

## CHAPTER 4

# CORRECTIVE ACTION AND TECHNICAL ASSISTANCE

### 4.1 Introduction

This chapter identifies and discusses the corrective actions and technical assistance for the 2005 quality assurance (QA) review cycle. Corrective action and technical assistance practices were developed to ensure that Florida's juvenile justice facilities maintain the highest educational standards in order to assist students in making the transition back to their local communities and increase their potential for future success in their school, work, and home settings. Corrective action and technical assistance 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 continuously refined. The corrective action and technical assistance processes help to ensure compliance with state rules and regulations as they relate to juvenile justice education. Both the corrective action and technical assistance processes are facilitated through a cooperative approach that involves educational providers, local school districts, the Juvenile Justice Educational Enhancement Program (JJEED), the Department of Education (DOE), and the Department of Juvenile Justice (DJJ).

The corrective action process began in 1999 with the purposes of increasing technical assistance to low-performing programs and identifying specific program deficiencies. These identified deficiencies were then brought to the attention of DOE, which worked with JJEED and the particular program to resolve the deficiencies in a timely manner. Technical assistance included meetings with program and school district personnel, telephone calls, and written correspondence.

Six years later, while technical assistance continues to be generated from the corrective action process, it has become more codified. Specifically, following the 2002 QA review cycle, the programs identified as having the most serious deficiencies—as determined by several years of corrective action data—were given comprehensive follow-up technical assistance visits. It was encouraging that 24 of the 25 programs that received technical assistance following the 2002 QA review cycle showed improvement in their scores during the subsequent 2003 review cycle. JJEED made similar site visits to 22 programs in 2003. Nineteen of these programs received QA reviews in 2004 and, of those, 15 improved their QA scores. The 2004 QA review cycle identified 12 programs in need of system improvement, and while three of these programs were not reviewed in 2005 (two due to an educational provider change and one closed), six demonstrated the effectiveness of the corrective action in their 2005 QA scores, as discussed later in this chapter.

The remainder of this chapter is comprised of six subsequent sections. Section 4.2 describes the current protocol for system improvement. Section 4.3 reports the data analysis of corrective actions, below satisfactory indicators, and most frequently failed benchmarks. Section 4.4 illustrates the methods for identifying the areas most in need of technical assistance, describes the methods for delivering technical assistance to programs and school districts, and examines the effect of special on-site technical assistance visits. Section 4.5 reports on the Juvenile Justice Educational Institute (JJEI) conference and workshop activities related to juvenile justice education. Section 4.6 describes the interagency collaboration among JJEIP, DOE, and DJJ. Section 4.7 describes recent publications. Finally, Section 4.8 provides a summary discussion of the system improvement process.

## 4.2 Corrective Action Protocol

The corrective action process began in 1999 with five priority indicators: entry enrollment, student planning, academic curriculum, educational personnel experience, and funding and support. It continued to expand until 2004 at which point all *indicators* became priority indicators and special emphasis was placed on critical *benchmarks*, which are areas identified as crucial to the delivery of quality educational services (although there is some minor variation in critical benchmarks among program types).

In 2005, several modifications were made to the QA critical benchmarks to reflect Florida's increased commitment to improving the reading and exceptional student education (ESE) services provided to incarcerated youths, as well as implementing *No Child Left Behind Act* (NCLB) accountability measures. In particular, two indicators were added: reading curriculum instruction and collaboration. As with 2004, all indicators in the 2005 QA standards are considered priority indicators<sup>1</sup>. The 13 critical benchmarks for residential commitment programs are:

- 1.1 (enrollment)
- 2.1 (entry academic assessment)
- 3.1 (individual academic plans [IAPs])
- 3.2 (individual educational plans [IEPs])
- 4.1 (individualized curriculum)
- 5.2 (direct reading instruction)
- 7.1 (Exceptional Student Education [ESE] procedures)
- 7.2 (ESE services)
- 9.1 (teacher certification)
- 10.1 (adequate instructional time)
- 11.2 (data management)
- 11.4 (participation in the adequate yearly progress [AYP] process)
- 11.6 (contract management oversight)

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<sup>1</sup> See Appendix C for the 2005 QA standards.

As explained in Chapter 2, prior to assessing the overall quality of an indicator, reviewers first determine if minimum requirements are being met within each benchmark. Failure to meet minimum requirements within a single non-critical benchmark results in a rating no higher than satisfactory (5) for that indicator. Failure to meet minimum requirements within a single critical benchmark results in the entire indicator being assigned a rating no higher than partial (3).

A corrective action plan (CAP) is required for all educational programs that receive a below satisfactory rating (lower than 4) in standard one, transition; standard two, service delivery; or standard three, educational resources. The CAP generates a process enabling programs to identify processes and procedures that may be contributing to their below satisfactory rating. With assistance from JJEPP and DOE, the school district is responsible for the development of the CAP. The CAP is to be submitted to JJEPP within 90 days following the date of an official notification letter from DOE. School districts are required to meet all timelines in the State Board of Education Rule (SBER) for the implementation of CAPs.

If a CAP is required, the program may receive a follow-up visit that provides additional technical assistance and verifies that the program is successfully implementing the CAP.

Sanctions or interventions 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.

Rule 6A-6.05281, FAC, additionally requires school districts to provide all students with educational services that prepare them for grade-to-grade progression and high school graduation, regardless of a student's commitment in a juvenile justice facility. In order to meet this requirement, it is necessary for school districts to collaborate with DJJ programs and private providers to ensure equitable services for DJJ students. The requirements for quality educational services include proficiency in the areas of student records, student assessment, transition services, curriculum and instruction, and funding. JJEPP staff assess each of these areas during annual QA reviews.

