CHAPTER 8
CORRELATES OF QUALITY JUVENILE JUSTICE EDUCATIONAL PROGRAMS

8.1 Introduction

Quality juvenile justice education is not achieved by means of a simple formula composed of quality teachers using quality resources in a quality environment. While these may be the most important, or certainly among the most important, there are myriad other factors that shape and influence the quality of educational services in Florida's juvenile justice system. The Juvenile Justice Educational Enhancement Program (JJEEP) quality assurance (QA) standards have been created to address such tangible and measurable factors as student transition (both entry and exit), service delivery, and administration. There are other factors, however; some more concrete than others, and some often beyond the scope of JJEEP, individual schools, and even the Florida Department of Education (DOE) and the Department of Juvenile Justice (DJJ). These factors include the size of the facility, the gender of the student population, the public/private and profit status of the education provider, and teacher certification. Although JJEEP's QA standards may not be able to address these issues comprehensively, JJEEP's ongoing research efforts aimed at identifying and implementing best practices examine some of these factors on an annual basis.

This chapter examines four key variables—facility size, gender, public/private status, and teacher certification—and their relationship to quality juvenile justice education. During the 2002 review cycle, DJJ designated a number of programs as deemed or special deemed programs due to budget and personnel constraints; this resulted in fewer full QA reviews. The exclusion of these 42 deemed and five special deemed programs would have rendered JJEEP's standard analyses of facility size, public/private status, gender, and teacher certification issues impracticable. Therefore, for the purposes of analysis only, JJEEP imputed the scores of deemed and special deemed programs based on these programs' previous QA scores from full reviews for the subsequent 2002 analyses.

The chapter is comprised of five subsequent sections, including a final summary discussion. Section 8.2 examines facility size, Section 8.3 considers gender issues, Section 8.4 deals with education provider status (public or private – for-profit and not-for-profit), Section 8.5 looks at teacher certification, and Section 8.6 provides a summary discussion of the chapter's findings.

8.2 Facility Size

Increased facility size and custodial character present a number of important policy questions related to juvenile justice education and other treatment outcomes. In examining the

literature addressing juvenile justice facility size and educational outcomes, the reported results are fragmented and overly general (see JJEEP's 2000 Annual Report for a detailed overview of the literature). A review of criminal justice literature does indicate, however, that larger juvenile institutions are problematic at best and detrimental or destructive at worst in terms of various youths' behavior consequences and outcomes. A review of the literature pertaining to alternative education for at-risk youth suggests that smaller schools produce better academic gains for this particular population. See Chapter 14 for additional information on school size and alternative education. The specific effects of facility size, particularly related to education are generally unclear, however, which gives little guidance to decision-makers.

There are numerous dimensions of the concept *facility size*, including population size, total square footage, physical dimension, and the ratio of youths per square foot. Each of the measurements of facility size engenders different implications. JJEEP's examination of facility size uses the number of youths at the facility as the measure of facility size, not only because these data are available but also because it is best suited for investigating the differences between larger and smaller facilities. The average maximum capacity of the juvenile justice facilities reviewed by JJEEP was 55 for both 2001 and 2002. The maximum capacity in 2002 ranged from a minimum of 12 to a maximum of 350.

Data in Florida

During the past several years, Florida has moved toward larger facilities. While only 15 programs in 2002 served 101 or more youths, 30% of Florida's juvenile justice youths received educational services in these large facilities. It is important, therefore, to determine the consequences that being in a large facility has upon the education of youths in such facilities. QA scores for educational programs grouped by their maximum capacities are presented in Table 8.2-1.

Table 8.2-1: Overall Mean QA Scores by Size of the Facility*

Number of Students	Number of Programs		Transition		Service Delivery		Administration		Contract Management**		Overall Mean	
	2002a	2002b	2002a	2002b	2002a	2002b	2002a	2002b	2002a	2002b	2002a	2002b
1 – 20	18	22	5.70	5.86	6.03	6.19	5.87	5.96	5.48	5.58	5.87	6.01
21 – 30	32	42	4.95	5.21	5.31	5.55	5.35	5.52	4.71	4.89	5.21	5.43
31 – 50	32	50	5.04	5.60	5.40	5.84	5.36	5.71	4.66	5.04	5.27	5.72
51 – 100	29	39	5.27	5.40	5.31	5.72	5.44	5.56	4.94	5.16	5.44	5.55
Over 100	14	15	4.38	4.68	5.50	5.58	5.29	5.47	4.62	4.38	5.00	5.25
Total/Average Score	**125**	**168**	**5.09**	**5.41**	**5.50**	**5.76**	**5.44**	**5.64**	**4.85**	**5.04**	**5.35**	**5.61**

*Excludes detention centers. The figures are computed both excluding and including deemed programs (see Chapter 2). The 2002a column does not include deemed and special deemed programs. The 2002b column includes the imputed scores for deemed and special deemed programs.

