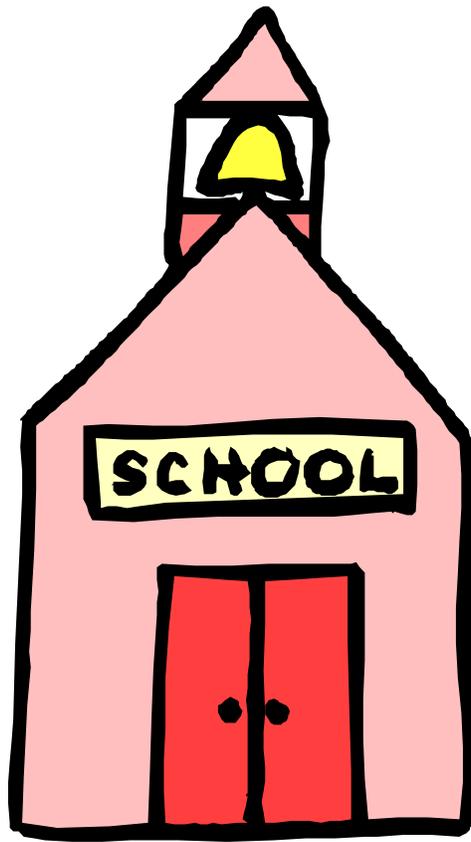

Juvenile Justice Education: “Who is Educating the Youth”



Bruce I Wolford, Ph.D.
May, 2000



Council for Educators of At-Risk & Delinquent Youth
Eastern Kentucky University
301 Perkins Building
521 Lancaster Avenue
Richmond, KY 40475
www.ceardy.org



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About the Author

Dr. Bruce Wolford

Dr. Bruce I. Wolford is Director of the Eastern Kentucky University (EKU) Training Resource Center. The Center provides training, research, and evaluation services to local, state, and federal criminal justice agencies. He has served as a Professor of Correctional and Juvenile Justice Studies in the College of Justice and Safety at ECU since 1979. Dr. Wolford has authored numerous publications in the areas of corrections, juvenile justice, and education. He is a former president of the Correctional Education Association, Member of the American Correctional Association Board of Governors, Delegate Assembly, and former Editor of *The Journal of Correctional Education*. Dr. Wolford is chair of the National Juvenile Detention Association Education Committee. He is a member of the Steering Committee for the Council for Educators of At-Risk and Delinquent Youth (CEARDY). Dr. Wolford has worked in the criminal justice field for the past 25 years. He began his career as a teacher and educational counselor with the Ohio Department of Rehabilitation and Corrections.

You can reach Dr. Wolford at bruce.trc@gte.net, (859) 622-1498 or www.trc.eku.edu

Training Resource Center
Eastern Kentucky University
300 Stratton Building
521 Lancaster Avenue
Richmond, KY 40475



Council for Educators of At-Risk and Delinquent Youth (CEARDY)
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Richmond, KY 40475



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Juvenile Justice Education: Who is Educating the Youth

Executive Summary

In many jurisdictions in the United States the choice of placement of a delinquent offender is a primary determinate of both the provider and level of education that is available to the youth. Although state level juvenile justice agencies were found to be the primary provider of educational services to youth in state operated programs, the public schools were responsible for educating the majority of the youth in the juvenile justice system.

Respondents to this national survey reported that in more than half the states, no state department of education funds were directed to educate youth in juvenile justice settings. The per pupil funding for youth in juvenile justice educational programs ranged from \$2259 to \$9000 per year. In 25 percent of the states surveyed there was no way to calculate the per pupil cost of education. There were federal court interventions related to education in place in 20 percent of the surveyed states. The most extensive education delivery system for at-risk and delinquent youth was found in Kentucky. Youth in Kentucky who are placed in a residential or day treatment program funded by the state's child welfare, justice and mental health agencies are served by local education agencies with support and funding from a state wide collaborative.

These findings come from a survey of twenty state juvenile justice agencies conducted in 1999. The survey focused on the administration, funding and monitoring of educational programs for youth in the juvenile justice system. The research was funded in part by the Florida Juvenile Justice Accountability Board as part of its ongoing efforts to enhance the delivery of educational services to youth served by the Florida Department of Juvenile Justice.