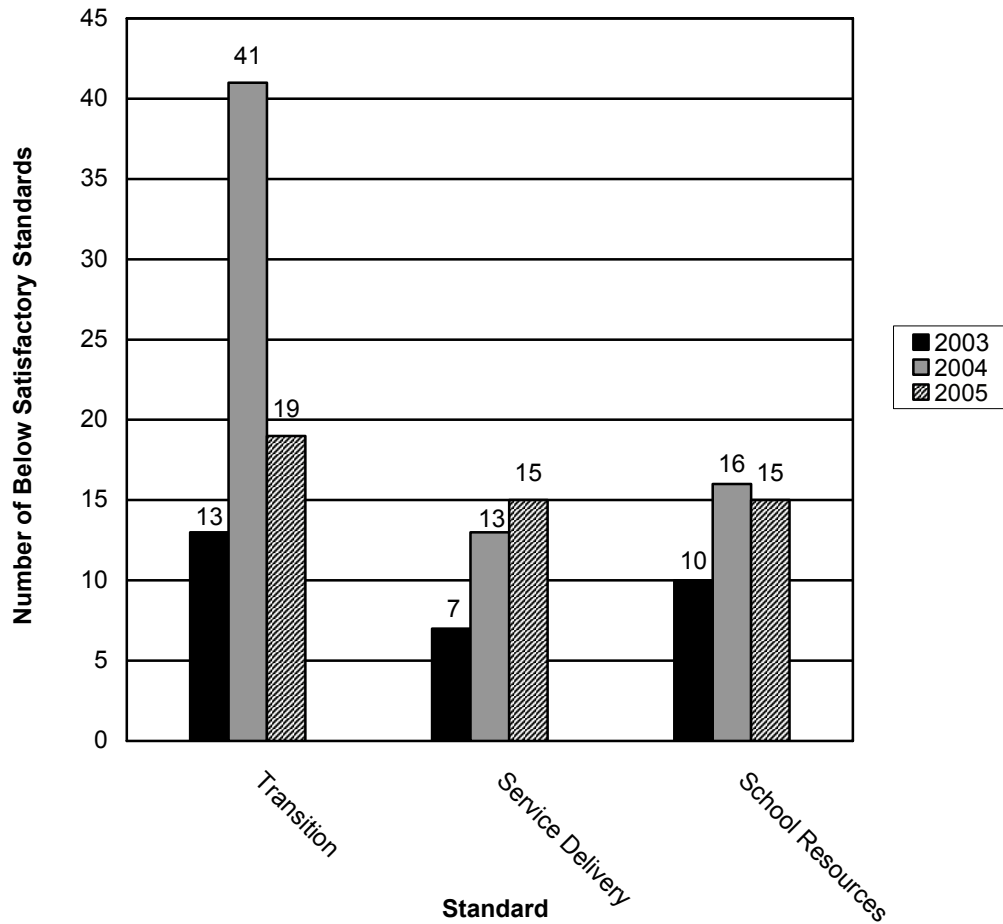
If a program is having difficulty implementing its CAP in a timely manner, technical assistance may be offered as an intervention to the program as required in Section 1003.52, F.S. Whenever possible, the JJEPP reviewer who conducted the initial review provides technical assistance. The reviewer begins by contacting the program and offering support via telephone, fax, postal mail, e-mail, or networking opportunities. If the program requires additional help, the reviewer may make arrangements to visit the program.

The next section provides analyses of deficiencies generating a CAP during the 2005 QA review cycle. The findings are reviewed at the standard, indicator, and benchmark levels. Additionally, a list of the programs with overall below satisfactory performance is provided. The analyses generally demonstrate that the transition standard is most often identified as the source of CAPs.

### **4.3 Corrective Action Trends**

Figure 4.3-1 compares the number of standards scoring below satisfactory for 2003, 2004, and 2005. All types of programs are included in this chart. In 2004 and 2005, a program received a corrective action for failing any of the standards. Programs that received below satisfactory scores in more than one standard were only required to submit one CAP; therefore, the total numbers in all bars may be different from the total number of CAPs received in 2005. The bars represent the number of programs receiving a below satisfactory score in each standard.

Figure 4.3-1: Number of Below Satisfactory Standards 2003-2005



The number of programs receiving a below satisfactory score in the transition standard and school resources standard decreased in 2005 as compared to 2004. Over the three-year period, the highest number of corrective actions occurred within the transition standard. The sharp decline in 2005 in below satisfactory scores for the transition standard is largely due to the 2005 exemption for the Florida Comprehensive Assessment Test (FCAT) participation indicator. Score changes for the remaining standards were less dramatic. The number of deficiencies in the service delivery standard increased steadily from 2003 to 2005, while the number of below satisfactory scores in the resource standard peaked in 2004 and decreased only slightly in 2005. Overall, the total number of deficiencies was lowest in 2003 (30), made a peak (70) in 2004, and then decreased to 49 in 2005. While the high number of deficiencies in 2004 was attributed to the new demands set forth in the NCLB, the addition of two new indicators in 2004 does not appear to have had an equally adverse effect on the 2005 standard scores.

In order to provide technical assistance where it is most needed, it is important to know which programs were identified as having these deficiencies. Table 4.3-1 identifies the programs receiving below satisfactory overall mean scores during the 2005 QA review cycle.

**Table 4.3-1: Programs With Below Satisfactory Overall Mean Scores**

<b>Program Name</b>	<b>Supervising District</b>	<b>Level</b>	<b>Transition</b>	<b>Service Delivery</b>	<b>Educational Resources</b>	<b>Contract Management</b>	<b>Overall Mean<sup>a</sup></b>
Grove Unique Youth Services	Seminole	Moderate Risk	1.67	3.50	2.67	2.00	2.70
Withlacoochee Juvenile Residential	Hernando	Low Risk	2.33	3.25	2.67	1.00	2.80
Central Florida Marine Institute	Polk	Intensive Probation	3.67	2.25	3.00	5.00	2.91
JoAnn Bridges Academy	Madison	Moderate Risk	2.00	4.00	3.00	1.00	3.00
Mandala Adolescent Treatment Center	Pasco	Moderate Risk	4.33	3.00	2.33	3.00	3.20
Camp E-Ma-Chamee	Pinellas	Moderate Risk	3.00	3.25	3.33	3.00	3.20
Manatee Detention Center	Manatee	Detention	2.50	2.00	5.00	3.00	3.43
Eckerd Leadership Program	Pinellas	Intensive Probation	1.67	2.75	3.50	2.00	3.50
Santa Rosa Residential	Santa Rosa	Moderate Risk	2.33	3.75	4.67	3.00	3.60
Union Juvenile Residential	Union	Moderate Risk	2.67	4.25	4.00	0	3.70
Gulf Coast Marine Institute - North	Manatee	Intensive Probation	4.67	3.50	3.50	3.00	3.81
Panther Success Center	Hamilton	Moderate & High Risk	4.67	3.50	3.67	4.00	3.90

<sup>a</sup>Standard four, contract management, is not included in the overall mean.

Twelve (12) programs (approximately 7% of the programs reviewed in 2005) had a below satisfactory score in their overall mean, which represents a decrease from the previous year when 18 programs received below satisfactory scores in their overall mean. Most of these programs are moderate risk programs. The overall scores range from 2.70 (Grove Unique Youth Services) to 3.90 (Panther Success Center). Some programs on the list consistently received below satisfactory scores on all standards, suggesting that the low overall score is

not due to the effect of deficiencies isolated in a single standard, although scores for the transition standard were generally lower than other standard scores.

Table 4.3-2 breaks down the percentage of corrective actions received by each type of provider to assess the effect of privatization on the quality of the juvenile justice educational programs. Contracted providers include both not-for-profit and for-profit programs contracting with school districts for the provision of educational services. The one program operated by the Florida Department of Agriculture is included with the not-for-profit programs for analysis.

**Table 4.3-2: Percentage of Corrective Actions by Provider Type**

Type of Provider		Number of Programs	Number of Possible Corrective Actions	Number of Corrective Actions Received	Corrective Action Percentage
<b>Direct Service</b>	District Operated	90	270	14	5%
<b>Contracted</b>	Not-for-Profit	69	207	11	5%
	For-Profit	15	45	5	11%
<b>Total/Average</b>		174	522	30	6%

The overall corrective action percentage is 6%. As Table 4.3-2 illustrates, school district operated programs and not-for-profit programs receive fewer corrective actions than for-profit contracted providers by a large margin. The percentages for school district operated providers and not-for-profit providers were 5% as compared to 11% for private for-profit programs.