**Standard Four: Contract Management is not included in the overall mean.

While no clear trend emerges among mid-sized programs, analyses of the QA scores either using or not using the imputed scoring for deemed and special deemed programs clearly supports the conclusion that the smallest programs (one to 20 students) consistently score higher than the largest programs (over 100 students). Specifically, programs serving from one to 20 youths consistently scored higher than all other program sizes across each of the QA standards and the overall mean. In comparison, the programs serving more than 100 youths scored considerably lower than the programs serving 1-20 youths in all 10 of the possible comparisons, and many of these differences are quite striking with differences in transition being very large (compare the first and fifth rows in Table 8.2-1 for specific values). While the differences in QA scores are greatest when comparing the largest and smallest facility sizes, the pattern is still generally maintained when comparing the largest against all of the other categories. In 34 of the possible 40 comparisons that could be made, the largest facility category scored lower than the other categories.

Moreover, the facility size trend appears to have some consistency over time. Table 8.2-2 presents overall mean QA scores by program size for 2000, 2001, and 2002. For 2002, they are presented both including and excluding deemed programs.

Table 8.2-2 Overall Mean Score by Facility Size 2000 to 2002

Number of Students	2000	2001	2002a	2002b
1-20	5.33	5.76	5.87	6.01
21-30	5.49	5.27	5.21	5.43
31-50	5.44	5.44	5.27	5.72
51-100	5.42	5.54	5.44	5.55
101 and above	5.19	5.42	5.00	5.25
Overall Mean QA Score for All Programs	**5.41**	**5.49**	**5.35**	**5.61**

Analysis excludes detention centers.

The 2002a column does not include deemed and special deemed programs. The 2002b column includes the imputed scores for deemed and special deemed programs.

While the overall mean QA score for the smallest programs, those serving between one and 20 students, has consistently increased over time, programs serving more than 100 continue to perform below the overall mean QA score for all programs. In 2002, it is clear that the educational services provided to youths in large facilities are generally inferior to those provided in smaller facilities. Although it is difficult to identify the optimum program size for delivering the highest quality educational services to juvenile justice youths, large facilities have proven to be problematic.

Future research conducted by JJEEP will look at the effect of facility size on entry and exit academic outcomes and, subsequently, will examine the effect of academic outcomes on community reintegration, including recidivism, self report delinquency, employment, and return to school. This research will help JJEEP ascertain how education in Florida's juvenile justice institutions likely will fare if the trend toward larger institutions continues.

8.3 Gender

Because boys have dominated the juvenile justice system, juvenile justice programming has developed around male needs (Scahill, 2000). As female participation in criminal activity rises and changes, it is essential to examine the unique treatment and educational needs and characteristics of girls (Morash, 1998). DJJ tracks delinquency referrals and reports that 28,531 of the 99,774 delinquency referrals in FY 2000-01 were for females. DJJ further reports that in the last five years, there has been an eight percent decline in the total number of delinquency referrals; however, the proportion of referrals for females during this time period has stayed relatively the same, ranging from 28.02% to 28.70%. Girls arrested for violent felonies more than doubled from 1,400 in FY 1990-91 to 3,143 in FY 1998-99, although the number of youths 10-17 years old grew by 26% (300,000) in the 1990s. Because current JJEEP educational QA standards do not address gender-specific programming, QA scores reflect general program performance rather than the volume, content, or quality of gender-based offerings. Therefore, JJEEP's examination of gender and juvenile justice education uses QA scores to address two important research questions. First, can a quality program providing gender-based programming, an identified best practice in the literature, be replicated in other programs? And second, should girls and boys receive services in the same facility or be separated?

PACE Center for Girls

PACE day treatment prevention programs provide comprehensive, gender-specific services that center on a strong educational and social service delivery model for girls. Programs also provide transition services that include aftercare services to students and their families. PACE programs consistently receive high QA review scores, indicating a positive correlation between the identified promising practices and QA scores. In fact, of the 19 PACE centers operating in 2002, four of the facilities had special deemed status which required no program review in 2002, 11 of the facilities had deemed status which required an abbreviated QA review, and only four facilities received a full QA review. The high proportion of deemed and special deemed PACE programs indicates not only that the PACE program provides especially high quality educational programs, but that the PACE model is replicable and can be implemented with consistently high performance across different sites.