*The report entitled **Juvenile Justice Education: Who is Educating the Youth** was published in cooperation with the Council for Educators of At-Risk and Delinquent Youth (CEARDY). The full report is available at the CEARDY web site (www.ceardy.org). The report includes a summary report and charts regarding the survey findings, a profile of the twenty states involved in the study, detailed profiles of some promising practices in four states:*

- Alabama: The governance of the special school district for youth in juvenile justice facilities*
- California: The operation of Court and Community Schools and Parole Schools*
- Kentucky: The services of Kentucky Educational Collaborative for State Agency Children*
- Pennsylvania: The contractual arrangements between the state Department of Education and local school agencies that provide the education to youth in the juvenile justice system.*

The report concludes with a set of recommendations for the administration, financing and evaluation of juvenile justice education programs. The report is authored by Dr. Bruce I Wolford, Professor of Correctional and Juvenile Justice Studies at Eastern Kentucky University College of Justice and Safety. You can reach Dr. Wolford at bruce.trc@gte.net (859) 622-1498 or www.trc.eku.edu

*Training Resource Center
Eastern Kentucky University • 300 Stratton Building • 521 Lancaster Avenue
Richmond, KY 40475*

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SUMMARY OF TWENTY STATE SURVEY

During the fall of 1999 a telephone survey was conducted with twenty state-level juvenile justice education program contacts. The states surveyed included:

Arizona	Maine
Alabama	Michigan
California	Missouri
Colorado	New York
Delaware	North Carolina
Florida	Ohio
Georgia	Pennsylvania
Illinois	Texas
Kansas	Virginia
Kentucky	Washington

Administrative Organization

In 60 percent of the states an independent juvenile justice agency existed, in 35 percent of the states juvenile justice was a unit within a child welfare agency, in one state juvenile justice was a unit within a department of corrections.

In the twenty states surveyed there was considerable diversity in the administrative arrangement for the delivery of educational services to youth in the juvenile justice system. In seven states (35 percent) there was a special school district within the state level juvenile justice agency. In another seven states (35 percent) the juvenile justice agency was responsible for the delivery of educational services, however no special school district was in existence. The Local Education Agencies were responsible for the administration and delivery of education in two states (10 percent). The state education agency was the administrative home of these services in two other (10 percent) states. In Virginia there is a separate state agency responsible for the administration of juvenile and adult correctional education and in Illinois there was a combined adult and juvenile correctional agency which operated a special school district.

Population Served

The states varied significantly in the range of youth who were provided education under the various administrative structures. In eight states the only population served under this arrangement was youth in state operated residential programs, excluding juvenile detention. In two states only state operated residential programs and youth in juvenile detention were served by the state juvenile justice education system. In an additional two states the youth served included those in state operated residential programs, detention and contracted/private placements.

An additional two states served all youth in the juvenile justice system. There were an additional five states that served various combinations of youth in the juvenile justice system. By far the most extensive population served was in Kentucky where all “state agency children” (youth in the juvenile justice, mental health and child welfare systems) were provided educational services by local school districts with the support of a state wide administrative unit.

The size of the population of youth served ranged from a high of 10,000 youth to a low of 207. The number of sites or programs where education services were provided also varied significantly from a low of 3 sites to a high of 257.

In an effort to determine the variations in the populations served and the capabilities of the various systems to identify and serve youth with special needs, the survey respondents were asked to identify the percentage of youth with an active IEP. The average percentage across all twenty states was 41 percent. The range of percentages of youth with an active IEP was significant with a high of 70 percent and a low of 12 percent.

Teacher Qualifications

In all twenty states the teachers were required to hold a teaching certification.

Funding

Multiple sources of funds were utilized to support the delivery of educational services to youth in the juvenile justice system. These included state education agency (SEA), local education agency (LEA), other state funds, juvenile justice agency, and federal funds such as Title I, IDEA, and Perkins Act funds.

Source of Funds	Number	Percentage of States Accessing these Funds
State Education Agency	9	45%
Local Education Agency	3	15%
Juvenile Justice Agency	13	65%
Other State Funds	6	30%
Federal Funds	20	100%

There was considerable variance among the states in the level of funding for educational services. The average annual per pupil funding level for the fourteen states providing a response was \$5984, with a range of \$2259 to \$9000. There were funding differentials in some states by populations (e.g., in Kentucky youth in residential placements had a higher per pupil funding level than youth in day treatment programs). It is interesting to note that in six states (30 percent) the per pupil cost of educating youth in the juvenile justice system was unknown.