It is important to note, however, that many factors affect the overall quality of an educational program. All private providers are required to work with the local school districts in the delivery of educational services. In the case of a private provider, the responsibility for improving the quality of educational services is the task of both the private provider and the local school district. However, in the final analysis, it is the school district’s ultimate responsibility to provide Florida’s students with a quality education.

A comparative analysis of the 2004 and 2005 data was conducted to examine the programs that received consecutive corrective actions. The following programs have scored below satisfactory in either standard one, standard two, or standard three for the past two years:

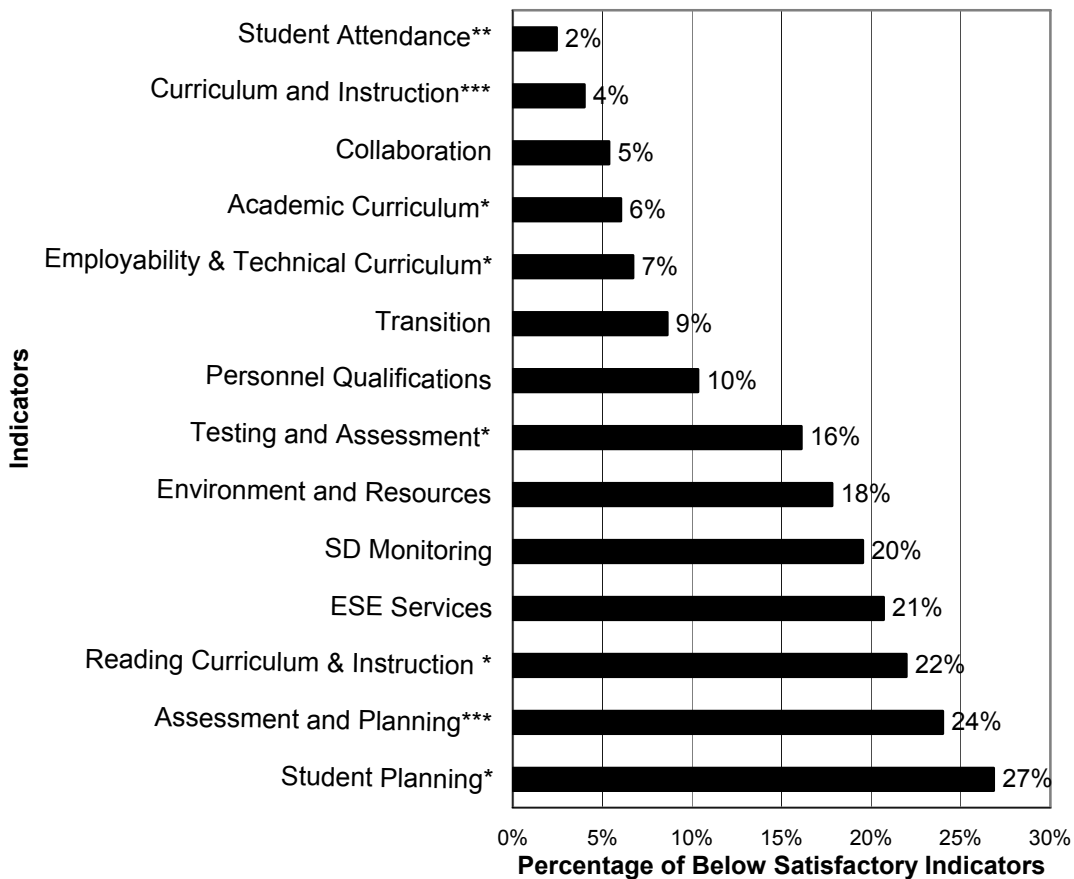
- Withlacoochee Juvenile Residential Facility
- Central Florida Marine Institute
- JoAnn Bridges Academy
- Panther Success Center

The previous analysis gives the overall performance of programs but does not demonstrate the indicators and benchmarks performing below satisfactory. Thus, the next section reports the data for low performing indicators and benchmarks.

## Below Satisfactory Indicators

Figure 4.3-2 shows the number of programs receiving below satisfactory ratings in each indicator.

**Figure 4.3-2: Percentage of Below Satisfactory Indicators in 2005**

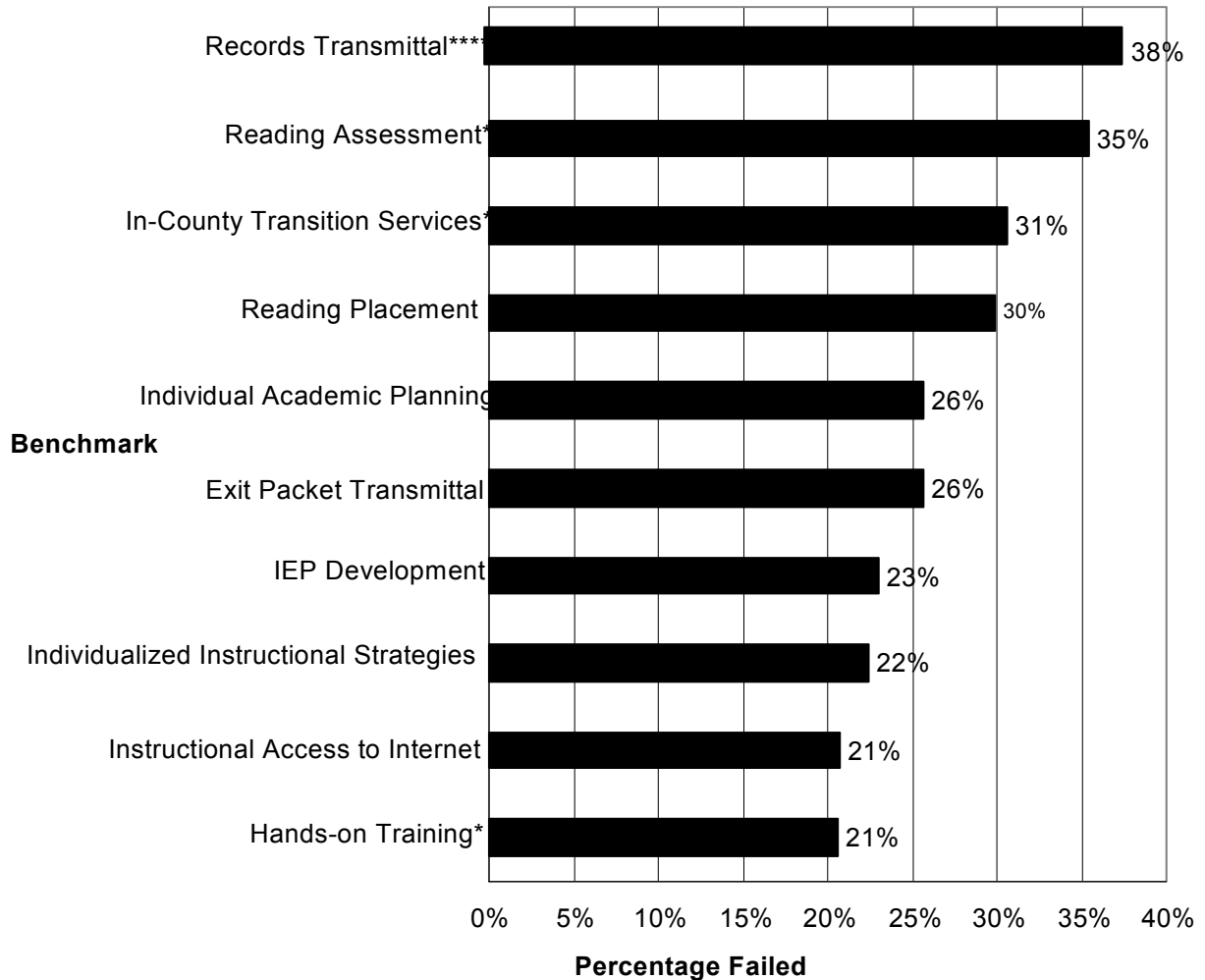


Note: \*Residential and day treatment only \*\* Day treatment only \*\*\*Detention indicator for assessment and planning