Table 8.3-1 summarizes the mean QA scores by standard and overall mean of the four PACE facilities that received a full QA review and reports the estimated scores of all 19 PACE programs by utilizing the scores from the four full reviews and the last full review scores of the 15 deemed and special deemed programs. Table 8.3-1 further shows the mean QA scores by standard and overall mean score of all 125 fully reviewed programs, including the four PACE programs but excluding any deemed or special deemed and detention programs. Finally, the estimated scores all 168 facilities includes the scores of all 125 fully reviewed programs as well as the imputed scores of the deemed and special deemed programs but continues to exclude detention facilities.

Table 8.3-1: PACE Mean Scores of Standards and Overall Mean QA Score* 2002

Program Type	Number of Programs	Standard One: Transition	Standard Two: Service Delivery	Standard Three: Administration	Standard Four:** Contract Management	Overall Mean QA Score
PACE Fully Reviewed Programs	4	5.67	5.93	5.46	4.67	5.70
All PACE Programs* **	19	6.54	6.61	6.08	5.50	6.48
Fully Reviewed Facilities	125	5.09	5.50	5.44	4.84	5.35
All Facilities	**168**	**5.41**	**5.76**	**5.64**	**5.04**	**5.61**

*Scores for fully reviewed facilities in this analysis do not include detention.

**Contract Management is not included in the Overall Mean QA score.
***Fully reviewed programs, deemed programs, and special deemed programs using the imputed deemed scores

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

Gender Segregation

While academic literature on the separation of girls and boys in juvenile justice facilities is sparse, there is some indication that gender-segregation results in better service delivery (Chesney-Lind, 2001). Girls received services in 98 juvenile justice facilities in 2002. The majority of the facilities in Florida serve males only. Because fewer facilities serve girls, girls may have to travel greater distances from home to attend the programs than boys. Table 8.3-2 shows the number of DJJ facilities that have an education component that serve females only, males only, or both (combined). It is also interesting to note that while only 18 of 95 (19%) male-only facilities in 2002 were deemed or special deemed, 21 of 47 (45%) programs for girls only were deemed or special deemed, and eight of 51 (16%) combined programs were deemed or special deemed. As discussed previously, the large number of PACE programs that are deemed explains part of this differential.

Table 8.3-2: Number of Facilities* by Gender, 2000-2002

	Number of Programs		
Facility Type	**2000**	**2001**	**2002**
Female Only	44	41	47
Male Only	107	106	95
Combined	52	56	51
Total	**203**	**203**	**193**

*includes deemed, special deemed, and detention

In 2002, when many programs closed due to considerable financial reductions, the number of girls' programs actually increased from 43 to 47, suggesting (and as mentioned earlier) that females are becoming progressively more involved with the juvenile justice system as mentioned earlier. Most programs that serve females, whether in combination with males or not, are prevention or day treatment programs. Table 8.3-3 indicates the number of programs (including deemed) in each facility type and security level according to the gender of the student population.

Table 8.3-3: Number of Facilities by Security Level and Gender, 2001-2002

	Female Only		Male Only		Combined		Total	
Security Level	**2001**	**2002**	**2001**	**2002**	**2001**	**2002**	**2001**	**2002**
Prevention	16	19	2	0	4	0	22	19
Day Treatment*	2	1	3	1	24	23	29	25
Low Risk	3	1	15	8	1	1	19	10
Moderate Risk	15	20	61	55	3	2	79	77
High Risk	3	4	15	16	0	0	18	20
Maximum Risk	1	0	3	2	0	0	4	2
Mixed Residential	1	2	7	13	0	0	8	15
Detention (Secure)	0	0	0	0	24	25	24	25
Total	**41**	**47**	**106**	**95**	**56**	**51**	**203**	**193**

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

During the 2002 QA review cycle, 19% of the youths served in juvenile justice facilities were female. Of the female students, a little more than one quarter were in PACE programs.

In 2002, JJEEP is able to compare QA scores for programs that serve females only, males only, or have combined populations. Table 8.3-4 shows the comparison of female-only programs with male-only programs using both the full review scores and the imputed deemed scores discussed previously.