To determine the relative funding level within each state between youth in juvenile justice education programs and the general public school population a comparison was made between the state average per pupil expenditure as reported by the U.S. DOE and the levels of funding reported by respondents to this survey. In ten (50 percent) of the states surveyed, youth in juvenile justice education programs were funded at a level greater than their public school counterparts. The differences in per pupil funding levels ranged from \$342 to \$4021. The average difference across the ten states was \$2689. There was not a pattern of higher funding by the type of administrative structure in place. The higher funding levels were found in four states with special school districts, two states in which education was administered by the juvenile justice agency without a special district, in one LEA-administered state, in two state education agency-administered states, and in Virginia where there is a special state agency for correctional education. In five states (25 percent), the funding level was the same for youth in public schools and the juvenile justice education programs and in another five states, the youth received a lower level of per pupil funding than their public school counterparts.

Legislation and Judicial Intervention

In 13 states (65 percent) there was special legislation which governed the administration of the juvenile justice education system. The legislation dated back to 1972 in one state and was as recent as 1999 in another jurisdiction.

In four states (20 percent) there was an active federal judicial intervention underway related to the delivery of educational services for youth in the juvenile justice system. In all four cases the delivery of special educational services was one component of the intervention.

Monitoring Responsibilities

When asked what agency and/or organizations were responsible for monitoring the delivery of educational services, a variety of responses were reported. In 19 (95 percent) of the states, the state education agency had some monitoring responsibility.

**Agencies/Organizations Responsible for Monitoring
the Delivery of Juvenile Justice Education Services**

Monitoring Agency	Number of States	Percentage of States
State Education Agency	19	95%
Juvenile Justice Agency	12	60%
American Correctional Association	10	50%
External Consultants	3	15%
Other state agencies	2	10%
Correctional Education Association	1	5%

Curriculum

In eleven states (55 percent) there was not a mandatory across-the-system curriculum. In the nine (45 percent) states where there was a common curriculum which was generally benchmarked to existing public school statewide guidelines.

Length of the School Day and School Year

In 15 states (75 percent), the length of the school day in juvenile justice settings was the same as the state minimum requirement. In three states the juvenile justice education school day was longer than the state minimum, and in only two states was the school day shorter than the state minimum. The length of the school day ranged from 4 to 7.5 hours. In 18 (90 percent) of the states surveyed, the school year was longer than the state minimum requirement. The school year ranged from 180 to 250 days. All twenty of the states reported that the juvenile justice classroom had a lower pupil to teacher ratio than was typical in public schools in that state. In ten states (50 percent) there was a statutory/regulatory limit on the teacher-to-student ratio in juvenile justice programs. The range of reported maximum class size limits (by policy and/or practice) was from a low of 1:8 to a high of 1:18. The most commonly reported class size limit was 1:15.

Statewide Assessment

The final survey questions addressed the participation of youth in the juvenile justice system in existing statewide student assessment processes. In 14 (70 percent) of the states, the youth in juvenile justice education programs did participate in the statewide assessment process. There was great variance among the states in regard to the comparisons that were made based upon the student scores. In some jurisdictions the youth completed the assessments but there was no composite score developed for all youth in juvenile justice education programs. In one jurisdiction, the scores were compared with the scores of youth in non-juvenile justice alternative education settings. In Kentucky, the scores of these youth were sent to the student's home school.