Student planning was the most frequently failed indicator, with a failure rate of 27% (40 out of 149 residential and day treatment programs), and the similar indicator for detention, assessment and planning, had a 24% failure rate (six out of 25 detention centers). In contrast, student attendance (one out of 41 day treatment centers, or a 2% failure rate) and curriculum and instruction for detention centers (one out of 25 detention programs, or a 4% failure rate) have the lowest failure rates. Of the two new indicators (i.e., reading curriculum and instruction and collaboration), reading curriculum and instruction had the third highest failure rate (22%), whereas collaboration had a relatively low rate (5%). At least one-fifth of the programs failed in school district (SD) monitoring and exceptional student education (ESE) services.

As mentioned in Chapter 2, beginning in the 2004 QA review cycle, those programs failing a critical benchmark are assigned a rating no higher than partial performance for the entire indicator. Figure 4.3-3 shows the most frequently failed benchmarks among all programs.

**Figure 4.3-3: Benchmarks with the Highest Failure**



Note: \* Residential Only \*\* Residential and Day Treatment \*\*\*Day Treatment Only \*\*\*\*Detention Only

School records transmittal had the highest failure rate (38% of detention centers, or nine out of 25 centers); this was followed by the reading assessment benchmark (35% of residential and day treatment programs). In-county transition services (for day treatment) and the reading placement test indicator (for residential and day treatment) also had high failure rates (31% and 30%, respectively). Furthermore, five of the 10 most frequently failed benchmarks were in the service delivery standard, four were in transition and only one was in the educational resources standard. None of the benchmarks within the contract management standard reached a failure rate greater than 20%.

Another important finding related to the distribution of failing indicators is that public and private not-for-profit providers had lower failure rates than private for-profit providers. Table 4.3-3 contains the percentage of below satisfactory indicators (BSIs) received by each type of provider.

**Table 4.3-3: Percentage of Below Satisfactory Indicators (BSIs) by Provider Type**

Type of Provider		Number of Programs	Number of Exemplary Programs	Number of BSIs	Possible Number of BSIs	BSI Percentage
<b>Direct Service</b>	School District Operated	90	19	122	886	14%
	Not-for-Profit	69	5	100	777	13%
<b>Contracted Providers</b>	For-Profit	15	1	39	164	24%
<b>Total/Average</b>		174	25	261	1827	14%

As Table 4.3-3 shows, schools operated by private not-for-profit providers performed better than schools operated by public and for-profit providers. Private for-profit institutions had the highest percentage of BSIs. School district operated programs failed in 122 of 886 possible indicators (14%), while the same rate was 13% for private not-for-profit programs and 24% for private for-profit programs. The overall failure rate was 14%, for a total of 261 below satisfactory scores out of 1,827 possible indicators. It should be noted, however, that school district operated programs had more exemplary programs (19) than did schools operated by contracted providers (6).

Table 4.3-4 lists, in descending order of BSI percentage, the number of school district operated programs, the possible number of BSIs they could have received, and their BSI percentages.

**Table 4.3-4: Comparative Analysis of School-District-Operated Programs' Below Satisfactory Indicator (BSI) Percentages in 2005**

School District	Number of Programs	Number of Exemplary Programs	Number of Possible BSIs	Number of BSIs	BSI Percentage
Hernando	1	0	11	8	73%
Manatee	2	0	19	8	42%
Hamilton	1	0	11	4	36%
Alachua	2	0	19	6	32%
Pasco	5	1	51	16	31%
Osceola	3	0	30	9	30%
Okeechobee	1	0	11	3	27%
Lee	2	0	19	5	26%
Palm Beach	3	0	30	7	23%
Marion	3	0	30	6	20%
Nassau	1	0	11	2	18%
Santa Rosa	1	0	11	2	18%
Brevard	3	0	30	4	13%
Duval	3	0	30	4	13%
Broward	5	1	53	7	13%
Washington	4	2	40	5	13%
Dade	4	0	41	5	12%
Orange	3	1	29	3	10%
Hillsborough	7	1	69	7	10%
Liberty	1	0	11	1	9%
Pinellas	4	1	40	3	8%
Escambia	2	2	16	1	6%
Leon	2	0	19	1	5%
Martin	2	0	22	1	5%
Okaloosa	6	3	58	2	3%
Polk	5	1	50	1	2%
Volusia	5	0	52	1	2%
Bay	2	2	16	0	0%
Collier	2	2	16	0	0%
Monroe	1	0	8	0	0%
St. Johns	2	1	18	0	0%
St. Lucie	1	1	7	0	0%
Seminole	1	0	8	0	0%
<b>Total</b>	<b>90</b>	<b>19</b>	<b>886</b>	<b>122</b>	<b>14%</b>

The percentage of BSIs ranges from 0% (Bay, Collier, Monroe, St. Lucie, St. Johns, and Seminole) to 73% (Hernando), with an overall rate of 14% for 90 programs. All school districts with more than four programs have a failure rate of less than 10%, while the districts with a smaller number of programs have higher failure rates (16%). For example, Hillsborough County, with seven programs, failed only 10% of the possible indicators, while Hernando County's single program failed 73% of the possible indicators.

Table 4.3-5 illustrates the percentage of BSIs by each private provider. The table is organized according to the BSI percentage in descending order. Each private provider is listed, along with the number of programs to which they provide educational services, the number of possible BSIs they could have received, and their percentage of BSIs.