Table 8.3-4: Comparison of Female-Only and Male-Only Programs with Combined Programs (Including Detention) by Mean Score of Standards and Overall Mean* QA Scores

Number of Students	Number of Programs		Transition		Service Delivery		Administration		Contract Management*		Overall Mean	
	2002a	2002b	2002a	2002b	2002a	2002b	2002a	2002b	2002a	2002b	2002a	2002b
Female Only	26	47	5.05	5.77	5.22	5.86	5.28	5.71	5.00	5.35	5.19	5.77
Male Only	77	95	5.08	5.30	5.55	5.74	5.52	5.67	4.79	4.92	5.39	5.57
Combined	43	51	5.28	5.28	5.77	5.70	5.80	5.77	5.19	5.24	5.61	5.58
Total/Average Score	**146**	**193**	**5.13**	**5.41**	**5.56**	**5.76**	**5.56**	**5.71**	**4.94**	**5.11**	**5.42**	**5.62**

The figures are computed both excluding and including deemed programs (see Chapter 2). The 2002a column does not include deemed and special deemed programs. The 2002b column includes the imputed scores for deemed and special deemed programs.

*Standard Four: Contract Management is not included in the overall mean.

Table 8.3-4 indicates that although differences are somewhat inconsistent across QA indicators, the overall mean shows that girls tend to receive higher quality educational services in all-female programs. These comparisons do include detention centers, which serve both girls and boys. Because educational services provided in detention centers differ greatly from all other juvenile justice facilities due to the unique constraints and constant changes in the students served by detention centers, the same comparison was conducted with detention centers excluded. The results of this comparison are summarized in Table 8.3-5.

Table 8.3-5: Comparison of Female Only and Male Only Programs with Combined Programs (Excluding Detention) by Mean Scores of Standards and Overall Mean QA Score*

Number of Students	Number of Programs		Transition		Service Delivery		Administration		Contract Management**		Overall Mean	
	2002a	2002b	2002a	2002b	2002a	2002b	2002a	2002b	2002a	2002b	2002a	2002b
Female Only	26	47	5.05	5.77	5.22	5.86	5.28	5.71	5.00	5.35	5.19	5.77
Male Only	77	95	5.08	5.30	5.55	5.74	5.52	5.67	4.79	4.92	5.39	5.57
Combined	22	26	5.16	5.16	5.68	5.68	5.37	5.40	4.82	4.92	5.42	5.43
Total/Average Score	125	168	5.09	5.36	5.51	5.73	5.44	5.61	4.84	5.02	5.35	5.57

*Excludes detention centers. The figures are computed both excluding and including deemed programs (see Chapter 2). The 2002a column does not include deemed and special deemed programs. The 2002b column includes the imputed scores for deemed and special deemed programs.

**Standard Four: Contract Management is not included in the overall mean.

When detention centers are excluded from the analyses in Table 8.3-5, the differences in program performance by gender of the student population are consistent across each of the QA standard categories. Female-only programs receive higher average QA scores than programs for both males and females.

In 2002, the number of programs serving girls has continued to expand while the overall number of juvenile justice facilities decreased. As in 2001, analysis of JJEEP data suggests that one component of providing the highest quality educational services to all juvenile justice youths may be to separate boys' and girls' facilities. Gender segregation, however, also raises additional concerns. Since girls comprise a much smaller proportion of the juvenile justice population than their male counterparts, there are necessarily fewer juvenile justice facilities and programmatic options for female juvenile delinquents. Commitment of girls is more likely to result in the student being located further from home, which is likely to hinder successful community reintegration efforts after release. Reliance on gender segregation in addition to requiring a tremendous commitment of resources, would also add to the problem of locating girls far from home. Girls continue to be a growing presence in the juvenile justice system, and providing high quality educational services to this unique population must be a priority for juvenile justice educators.

While largely ignored to date, it is clear that gender-specific programming that focuses on the unique educational needs of girls needs to be a priority. In particular, elements of the PACE program need to be networked with other programs that serve females in order to enhance the quality of juvenile justice education options for females. During 2003, and as part of the effort to identify demonstration programs, JJEEP will work at identifying model programs that could facilitate technical assistance and networking.

8.4 Privatization

Among important characteristics of juvenile justice facilities that influence effectiveness of educational programs are the auspices under which programs operate. In Florida, for example, many different entities operate juvenile justice facilities. Some programs are publicly operated (administered by DJJ), and some are contracted out to private providers. Furthermore, while some of the private providers are for-profit organizations, there are many not-for-profit organizations as well. Further complicating the matter, the educational programs within these facilities may be operated by public school districts, private for-profit providers, or private not-for-profit providers.

Since the emergence of juvenile justice privatization in the State of Florida in 1974 with AMI, a not-for-profit privately operated juvenile justice initiative, the number of private providers and privately operated educational programs has grown, encouraged by state statutes. In Florida for 2002, 52% (101) of the education programs were public, 42% (80) of the educational programs were private not for profit, five percent (10) of the educational programs were private for profit, and two educational programs (one percent) were operated by the government.

