personnel may include establishing a teacher mentor program, assigning teachers to teach in the subject area(s) in which they are certified, allowing time for teachers to collaborate with their colleagues, and creating positive work conditions or incentives for teachers to work in juvenile justice facilities.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## Indicator 8: Learning Environment and Resources

### Intent

The expected outcome of this indicator is that funding provides for substantial educational services and that students have access to high-quality materials, resources, and an environment that enhances their academic achievement and prepares them for a successful return to school and the community.

### Process Guidelines

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The program's educational environment and resources include

- 8.1** the minimum of 300 minutes of daily instruction or its weekly equivalent
- 8.2 an adequate number of instructional personnel and educational support personnel
- 8.3 instructional materials that are appropriate to students' ages and ability levels, including a variety of diverse instructional texts for core content areas and high-interest leisure reading materials available for students (These materials should include fiction and nonfiction materials that address the characteristics and interests of adolescent readers.)
- 8.4 educational supplies, media materials, equipment, and technology for use by instructional personnel and students
- 8.5 an environment that is conducive to learning
- 8.6 access to the Internet for instructional purposes when appropriate.



## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review the cooperative agreement and/or contract, available media resources and technology, student to teacher ratio, curriculum and instruction materials, Internet policy, and other appropriate documentation
- interview school district administrators, on-site administrators, instructional personnel, other appropriate personnel, and students
- observe educational settings
- discuss findings with DJJ quality assurance reviewer when possible.

## Clarification

Programs must provide a minimum of 240 days per year of 300 minutes daily (or the weekly equivalent) of instruction. Time for student movement is not included in the 300 minutes and should be reflected on the schedule. Facility staff and educational personnel should collaborate to ensure that students are in school on time and receive the scheduled 300 minutes of daily instruction or its weekly equivalent. If a student is removed from class for an extensive amount of time due to behavior problems, there must be a plan in place to provide the student continued access to his/her instruction.

Depending on the type and the size of the program, support personnel may include principals, assistant principals, school district administrators who oversee program operations, curriculum coordinators, ESE personnel, guidance counselors, lead educators, registrars, transition specialists, or others. The ratio of students to instructional personnel should take into account the nature of the instructional activity, the diversity of the academic levels present in the classroom, the amount of technology available for instructional use, and the use of classroom paraprofessionals. (The average student-to-teacher ratio in Florida juvenile justice educational programs is 15:1.) Technology and media materials should be appropriate to meet the needs of the program's educational staff and student population.

An environment conducive to learning includes but is not limited to facility; school climate; organization and behavior management; and appropriate materials, supplies, and technology. All students should have access to computer technology in order to progress toward achieving career and/or educational goals. Programs should have a policy regarding Internet use, and students should have access to the Florida Virtual School as appropriate.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0

## **Indicator 9: School District Monitoring, Accountability, and Evaluation**

### **Intent**

The expected outcome of this indicator is that the school district monitors and assists programs in providing high quality educational services and accurately reports student and staff data for accountability and evaluation purposes.

### **Process Guidelines**

The following benchmarks have been identified as representing the major elements of the indicator and will be used to gather evidence when determining if the indicator's intent is being met.

The school district ensures that

- 9.1 the program submits all self-report information and documents to JJEPP offices in a timely manner
- 9.2** the program is assigned an individual school number and accurately reports all MIS data, including grades, credits, student progression, certificates, accurate entry and withdrawal dates, the use of valid withdrawal codes, diplomas, and diplomas earned for every eligible student who attends the program
- 9.3 accurate attendance records are maintained in the program, and current school membership is evidenced by enrollment in the school district MIS, including documentation of student daily attendance records
- 9.4 there are a current and approved (by DOE and DJJ) cooperative agreement with DJJ and a contract with the educational provider when educational services are not directly operated by the school district; the terms of the contract and/or the cooperative agreement are being followed
- 9.5** the contract manager or designee provides and documents appropriate oversight and assistance to the educational program

There is documentation that illustrates that either the contract manager or the designated educational administrator is

- 9.6 monitoring and documenting quarterly the expenditures of all state and federal educational funds provided through the school district
- 9.7 conducting and documenting annual evaluations of the program's educational component.

## Methods

To determine the rating, the reviewer should review all required self-report information at a minimum and

- review the cooperative agreement and/or the contract, educational evaluations, expenditure reports, MIS data, relevant correspondence between the school district and the program, and other appropriate documentation
- interview school district administrators, on-site administrators, lead educators, and other appropriate personnel.

## Clarification

School district contract managers and/or their designees are expected to oversee and assist the educational program with ensuring that all appropriate educational services are provided as required by the contract and/or the cooperative agreement and all applicable local, state, and federal education guidelines. School districts should ensure that issues documented in QA reports are addressed in a timely manner. An individual school number means that the school number used by the program is not shared with any other school, including other DJJ schools. Only students enrolled in the particular school should be reported under the program's unique school number. Adult county jail students should be reported under separate school numbers. All of the students' information contained in Survey One through Survey Five should be reported under the same school number.

To ensure that outcomes associated with a program's performance are valid, QA reviewers will verify that student information is accurately reported for all students through the MIS. Accountability issues should be clarified in the cooperative agreement and/or the contract and in the program's written procedures. The program and the school district should decide how access to the school district MIS is provided. All students should have a valid withdrawal code each year unless they are still enrolled in the school at the end of the school year. Major discrepancies in attendance and full-time equivalent (FTE) membership will be reported to DOE and may affect the program's QA score.

The contract manager should oversee the state assessment program (FCAT or alternate assessment for ESE students or students with limited English proficiency) testing process to ensure that all eligible students take the state assessment. The program should collaborate with the school district MIS department to adjust and correct the enrollment and testing information for the 2005-2006 school year.

In the case of a direct service (district-operated) educational program, the contract manager is usually the alternative education or Dropout Prevention principal or the school district administrator. The school district principal may assign a representative as a contract manager for contracted (private-operated) educational programs and for direct service (district-operated) educational programs.

Site visits should occur as determined by program needs. Contact may include but is not limited to site visits, telephone calls, e-mails, district meetings, and faxes. The contract manager may contact or designate other personnel to assist with contract management.

Annual program evaluations may include mock QA reviews, site-specific school improvement plans (SIPs), outcome evaluations, etc. Documentation of these evaluations should be available.

## Performance Rating

<input type="checkbox"/> Superior Performance	7	8	9
<input type="checkbox"/> Satisfactory Performance	4	5	6
<input type="checkbox"/> Partial Performance	1	2	3
<input type="checkbox"/> Nonperformance			0





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