**Table 4.3-5: Comparative Analysis of Private Providers' Below Satisfactory Indicator (BSI) Percentages in 2005**

Private Provider	Number of Programs	Number of Exemplary	Number of BSIs	Number of Possible BSIs	BSI Percentage
Correctional Services Corporation/ Youth Services International, Inc.	2	0	11	22	50%
Correction Services of Florida, LLC	1	0	5	11	45%
Owl Global/Redirection Services	1	0	5	11	45%
Affiliated Computer Services (ACS)	3	0	13	33	39%
Eckerd Youth Alternatives, Inc.	8	1	17	87	20%
Bay Point Schools	2	0	4	22	18%
North American Family Institute	1	0	2	11	18%
Keystone Educational Youth Services	1	0	2	11	18%
Associated Marine Institutes, Inc.	25	2	46	289	16%
Hurricane Island Outward Bound	3	0	5	33	15%
Police Athletic League Charter School	3	0	5	33	15%
Twin Oaks Juvenile Development	1	0	1	11	9%
VisionQuest Ltd.	2	0	2	22	9%
Radar Group, Inc	2	0	2	22	9%
Florida Department of Forestry	1	0	1	11	9%
Children's Comprehensive Services, Inc.	1	0	1	12	8%
PACE Center for Girls, Inc.	19	2	16	224	7%
Human Services Associates	3	0	2	33	6%
Crosswinds Youth Services	1	0	0	12	0%
Sarasota Family YMCA, Inc.	1	0	0	11	0%
Securicor New Century	2	1	0	20	0%
Youthtrack, Inc.	1	0	0	11	0%
<b>Total</b>	<b>84</b>	<b>6</b>	<b>140</b>	<b>952</b>	<b>15%</b>

As Table 4.3-5 shows, the percentage of BSIs ranges from 0% to 50%, with an overall rate of 15% for 84 programs. Two programs operated by Correctional Services Corporation and Youth Services International, Inc., failed in 11 of 22 indicators (50% failure rate). Four providers and 7 programs have a failure rate of or higher than 39%, while 11 providers have a failure rate lower than 10%, and four providers (Crosswinds Youth Services, Sarasota Family YMCA Inc., Securicor New Century, and Youthtrack, Inc.) have a 0% failure rate.

The next three sections discuss the methods of technical assistance that address the identified deficiencies outlined previously in this chapter. Highlighted in Section 4.4 are on-site technical assistance visits. This section analyzes how technical assistance needs are assessed and delineates the methods JJEPP uses to provide the needed TA.

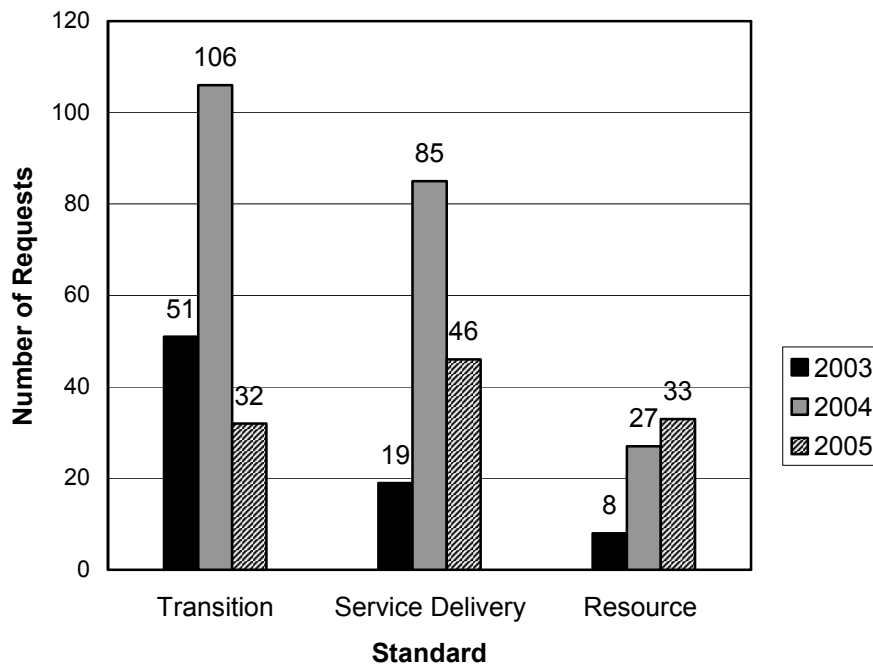
## 4.4 Technical Assistance

Technical assistance continues to be delivered to increase performance in all programs. It is delivered through telephone calls, faxes, postal mail, e-mail, or via special on-site technical assistance visits. This section describes the delivery of technical assistance and reports the findings related to special on-site visits.

The targeted assistance protocol and the corrective action process continue to be the primary methods of identifying programs' technical assistance needs; however, individual requests from programs and school districts also generate various technical assistance efforts. The following section describes the technical assistance that JJEPP staff provided to programs in 2005 either during on-site QA reviews or through communications, including telephone, postal mail, fax, or e-mail.

In 2005, service delivery was the principal area for which programs and school districts requested technical assistance, representing a break with the past wherein the transition standard generated the majority of TA requests. Figure 4.4-1 shows the amount of technical assistance that was given in 2003, 2004, and 2005 for the three standards. The special on-site visits are not included.

**Figure 4.4-1: Frequency of Technical Assistance for Each QA Standard**



Compared with 2004, there was a decrease in TA given for the transition and service delivery standards and a slight increase in the resource standard during the 2005 review cycle. Within

the transition standard, the development of the individual educational plan (IEP) goals and exit plans, career and writing assessments, and the development of individualized academic plans (IAPs) were the most common areas for which technical assistance was needed. Reading assessment materials and curriculum received most of the technical assistance in the service delivery standard. Finally, within the educational resources standard, the top two areas receiving technical assistance continued to be teacher certification and NCLB resource materials regarding highly qualified teacher requirements.

### **Special On-Site Technical Assistance: Follow-up From 2004**

To expand the successes of last year's on-site technical assistance, JJEPP and DOE personnel conducted nine special on-site technical assistance visits to school districts and juvenile justice educational programs due to special requests, CAPs, or the presence of new programs. Originally 12 on-site visits were scheduled, but one program (St. Johns Juvenile Residential Facility) was closed and two others had a provider change (Bay Point Schools-West and Greenville Hills Academy). On-site visits were conducted if a program had multiple and/or consecutive corrective actions, if a program was new, or if the program or school district requested additional technical assistance. There was a decrease in the number of special on-site technical assistance visits in 2005 (9 visits) compared to 2004 (22 visits).

Table 4.4-1 illustrates the difference between 2004 and 2005 QA scores after special on-site technical assistance was provided. Tabulation involved identifying the 2004 low scores and their corresponding standards. Average scores in 2005 were matched to the 2004 average scores. The scores from 2004 were subtracted from 2005 scores to obtain the difference between the years.

Table 4.4-1: Special On-Site Technical Assistance Follow-Up Visit

Program	2004 QA Score	Standards Targeted for Technical Assistance	2005 QA Score	Difference
Bay Point Schools West	4.25	Educational Resources, Service Delivery	Provider Change	
Bay Point Schools North	6.33	Service Delivery	4.00	-2.33
Greenville Hills Academy	3.88	Transition Standard	Provider Change	
Withlacochee Juvenile Residential Facility	4.00	Service Delivery	3.25	-0.75
Sabal Palm	3.40	Educational Resources, Service Delivery, Transition	5.20	+1.80
Tiger Success	.88	Educational Resources, Service Delivery, Transition	4.30	+3.42
St. Johns Residential	4.38		Closed	
Santa Rosa Residential Facility	4.50	Educational Resources	4.67	+0.17
Blackwater STOP	2.67	Transition Standard	5.00	+2.33
JoAnn Bridges	3.67	Service Delivery	4.00	+0.33
Bay Point Kendall	3.33	Service Delivery	4.50	+1.17
Panther Success	5.00	Educational Resources	3.67	-1.33
<b>Average</b>	<b>3.86</b>		<b>4.29</b>	<b>0.53</b>
				<b>(4.81)*</b>

\*Total improvement

As illustrated in Table 4.4-1, most programs demonstrated improvement after receiving special on-site technical assistance. The average improvement in their scores was 0.53, and the overall total improvement was 4.81. Tiger Success demonstrated outstanding improvement, with an increase of 3.42 in their overall QA score after the on-site visit. In addition, Sabal Palm and Blackwater STOP Camp increased their QA scores by roughly two points; however, three programs received lower QA scores in 2005 following the on-site visit. These programs are Bay Point Schools-North, Withlacochee Juvenile Residential Facility, and Panther Success. At the end of the 2006 QA review cycle, similar on-site technical assistance site visits will be conducted in low-performing programs.