In 2002, 47% of the juvenile justice youths received educational services from a public provider, 39% of the total juvenile justice youths received educational services from a private not-for-profit provider, and 14% of the juvenile justice youths received educational services from a private for-profit provider.
Given the large proportion of programs and students that are serviced by private educational providers in Florida's juvenile programs, two main research questions are examined in this section. First, are there differences in the quality of educational services across different provider types (public, private for-profit, private not-for-profit)? Second, if the quality of educational services in Florida's juvenile justice facilities has improved from 1999–2002, which had the least improvement?

Table 8.4-1 helps to answer the first question of whether there are differences in the quality of educational services across provider types in Florida's juvenile justice educational programs. Columns labeled 2002a summarize QA results for all educational programs within residential commitment facilities that received a full review in 2002. Columns labeled 2002b summarize QA results for all educational programs that were operating in Florida's residential commitment facilities during 2002, including deemed and special deemed. The scores from the most recent QA review were used for those programs that did not receive full reviews in 2002 due to having deemed or special deemed status.

Across all four standards, public education providers consistently scored higher than the private providers[1]. Specifically, public providers scored the highest and the private for-profit education providers consistently scored the lowest. The overall mean score for public providers was 5.73 and the private for-profit providers scored 4.73. The largest difference between the public and private for-profit education providers occurred in the areas of administration and contract management.

[1] Scores for the two government programs are included in the tables but are not included in the analysis discussed in the text, as there are only two government programs and comparisons with the other provider types are, therefore, not meaningful.

Table 8.4-1: 2002 Mean QA Scores for Public and Private-Operated Education Components

Number of Students	Number of Programs		Transition		Service Delivery		Administration		Contract Management*		Overall Mean	
	2002a	2002b	2002a	2002b	2002a	2002b	2002a	2002b	2002a	2002b	2002a	2002b
Public	58	77	5.18	5.42	5.61	5.83	5.79	5.94	5.48	5.55	5.53	5.73
Private	65	89	5.01	5.40	5.40	5.70	5.12	5.39	4.30	4.64	5.19	5.50
PNFP	57	79	5.10	5.51	5.49	5.82	5.18	5.46	4.33	4.66	5.27	5.60
PFP	8	10	4.36	4.58	4.71	4.75	4.74	4.83	4.08	4.47	4.61	4.73
Government	2	2	4.92	4.92	5.92	5.92	5.59	5.59	3.67	3.67	5.48	5.48
Total/Average Score	**125**	**168**	**5.09**	**5.41**	**5.50**	**5.76**	**5.44**	**5.64**	**4.85**	**5.04**	**5.35**	**5.61**

Excludes detention centers.

The figures are computed both excluding and including deemed programs (see Chapter 2). The 2002a column does not include deemed and special deemed programs. The 2002b column includes the imputed scores for deemed and special deemed programs.

PNFP = private not for profit

PFP = private for profit

*Standard Four: Contract Management is not included in the overall mean.

To assess whether the quality of educational services in Florida's juvenile justice facilities improved from 1999–2002, the overall means and subsequent changes in percentages were computed. The results, summarized in Table 8.4-2, support the claim that private providers have improved upon the quality of services delivered. Although private providers improved the services they provided, it is interesting to note that the public providers also increased the quality of services across the four years of data. There has been an average increase of 5.3% in the quality of educational services over the four years that JJEEP has been evaluating Florida's juvenile justice educational programs. Private not-for-profit providers improved the most (6.9%), private for-profit providers came next with a 6.1% improvement and public providers improved the least (4.6%). It should be noted, however, that public providers still have much higher scores than private for-profit providers and there is considerably more room for improvement in the latter than the former. For private for-profit providers to close the quality gap with public providers they would have to improve 21%, rather than six percent.

Table 8.4-2: Comparative Improvement of Overall Mean QA Score** from 1999 – 2002 by Educational Provider Type

Provider Type	Overall Mean QA 1999	Overall Mean QA 2000	Overall Mean QA 2001	Overall Mean QA 2002*	Percent change 1999 – 2002
Public	5.48	5.51	5.72	5.73	4.6%
Private Not for Profit	5.24	5.27	5.29	5.60	6.9%
Private for Profit	4.46	4.72	4.84	4.73	6.1%
All facilities	**5.33**	**5.36**	**5.48**	**5.61**	**5.3%**

*The QA scores with imputed values for the deemed programs were used due to the high proportion of deemed programs in 2002.