Summary of Twenty-State Survey on Juvenile Justice Education: 1999

STATE	Type of Agency	Administration of Educational Services	Population Served	Certified Educators	Source of Funds	Special Legislation
AZ	JJA	JJA No SD	Youth in SORPS	Yes	SEA Federal	Yes
AL	JJA	JJA SD	Youth in SORPS	Yes	JJA Federal	yes
CA	JJA	JJA SD	Youth in SORPS on Parole	Yes	ED Other State Federal	yes
CO	CWA	JJA No SD	Youth in SORPS	Yes	DJJ Federal	yes
DE	CWA	JJA No SD	Youth in SORPS & JD	Yes	DJJ Other State Federal	yes
FL	JJA	LEA with SEA oversight	All youth served by DJJ	Yes	SEA, LEA, DJJ, Other State Federal	yes
GA	JJA	JJA SD	SORP contract community JD/DOC	Yes	DJJ Federal	yes
IL	Part of DOC	DOC SD	SORP contract program	Yes	State DJJ Federal	yes
KA	JJA	DJJ LEA contracts	SORP	Yes	DJJ Federal	no
KY	JJA	LEA (KECSAC)	All DJJ child welfare mental health	Yes	SEA DJJ Federal	yes
MA	JJA	JJA No SD	SORP contractual JD	Yes	SEA DJJ Federal	yes
MI	CWA	JJA No SD	SORP JD	Yes	DJJ Federal	no
MO	CWA	JJA SD	SORP community-based	Yes	SEA LEA DJJ Federal	no
NY	CWA	JJA No SD	SORP	Yes	DJJ Federal	no
NC	JJA	JJA SD	SORP JD Sentenced as Adults	Yes	DJJ Federal	no
OH	JJA	JJA SD	SORP	yes	JJA, LEA, SEA, Federal	no
PA	CWA	SEA	SORP	yes	SEA, Federal	no
TX	JJA	JJA SD	SORP	yes	SEA, Other, State, JJA, Federal	yes
VA	JJA	State Agency	SORP Adult	yes	Other, State, Federal	yes
WA	CWA	SEA	SORP Contract JD	yes	Other, State, Federal	yes
TOTAL	JJA 12; DOC 1; CWA 7	JJA SD 7; JJA No SD 7; SEA 2; LEA 2; Other 2	SORP 8; SORP/JD 2; All DJJ Contract 2; Other 5; All 1	100%	SEA 9; LEA 3; Other 6; JJA 13; Federal 20	13-yes; 7-no
MEAN	-	-				
%	JJA 60%; DOC 5%; CWA 35%	JJSD 35%; JJA No SD 35%; LEA 10%; SEA 10%; Other 10%			SEA 45%; LEA 15%; Other 30%; JJA 65%; Federal 100%	Yes 65%; No 35%
RANGE						
NOTATIONS						
	KEY					
	JJA = juvenile justice agency	SORP = state-operated residential program	JJA No SD = juvenile justice agency provides education without school district status		SEA = state education agency	
	JJA SD = juvenile justice agency with a school district	DOC = department of corrections	LEA = local education agency		JD = juvenile detention	
	SD = school district	DJJ = department of juvenile justice	CWA = child welfare agency			

Summary of Twenty-State Survey on Juvenile Justice Education: 1999

STATE	Year Established	Current Judicial Intervention	Monitoring	Mandatory Cross System Curriculum	Average Per Pupil Expenditure	State Av. PPE 93/94	Comparison Pupil by DJJ ED #	Youth Served	# of Facilities
AZ	1992	no	SEA, JJA	yes	UNK	8,882	same	1000	4
AL	1982	no	SEA, JJA, ACA	no	8058	4037	higher	724	6
CA	1997	yes	SEA, Other	yes	5900	4921	higher	6851	17
CO	UNK	no	SEA, DJJ	yes	9000	5097	higher	400	6
DE	1984	no	SEA, DJJ, ACA	no	UNK	6621	higher	207	3
FL	1999	yes	SEA Ext.	no	UNK	5516	same	10,000	257
GA	1992	yes	SEA, DJJ, ACA	yes	UNK	4915	lower	4348	42
IL	1972	no	SEA, DOC, JJA, ACA	yes	5,000	5,893	lower	2400	9
KA	NA	no	SEA, ACA	no	UNK	5659	same	603	4
KY	1992	yes	External con/ SEA, JJA, ACA	no	8225	5107	higher	2400	120
MA	UNK	no	SEA, DJJ, ACA	no	6592	6959	lower	1350	60
MI	NA	no	JJA	yes	7000	6658	same	1200	11
MO	NA	no	SEA, DJJ	yes	3653	5114	lower	834	52
NY	NA	no	SEA, ACA	no	UNK	9175	same	2200	31
NC	NA	no	SEA, ACA, DJJ	no	6719	4894	higher	1300	24
OH	1974	no	SEA, JJA	yes	2259	5971	lower	1505	11
PA	1977	no	SEA, CEA	no	11334	6983	higher	811	15
TX	UNK	no	SEA, ACA	yes	6963	4898	higher	3818	14
VA	1974	no	SEA, Other Agency External	no	6939	5109	higher	1321	10
WA	1979	no	SEA	no	8600	5751	higher	2221	35
TOTAL		4-yes; 16-no	SEA 19; JJA 12; Other 2; ACA 10; CEA 1; External 3	11-no; 9-yes			10-higher; 5-same; 5-lower		
MEAN					\$5,984				41%
%		Yes 20%; No 80%	SEA 95%; JJA 60%; ACA 50%; External 15%; Other 10%; CEA 5%	No 55%; Yes 45%			Higher by an average of \$2,689		
RANGE	1972-1999				Low \$2,259; High \$11,334		Higher \$4021-342	10,000/207	257/3
NOTATIONS		Yes #: SD 2; NSD 2			5 (25%) could not identify per pupil expenditure		Higher SD 4; JJA 2; LEA 1; SEA 2; Other 1		
KEY									
	JJA = juvenile justice agency		SORP = state-operated residential program		JJA No SD = juvenile justice agency provides education without school district status				
	JJA SD = juvenile justice agency with a school district		DOC = department of corrections		LEA = local education agency		SEA = state education agency		
	SD = school district		DJJ = department of juvenile justice		CWA = child welfare agency		JD = juvenile detention		