## 4.5 Conferences and Trainings

Since 1998, in the spirit of information sharing and collaborative exchange, JJEPP has hosted and participated in numerous training sessions and conferences. During 2005, JJEPP staff presented and participated in the following conferences and meetings:

## **State and Local**

- JJEEP Retreat for Strategic Planning, Wakulla, Florida, January 2005
- In-House QA Training, February and March 2005
- Peer Reviewer Training at JJEEP, April 2005
- The 8th Annual Juvenile Justice Education Institute and Southern Conference on Corrections (JJEI & SCC) in Orlando, Florida, August 2005 (See description of this conference below.)
- 2005 Standards Revision Meeting in Orlando, Florida, August 2005
- Standards Revision Workshop with Peer Reviewers in Orlando, Florida, August 2005
- *Delinquency and Education* course, Spring 2005, Florida State University College of Criminology and Criminal Justice

## **National and International**

- Numerous web conferences hosted by U.S. Department of Education regarding education services for neglected and delinquent youths
- *Forum for Educating At-Risk Youth* Conference in Richmond, Kentucky, February, 2005
- Justice Research and Statistics Association Conference in St. Petersburg, Florida, October 2005
- International Corrections Symposium, held at National Chung Cheng University in Chiayi, Taiwan
- Academy of Criminal Justice Sciences (ACJS) Conference in Chicago, Illinois, March 2005, ACA/OJJDP
- Juvenile Administrators National Forum in San Francisco, California, May 2005
- American Society of Criminology Conference in Toronto, Canada, November 2005
- Invitation to Present to Congressional Staff, hosted by American Youth Policy Forum, in Washington D.C., Capitol Hill, November 2005

A wide audience, representing the educational, juvenile justice, and correctional systems from across the state, the nation, and beyond attended these conferences and learned from presentations that focused on JJEEP's quality assurance system, longitudinal research, best practices research for incarcerated youths, and other aspects of the organization.

## **The 8th Annual Juvenile Justice Education Institute and Southern Conference on Corrections**

The 2005 JJEI & SCC had the largest participation in the conference's history. More than 350 participants, 20 vendors, and 86 presenters participated in the August 2005 JJEI conference, which JJEEP and the DOE co-sponsor. This annual event provides school

districts, providers, and educators an opportunity to network and share their ideas, strategies, and best practices. The 2005 conference was held over three days and included a variety of workshops coordinated or presented by JJEEP and DOE staff and juvenile justice practitioners across Florida. Table 4.5-1 highlights a few of the workshops presented by JJEEP staff.

**Table 4.5-1: 2005 JJEI and SCC Workshops**

<b>Workshop Title</b>	<b>Workshop Description</b>
Juvenile Justice Teacher of the Year Finalists: Promising Practices in a Juvenile Justice Education Setting	The 2004 Teacher of the Year finalists presented their promising instructional practices.
Implementing Change in Alternative Education Schools: The Volusia County Pilot Project	Representatives from Volusia County discussed changes in their Alternative Education Schools.
Effective Transition Services	Examined effective methods of providing transition services for at-risk students.
Mini-Measures for Maximum Momentum	Demonstrated simple research-based strategies to improve the reading of adolescents at an accelerated pace.
Juvenile Justice Education Demonstration Sites	Described JJEEP's process for selecting demonstration sites from different program types and security levels.
No Child Left Behind (NCLB) in Each State's Juvenile Justice Education System: A Plan for National Collaboration	Discussed the states' progress towards meeting the juvenile justice education requirements of NCLB.
ESE Essentials	Presented information regarding the demographics of special education students and related services in Florida's DJJ programs.
The Quality Assurance Review Process	Presenters reviewed the QA process, the new CAP process, as well as the new exemplary rating system
Best Practices in Action: An Exemplary/Deemed Program Panel	School district representatives, lead educators, and facility directors from three high performing programs, representing all program types, shared their experiences and practices with attendees.
The JJEEP Research Mission: What We Know and Where We Want to Go	Presented information describing the demographic characteristics, educational achievement, and community-reintegration outcomes for the FY 2000-01 and FY 2001-02 releases from juvenile justice residential educational programs and an overview of the research currently being conducted by JJEEP's research staff.
No Child Left Behind Requirement for Juvenile Justice Schools: Your Data Tell the Story	Described the NCLB reporting requirements for juvenile justice schools and the accuracy with which the data are reported

As Table 4.5-1 illustrates, many of the workshops focused on progress made in juvenile educational programs and techniques for improving program performance. Overall, participants provided positive feedback regarding the quality and structure of the conference.

Based on the results of participant conference evaluations, practitioners particularly liked the:

- Relevant content of sessions.
- Opportunity to network.
- The opportunity to meet fellow colleagues and speak directly to representatives from the state.
- Access and assistance from DOE and JJEEP staff
- Presenters

In addition to the panels and workshops at JJEI & SCC, Dr. Thomas G. Blomberg, JJEEP's Principal Investigator, provided the attendees with opening remarks for the first day of the conference. The conference ended on day three with a closing general session facilitated by Bambi Lockman, Chief of the Bureau of Exceptional Education and Student Services.

While this section reports on the various conferences and workshops in which JJEEP participated in or coordinated, the following section describes the ongoing efforts of JJEEP staff and other relevant agencies (namely, DOE and DJJ) to improve the quality of educational services to juvenile justice students through interagency collaboration and cooperation.

## **4.6 Interagency Committees**

Another version of TA includes state committee work. State committees assist and guide the implementation of federal and state policies in juvenile justice education. The effective implementation of policy is crucial in continuing to improve the practices of juvenile justice educational programs. As a result of the various legislative mandates, committees have been formed among DOE, JJEEP, DJJ, the Florida Juvenile Justice Association, school districts, and education providers. These committees are focusing their efforts on developing a uniform academic assessment instrument, the implementation of NCLB requirements, transition services planning for students in juvenile justice facilities, and career education for incarcerated youths. It is through these committees that policy recommendations are formulated and implementation strategies are developed.

### **Uniform Assessment Committee**

As stated in House Bill (HB) 1989, in 2004, DOE, with the assistance of the school districts, must develop a standard student entry and exit assessment instrument and protocol. A committee of members from DOE, DJJ, JJEEP, local school districts, and other education providers met on August 16, 2004, to review the current and most commonly used assessment instruments and methods. Representatives from local school districts and other educational providers, including members from Dade, Desoto, Volusia, Leon, and Duval school districts; representatives from private providers, including DISC Village, Eckerd Youth Alternatives; PACE Center for Girls; and Outward Bound also participated. While reviewing the current assessment processes, the committee discussed issues likely to hinder the selection of a uniform assessment test. These issues include the mobility of the juvenile

justice population, the brief duration that students stay in a given program, and inconsistencies in the administration of tests. After reviewing the current assessment instruments and discussing the possible problems with assessment procedures, the committee submitted its conclusions and recommendations to DOE.