**Standard Four: Contract Management is not included in the overall mean.

Since 1999, public providers of education have consistently scored the highest and private for-profit providers have consistently scored the lowest with private not for profit being in-between. Many critics of privatization contend that the services provided by private facilities are substandard in comparison to public facilities (see JJEEP Annual Reports for earlier years for a more extensive review of the privatization literature). It is hypothesized that services are marginalized in order for private facilities to net a profit. In Florida, however, it must be pointed out that over the past four years private for-profit educational programs have actually improved more than the public educational programs. This suggests that Florida's research, QA, and technical assistance efforts are working with the private for profit providers.

8.5 Teacher Certification

One way to evaluate the services provided by public and private educational programs within the State of Florida is to compare the credentials of the instructional staff employed by the various provider types. The following results are based upon 119 non-deemed day treatment and residential facilities with teacher certification data available. Staff identified as vocational teachers who did not teach non-vocational classes have been removed from this analysis to avoid biasing the results (arguably professional teacher certification is not as critical an issue in vocational courses as it is in academic courses). To avoid a different kind of bias, lead educational administrators and support staff that did not teach in a classroom were also removed from this analysis.

As seen in Table 8.5-1, public education providers had significantly more professionally certified teachers when compared to private education providers (76% versus 31% and 33%). Private facilities had significantly more employees with temporary certifications and statements of eligibility, and who were noncertified/district approved.

Table 8.5-1: Certification Status of Teachers by Educational Provider Type *(reported in percentages)*

Type of Certification	Public (55 programs)	Private Not-for-Profit (54 programs)	Private for Profit (8 programs)	Total in State (119 programs)
Professionally Certified	76%	31%	33%	50%
Temporary Certificate	18%	30%	33%	25%
Statement of Eligibility	2%	20%	12%	12%
School District Approved	2%	6%	2%	4%
Non Certified	2%	11%	14%	8%
Total N	208	234	58	500

* Column percentages may not add to 100 due to rounding error and because teachers certified in adult and vocational education are removed from the analysis before the percentages are calculated.
** Detention excluded

When comparing public education providers with private not-for-profit education providers, public facilities employed significantly more professionally certified staff and fewer teachers with temporary certifications and statements of eligibility, or who were non-certified/school district approved. Public providers employed a significantly larger percentage of

professionally certified teachers (76%) in comparison to private not for-profit (31%) and private for-profit providers (33%) and public providers employed fewer teachers with temporary certificates, statements of eligibility, and those who were noncertified.

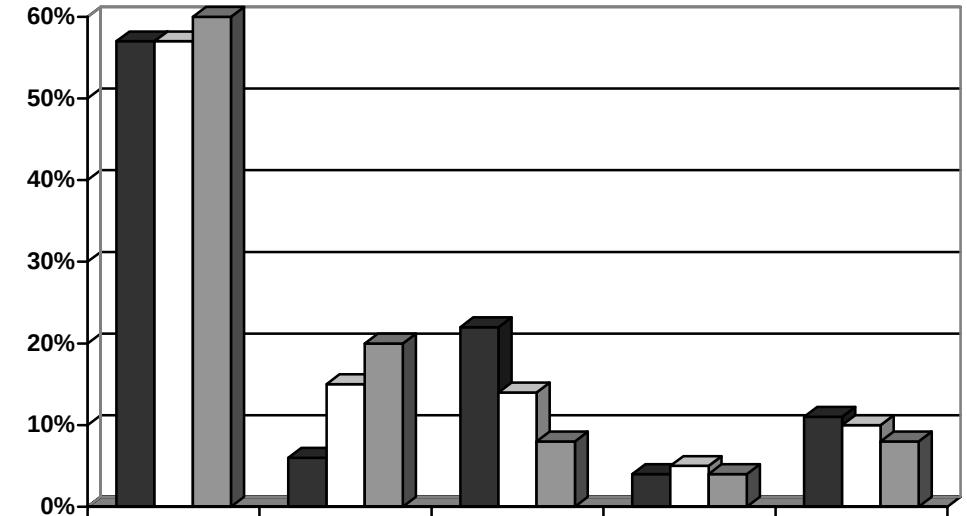
In general, the results indicate that the instructional staff hired by private educational providers are less qualified than those hired by school districts. While certification does not automatically equate to quality, the relationship is sufficiently strong to raise some concerns. It can be assumed that there are substantial differences between the quality of teachers employed by public and private providers of juvenile justice education, and it remains to be seen what the educational impacts are on the youths' education under these different systems.