Summary of Twenty-State Survey on Juvenile Justice Education: 1999

STATE	% with IEP	Length of School Day In Juvenile Justice Facility	State Minimum Length of School Day	Length of School Year in Juvenile Justice Facility	School State Minimum School Year	Maximum Class Size Student/Teacher	Do JJ Students Participate in Statewide Testing?
AZ	18	6 hours	4 hours	205	175	15/1	no
AL	19	7.5 hours	6 hours	235	182	15/1	yes
CA	27	240 minutes	240 minutes	260	180	18/1	yes
CO	70	6 hours	5 hours	250	180	15/1	no
DE	25	5 hours	6 hours	215	180	8/1	yes
FL	22	5 hours	5 hours	250	180	UNK	yes
GA	12	330 minutes	330 minutes	220	180	15/1	yes
IL	42	5 hours	5 hours	250	180	25/1	no
KA	60	6 hours	5 hours	year round	UNK	15/1	yes
KY	42	6 hours	6 hours	230	185	10/1	yes
MA	50	5 hours	5 hours	220	198	UNK	no
MI	40	6 hours	6 hours	225	180	15/1	yes
MO	26	6 hours	6 hours	249	174	15/1	no
NY	UNK	5.5 hours	5.5 hours	214	180	12/1	yes
NC	36	5.5 hours	5.5 hours	215	180	15/1	yes
OH	31	5.5 hours	5.5 hours	220	180	12/1	yes
PA	40	5.5 hours	5.5 hours	180	180	8/1	no
TX	40	4 hours	6 hours	245	185	13/1	yes
VA	42	5.5 hours	5.5 hours	217	180	10/1	yes
WA	35	5 hours	5 hours	220	180	9/1	yes
TOTAL		15-same; 3-higher; 2-lower		18 (90%) longer; 1 same; 1 shorter			14-yes; 6-no
MEAN						mode 1-15	
%			Same 75%; Higher 15%; Lower 10%				Yes 70%; NO 30%
RANGE	12%-70%	4 to 7.5 hours	4-6 hours	260-180		1-8/1-18	
NOTATIONS							
KEY							
JJA = juvenile justice agency		SORP = state-operated residential program		JJA No SD = juvenile justice agency provides education without school district status			
JJA SD = juvenile justice agency with a school district		DOC = department of corrections		LEA = local education agency		SEA = state education agency	
SD = school district		DJJ = department of juvenile justice		CWA = child welfare agency		JD = juvenile detention	

FOUR STATE FOLLOW-UP

Components of the juvenile justice education programs in four states (Alabama, California, Kentucky and Pennsylvania) were examined in greater depth. Follow-up phone calls and interviews were conducted in these four states. The following four summaries describe selected components of the juvenile justice education program in the four follow-up states.

Alabama Department of Youth Services, School District #210

Background

Some of the most challenging issues facing juvenile justice education administrators throughout the nation are related to governance, financing and personnel selection and retention. In Alabama, the Department of Youth Services (DYS) through special School District # 210 has effectively addressed these issues with some rather innovative mechanisms.