In addition to the workgroup's proposals, DOE consulted with a school psychologist from the University of South Florida (USF) to review and evaluate the validity and reliability of assessment tests. In the fall of 2005, DOE put out a request for proposal to interested test publishers. A smaller version of the original committee met again in October and reviewed several assessment instruments from publishers that replied to the DOE's request for proposal. Pearson Publishing was awarded the contract for the Basic Achievement Skills Inventory (BASI). The BASI is a multi-ability level, norm referenced achievement test that measures math, reading, and language skills. The test was normed on a wide age range of 8 to 80 years. Each test area is comprised of two subtests each, which take approximately two hours to complete. An additional benefit of the BASI for use in juvenile justice education programs is that it is computer administered and scored. This process helps to control the testing environment, eliminates human scoring errors, and does not require extensive training for testing administrators.

In the spring of 2006, Pearson Publishing and DOE will begin providing training to school districts and programs throughout the state. DOE has paid for the rights to use the BASI, and programs will be able to order testing materials through a website dedicated to Florida's juvenile justice educational programs and school districts. This will enable Florida to conduct program evaluations, and it will allow comparisons of academic gains between different program and provider types. More specifically, the statewide use of a single academic assessment instrument will enable comparisons across programs and examinations of possible correlation outcomes.

## **NCLB and Juvenile Justice Education Committee**

The NCLB committee is comprised of a variety of state and local agency representatives from DOE, JJEEP, DJJ, Florida Juvenile Justice Association, local school districts, and other education providers. Representatives from school districts include members from Desoto, Broward, Orange, and Collier. Representatives from education providers include members of DISC Village, Police Athletic League Charter Schools of Manatee, Associated Marine Institutes, Eckerd Youth Alternatives, and PACE Center for Girls. This committee was established develop strategies for meeting the NCLB requirements, such as the state education agency (SEA) plan described in Title 1, Part D, of the NCLB Act; program evaluation requirements and uniform evaluation model; transition services; highly qualified teachers; and Adequate Yearly Progress (AYP).

The committee convened four times during 2004. The findings from these meetings were reported to the President of the Florida Senate and the Speaker of the Florida House of Representatives in January 2005. The NCLB committee identified key issues and policy recommendations regarding several aspects of NCLB. Title I, Part A; AYP; and highly qualified teachers were discussed. Under Title I, Part D, state and local education agency

plans, program evaluation, and transition services were discussed. Issues and recommendations regarding small juvenile justice educational programs were also provided.

The NCLB committee found that the main problems associated with evaluating AYP were the relatively small school sizes of many juvenile justice schools and the ever fluctuating student population; namely, that the frequent movement of children in and among school districts and programs makes verification of attendance and testing difficult. Typically, students are not at juvenile justice schools for a full academic year. To overcome this problem, the committee made three recommendations, including the development of a reliable data collection process, ensuring that juvenile justice schools have the opportunity to validate the data, and increasing collaboration between juvenile justice programs and school districts. The issues regarding highly qualified teachers include the low retention rates of qualified teachers, difficulties in recruiting new highly qualified teachers, and the reality that many teachers in small juvenile justice schools are required to teach multiple grade levels and subjects. A variety of recommendations were offered, such as allowing DJJ schools two additional years to meet the requirements, implementing a teacher retention strategy (e.g., incentives such as tuition waivers for professional development) for teachers hired after 2006, and expanding and using the middle grades integrated curriculum certification for middle school courses and eligible basic high school courses.

The NCLB committee found that state and local education agency plans did not fully address the needs of juvenile justice schools in meeting NCLB requirements. The allocation of Title I, Part D, funds also created some concern. To address these issues, the committee recommended creating an addendum to the state education plan that clearly addresses NCLB's requirements for juvenile justice schools. With regard to the allocation of funds, the committee recommended that local education agencies allocate funds directly to the schools. Several issues were identified regarding program evaluation. These generally focused on improving the educational attainment of students, aiding the transition from juvenile justice facilities to regular schools, and providing job training. Recommendations included implementing standard assessments for juvenile justice facilities, including entry assessments, and graduation requirements. A third area under Title I, Part D, concerns transition. The committee found coordination of transition to be lacking and, thus, recommended the identification of education transition specialists in each school district. Implementing this recommendation also would assist juveniles in finding employment. In short, the committee performed a comprehensive assessment of the implementation of NCLB in juvenile justice education programs and provided both creative and useful recommendations for improving Florida's compliance with the Act.

## **Career Education Committee**

As discussed in detail in previous annual reports, Senate Bill (SB) 2464 (2000) requires the development of a multi-agency plan addressing career and technical education. The career education plan must be revised annually, requiring an ongoing committee consisting of representatives from DOE, DJJ, JJEPP, and the Florida Juvenile Justice Association. This committee began meeting again in 2005. It is anticipated that this committee will increase the requirements for career education services in juvenile justice schools. JJEPP plans to

follow any recommendations from this committee and adjust the QA standards and processes as deemed necessary.

## Transition Services Committee

The transition committee addressed the issue of transition services among programs and school districts. Unlike the previously mentioned committees that were formed as a result of legislation, the transition service committee was formed out of necessity. The transition of youths in and out of the juvenile justice system has always been problematic. Given the emphasis in NCLB on the importance of incarcerated youths returning to public school upon release and JJEPP's research findings relating to the positive relationship between return to school and a reduction in the likelihood of rearrest, transition services that enhance a youth's ability to successfully reenter his or her home school and community are vitally important. Members of the transition services committee include representatives from DOE, DJJ, JJEPP, Desoto County School District, Okaloosa County School District, Broward County School District, Volusia County School District, and Hillsborough County School District. The transition committee first met on May 26, 2004, and met again at the JJEI on July 13, 2005.

The first goal of the DOE/JJEPP transition committee was to develop a list of personnel from each school district to oversee education transition services for students moving back and forth between the local school districts and DJJ facilities. This list of school district personnel responsible for transition services is posted on the JJEPP website to promote increased communication between programs and school districts.

The second goal of the transition committee was to update the JJEPP/DOE publication, *A Transition Guidebook for Educational Personnel of Juvenile Justice Programs (Transition Guidebook)*. The primary focus of the update was to include a formalized transition protocol for school districts transferring and receiving students from juvenile justice schools to improve the successful reintegration of delinquent youths. Six school districts were solicited to participate in this project, and five agreed. The participating school districts include a small district with a DJJ facility (Desoto County), a medium sized district with a DJJ facility (Okaloosa County), a large district with a DJJ facility (Broward County), a district with multiple DJJ facilities (Volusia County), and a district with high QA scores in transition services (Hillsborough County).