In addition to the comparison of public and private providers of education discussed above, there are several more topics that need to be addressed relative to teacher certification. At this point, the results of teacher certification data collected during the 2002 review cycle and the relationship between the proportion of professionally certified teachers at a program and the subsequent relationship with QA scores is examined.

Education research consistently supports the conclusion that well-prepared and professionally certified teachers who teach in their areas of certification are the most effective classroom instructors for diverse learners. While the first step in quality education may be the hiring of appropriately qualified personnel, the second step is to ensure that these teachers are working within their areas of certification in order to maximize the utility of specialized knowledge and training. It is clear that the use of well-prepared and certified teachers is the most important best practice in juvenile justice education. Since its inception, JJEEP has included QA standards that address teacher qualifications. These standards have evolved to become as objective and accurate as possible and to reflect educational best practices identified in the literature.

Figure 8.5-1 shows the types of certifications held by teachers and what percentage of teachers hold each type of certification from 2000 to 2002. Although the numbers of professionally certified and school district approved teachers have remained relatively constant, with a slight increase in the number of professionally certified teachers in 2002, the percentage of non-certified teachers has dropped slightly. These are positive indications that the educational components of facilities are moving toward employing better-qualified personnel. The percentage of temporary certificates has risen simultaneously with the decrease in the percentage of teachers working with statements of eligibility. Because there is little substantive difference between a statement of eligibility and temporary certification, these changes merely indicate that teachers and schools are accelerating their paperwork completion to change teacher status from statement of eligibility to temporary certification. In addition to the numbers presented in Figure 8.5-1, 10 teachers had expired certificates, 34 teachers were adult or vocational district/state certified, and five teachers had a vocational license.

Figure 8.5-1 Type of Certification 2000-2002
(reported in percentages*)



	Professional	Temporary	Statement of Eligibility	School District Approved	Non-Certified
2000	57%	6%	22%	4%	11%
2001	57%	15%	14%	5%	10%
2002	60%	20%	8%	4%	8%

*Row percentages may not add to 100% due to rounding error.

In 2002, more than 900 teaching professionals provided services in Florida's juvenile justice facilities as teachers, guidance counselors, ESE, and other specialists and administrators. Table 8.5-2 shows how much time teachers spend on these diverse activities.

Table 8.5-2: Teachers' Time on Teaching, Administration, ESE, and Guidance Services (reported in percentages)

Time Spent on Each Activity	Teaching	Administration	ESE Services	Guidance Services
None	11%	81%	92%	74%
Some	3%	10%	6%	24%
Primary Responsibility	87%	9%	2%	2%
Total Percent*	101%	100%	100%	100%
Total N	971	971	971	971

*Percentages may not add to 100% due to rounding error.

Within juvenile justice schools, teachers often perform a variety of duties, both within their areas of certifications and outside their areas of certification. The literature demonstrates, however, that students usually perform better when their instructors are certified in the subjects they teach. Table 8.5-3 displays the number of teachers who hold certifications in math, English, social studies, and science, the number of teachers who subsequently teach within those areas of certification, and the number of teachers who teach those subject areas

but do not hold certification in those content areas. Teachers with primarily administrative or guidance services duties may account for the teachers who hold certification in a content area but do not teach in that area. The majority of teachers teaching in a particular content area do not hold certification in these content areas.

Table 8.5-3: Number of Instructors Teaching In and Out of Certification Areas (reported in percentages)

Certification/Teaching	Math	English	Social Studies	Science
Certified and Teaching In Area	12%	21%	20%	15%
Certified But Not Teaching In Area	4%	9%	25%	13%
Without Certification In Area But Teaching Subject	84%	71%	55%	72%
Total Percent*	100%	101%	100%	100%
Total N	340	404	354	264

*Percentages may not add to 100% due to rounding error.

As previously stated, qualified instructional personnel are essential to delivering quality education to juvenile justice youths. JJEEP maintains a comprehensive database on teacher certification that tracks the number of teachers, level and type of their certifications, and the subjects that they teach. It also tracks administrative and support staff, including ESE and guidance support personnel. One area explored by JJEEP is the specific relationship between quality education, as measured by JJEEP's indicators, and the overall proportion of professionally certified teachers at a program. Table 8.5-4 shows the correlation between the percentage of certified teachers and QA scores for each of the QA indicators, standards, and for the overall mean QA score. Those programs that have a greater proportion of professionally certified teachers have a higher overall mean QA score for 2002. This is a relationship that is statistically significant at the 0.05 level.