The JJEPP/DOE transition committee has developed a revised, updated edition of the *Transition Guidebook*. This new edition provides a comprehensive overview of the transition process (from pre-commitment to post-commitment). It also provides an in-depth guide to transition resources, from parental and family support and community resources to the development of academic and transition plans, and the most up-to-date statewide transition contact information. The *Transition Guidebook* includes school district best practices in the transition process and is a valuable tool in helping educational programs provides the best transition services to their students. The *Transition Guidebook* is available online at [www.jjeep.org](http://www.jjeep.org) or by request from the JJEPP offices, and can also be obtained from the DOE Clearinghouse.

## DOE/DJJ Interagency Committee

Florida Statute 1003.52 requires that DOE and DJJ establish an interagency committee. The committee consists of personnel from DOE, DJJ, and JJEEP. The committee members meet periodically throughout the year to address interagency policy issues, such as the coordination of QA, the development and annual revision of the DOE/DJJ interagency agreement, and the implementation of each agencies' policies that may impact juvenile justice education services. Specific issues discussed by the committee in 2005 include the ongoing implementation of NCLB requirements, QA scheduling, the opening and closing of DJJ programs throughout the state, and the sharing of information between the agencies.

## 4.7 Publications

In addition to the 2005 Annual Report and the 2006 QA Standards, JJEEP staff published two new documents in 2005:

Orange, Julie; Pesta, George; and Robinson, Lisa. *A Transition Guidebook for Educational Personnel of Juvenile Programs: Providing a Continuum of Care for Delinquent Youths in Education, Treatment, and Conditional Release*. Tallahassee, FL: Juvenile Justice Educational Enhancement Program, 2005.

Wang, Xia; Blomberg, Thomas G.; and Li, Spencer D. Comparison of the Educational Deficiencies of Delinquent and Non-delinquent Students. *Evaluation Review*. 29 (4): 291-312. London: Sage Publications, 2005.

### **JJEEP Website: [www.jjeep.org](http://www.jjeep.org)**

In the development of the website, JJEEP has attempted to provide its visitors with comprehensive coverage of JJEEP's multiple and interrelated functions and activities. It provides fast and convenient access to current information on QA review protocol, QA standards, annual reports, upcoming trainings, updates on The Teacher of the Year awards, and current research in juvenile justice education. Moreover, it has a component specifically related to technical assistance that includes a comprehensive list of career education planning documents, technical assistance papers (TAPs), DOE memos, frequently asked questions and answers, and links to other useful sites. Recently, a comprehensive list of all programs and their contact information has been added, which has enhanced networking capabilities. Additionally, JJEEP is currently developing a list of career education planning resources that may be helpful in assisting students with employment as part of their successful reintegration into community life. The site provides timely and comprehensive information for providers of juvenile justice programs, school district administrators, educational program personnel, parents, and other parties interested in knowing how JJEEP works to serve juvenile justice students.

## 4.8 Summary Discussion

The targeted technical assistance and corrective action processes are becoming institutionalized tools for programs and school districts. Additionally, technical assistance is increasingly focusing on habitually low performing programs. Generally, these programs have had the most corrective actions and need for technical assistance in the past several years. JJEIP and DOE staff conducted special on-site technical assistance visits to help these programs facilitate necessary changes.

Data analyses indicate that there is a decrease in the number of programs receiving below satisfactory scores in various indicators and a decrease in the number of programs receiving corrective actions. In 2005, fewer programs had below satisfactory QA scores compared with 2004, despite raising the bar in what these programs are required to provide and do.

As in previous years, in 2005, transition was the standard that received the most below satisfactory scores (19); service delivery and educational resources each received 15. This is explained by the below satisfactory indicator scores within the transition standard for the indicators of student planning (27% of programs received a below satisfactory score for this indicator) and assessment and planning (24% of detention centers). Reading curriculum and instruction (22%), ESE services (21%), SD monitoring (20%), environment and resources (18%), and testing and assessment (16%) also received large percentages of below satisfactory scores. In contrast, curriculum and instruction (4%), collaboration (5%), academic curriculum (6%), employability and technical curriculum (7%), and transition (9%) received relatively few below satisfactory indicator scores.

School records transmittal (38% of detention centers), reading assessment (35%), in-county transition services (31% of day treatment centers), and reading placement testing (30%) were the benchmarks with the highest failure rates. Conversely, hands on career education training (21%), access to the Internet (20%), individualized instructional strategies (22%), and individualized education program (IEP) development (23%) were the least commonly failed benchmarks. Interestingly, Table 4.3-4 demonstrated that the number of programs a school district supervises is associated with below satisfactory scores; specifically, districts with less than five programs tend to have lower district wide scores than districts with five or more programs. In addition, Table 4.3-4 showed that the type of educational provider is also related to program performance. Contracted for-profit providers received a greater percentage of below satisfactory scores than did contracted not-for-profit and school-district-operated programs.

Encouragingly, most programs demonstrated improvement in their 2005 QA scores following on-site TA visits. The average program exhibited a 0.53 score increase following the TA visit, with score changes ranging from -2.33 to 3.42.

The components of TA ensure that quality education is being provided to youths in juvenile justice facilities. It continues to be one of several methods used by JJEIP to improve the quality of educational services provided to all students in Florida's DJJ programs. The response during this year's JJEI in Orlando confirmed that practitioners in juvenile justice

education are receiving technical assistance in critical areas of need, such as the reading initiative and the requirements of NCLB.

In addition to JJEI & SCC, JJEOP conducted and/or participated in several important research and policy related conferences and committees. Some examples of these activities include the 2005 Standards Revision Meeting, the Justice Research and Statistics Association Conference, the Forum for Educating At-Risk Youth Conference, the Juvenile Administrators National Forum, the Effective Transition Services Workshop, the ESE Essentials Workshop, the Uniform Assessment Committee, the NCLB and Juvenile Justice Education Committee, the Career Education Committee, and the Transition Services Committee. JJEOP led or participated in over a dozen local, state, national, and international conferences where topics ranged from QA training and standards revisions to national progress in meeting NCLB requirements and the relationship between delinquency and education. Moreover, several workshops were hosted or attended by JJEOP, and these addressed an equally wide range of areas critical to the delivery of quality educational services to incarcerated youths.

Specific issues discussed in state committee meetings included developing a uniform academic assessment instrument, implementing NCLB requirements, and improving transition services and career education opportunities for incarcerated students. In 2006, these conferences, workshops, and committees will continue with their objective of improving the quality of educational services provided to Florida's juvenile justice students through research, information sharing, and interagency collaboration.

Since its inception in 1998, and in accordance with NCLB's Title I, Part D, Sec. 1432, requirement that states use program evaluation results for improvement, JJEOP continues to provide targeted technical assistance to programs. In 2005, JJEOP increased the scope of its technical assistance and will continue to do so in 2006. In this effort, JJEOP will further focus and intensify its efforts on identifying and assisting low performing programs and designating high performing programs as demonstration sites to assist other facilities.

## **Requesting Technical Assistance**

To request technical assistance for your program, e-mail [ta@jjeop.org](mailto:ta@jjeop.org), call the JJEOP office at (850) 414-8355, send a fax to (850) 414-8357, or complete the request for technical assistance form on the website. When requesting technical assistance via e-mail, please include your name, the name of the program, and the type of technical assistance requested.