Table 8.5-4: Relationship Between Scores on QA Indicators and Proportion of Professionally Certified Teachers

Indicator	Coefficient
Entry Transition: Assessment	0.144
On-Site Transition: Student Planning	0.070
On-Site Transition: Student Progress	-0.053
Guidance Services	0.039
Exit Transition	-0.053
Curriculum: Academic	0.119
Curriculum: Practical Arts and Vocational Training	0.023
Instructional Delivery	0.246**
Classroom Management^	0.119
Support Services	0.293***
Community Support	0.286***

Indicator	Coefficient
Student Attendance	0.293***
Communication	0.160
Instructional Personnel Qualifications	0.648***
Professional Development	0.286***
School Improvement	-0.030
Policies and Procedures^	-0.096
Funding and Support	0.310***
Standard 1: Transition	**0.035**
Standard 2: Service Delivery	**0.124**
Standard 3: Administration	**0.376*** **
Mean Overall QA Score 2002	**0.176***

Deemed programs are not included in this analysis.
*Statistically significant at the 0.05 level.
**Statistically significant at the 0.01 level.
*** Statistically significant at the 0.001 level.
^Correlation computed with Kendall's Tau-b due to ordinal level indicators. All other correlations are computed using Pearson.

Not surprisingly, there is a strong relationship between the prevalence of certified teachers and high QA scores in the Service Delivery Standard, although the total standard was not statistically significant. Service delivery mostly relates to classroom activities, such as E2.03 Instructional Delivery, and E2.04 Support Services, both of which had a strong relationship to the prevalence of professionally certified teachers. E2.06 Community and Parent Involvement, and E2.07 Attendance also had strong relationships between the proportion of professionally certified teachers and the programs' QA ratings, which might indicate that professionally certified teachers use more guest speakers and communicate with parents more often than noncertified teachers.

A strong relationship between the use of professionally certified teachers and Standard Three: Administration is also expected because, in part, Standard Three Indicator E3.02 Instructional Personnel Qualifications rates programs according to the qualifications of their educational personnel. Thus, when programs have no or few professionally certified teachers, they receive lower QA ratings. As indicated by the strong relationship in E3.03 Inservice Training and E3.06 Funding and Support, professionally certified teachers also participate in continuing education and inservice more than temporary and noncertified teachers, and the proportion of professionally certified teachers affects the programs QA ratings with regard to educational resources.

The use of professionally certified teachers also effected programs' overall QA scores, and during 2002, while 60 programs had all professionally certified teachers, 14 programs had no professionally certified teachers, which negatively affected the programs' QA scores.

8.6 Summary Discussion

Several interesting findings emerge when examining the correlates of quality education. Facility size, the gender served by a program, the profit status of the education provider, and the proportion of professionally certified teachers continue to be significantly related to the quality of educational services within Florida's juvenile justice programs.

The research highlighted in this chapter demonstrates the negative consequences of larger facilities on the delivery of quality education. As the agency that monitors the educational services of juvenile justice institutions in Florida, policy decisions that affect the quality of education provided in these institutions is germane to the mission of JJEEP. Not only is quality education important in and of itself, but there is also a well-established link between education and delinquency. If education is negatively impacted by larger facility size, increased delinquency and other anti-social behaviors are likely results.

Gender-specific programming that focuses on the unique education needs of girls is an area that requires further assessment. In particular, elements of the PACE program, which embodies a number of promising practices, need to be networked with other programs that serve females in order to enhance the quality of juvenile justice education options for females. During 2003, JJEEP will be working to identify demonstration programs that could facilitate this networking between programs.

The educational program provider is very significant in determining the quality of educational services. A close examination of the relationship between educational provider type and quality education is a complex relationship that JJEEP continues to address. In general, public providers of education received higher QA scores than private providers. In order to understand why this relationship may exist, the certification status of teachers within Florida's facilities was examined. The majority of teachers hired by public education providers were professionally certified, 76% in comparison to 31% in private not-for-profit providers and 33% in private for-profit providers. This finding helps to explain some of the significant differences in QA scores when comparing across education provider types. The specific relationship between the proportion of professionally certified teachers and quality education cannot be ignored. Specifically, the greater the numbers of professionally certified teachers, the higher the program's mean overall QA score. Because of this consistent finding over the years, in 2003 JJEEP will recommend DOE and the legislature consider ways to increase the number of certified teachers in juvenile justice educational programs (refer to Chapter 16 for this discussion).

In 2003, JJEEP will continue to examine the correlates of facility size, gender served, privatization, and the proportion of professionally certified teachers. In addition to continuing efforts to collect data on these correlates, facility treatment variables will be added to future analyses in order to isolate the affects of these correlates. New correlates that will be examined include the student-to-teacher ratio, program service delivery models, and treatment services provided.