Governance

School district # 210 is a semi autonomous component of the Alabama DYS which is responsible for the education of youth in state-operated residential centers. School District # 210's governing body is the DYS Board of Education, which has the same membership as the DYS governing board. Final approval for all personnel and budgetary actions are approved by the Board. The Board is an eighteen-member appointed body that annually elects a chairperson. It is the chair's responsibility to annually appoint five members to the school district # 210 Education Subcommittee. By practice, one member of this subcommittee is always the Alabama State Department of Education representative on the governing board. This subcommittee oversees the basic operation of School District # 210 in much the same way as a local school board serves as the governing body over a public school district. All education related action brought before the full board must first be considered and recommended by the Education Subcommittee.

Educational Financing

School District # 210 receives a line item (education specific) appropriation as part of the annual DYS budget. The request for funds is made by the DYS based upon the recommendations of the school district # 210 Board. The use of School District # 210 funds is under the direction of the Superintendent of School District # 210 with the budgetary approval of the Board.

Federal education funds flow to School District # 210 from the state education agency. Federal education funds such as Title I are supplements to the state funds included in the School District # 210 annual line item appropriation. Although significant to the enhancement of educational services to DYS youth, federal funds comprise only a small percentage of School District # 210 total operating cost. Alabama state appropriations provide the vast majority of funding needed to operate School District # 210.

Personnel

The educators employed by the DYS to work in School District # 210 are not part of the Alabama public employee merit system. In fact, the educators are the only DYS employees who are

exempted from the merit system. The educators working in School District # 210 are covered by the state’s tenure law, as are all other public school educators in Alabama. This exemption from the merit system permits School District # 210 to benchmark its salaries to the recommended levels provided by the state education agency. As a result, School District # 210 is able to effectively compete for new employees in a highly competitive job market. The extended school year (235 days) provided by School District # 210 results in higher salaries for teachers who are generally offered only a 182-day contract. School District # 210 has not had the problems experienced by many juvenile justice education programs of high turnover and teacher shortages.

Summary

The Alabama DYS through the creation of School District # 210 has managed to avoid three common pitfalls which plague many juvenile justice education programs. School District # 210 is an autonomous educational system within a state agency with its own governing board. School District # 210 controls a discrete education budget, which is audited and devoted exclusively to the support of educational services. Finally, School District # 210 has been able to establish a personnel selection and compensation system, which is exempt from the state merit system and provides competitive salaries with local education agencies throughout the state of Alabama.

California Parole Schools

Background

Youth paroled from California Youth Authority (CYA) residential facilities (currently some 5000 parolees) have the opportunity to participate in Parole School Programs. It is common practice in California for the Youth Authority Parole Board to require continuing education as a condition of release for individuals who have not earned a high school diploma or a GED. A youth in California cannot earn an honorable discharge from parole without a high school diploma or GED (there are exceptions made for youth with handicapping conditions). There were some 726 CYA parolees enrolled in Parole School Programs in January 2000.

California Parole Schools				
Program Type	High School	Higher Education	Vocational Education	TOTAL Enrollment
Number of Students	291	307	128	726

Program Types

The CYA youth attend Parole Schools that are administered by either the local school district (LEA) or in two cases, CYA personnel operate the programs. The LEA Parole Schools operate much like the court schools, which exist in most California counties. In fact in some communities the two programs are merged, and it is only the legal status of the youth which distinguishes the programs. The LEA-operated programs are funded with local and state education funds and have only a collaborative relationship with CYA. The two CYA administered parole schools (in the Sacramento and Los Angeles areas) are operated as extensions of CYA residential education

programs. The staff of the parole schools are employed by a nearby CYA residential facility and work under the direction of the facility's educational administrator. The CYA parole schools are housed at the parole offices and consist of a teacher and education para-professional. Adjunct faculty from the host residential facility provide services for youth with an active IEP. There are typically 20-30 CYA parolees enrolled in education at each parole office.

In addition, there are two CYA parole school vocational education programs: truck driver training and construction trades. These are both collaborative efforts that receive funding and support from trade unions and school districts. These community-based education settings allow for a greater range of instructional options (as compared to residential programs operated by CYA). Parole school students participate in field trips, community service projects and service learning activities.

Educational Financing

The funds to support the CYA parole schools are included in the agency's annual appropriation and are administered by the two host residential facilities. Youth enrolled in higher education programs pay fees and are eligible for federal and state grants. There are some supplemental CYA funds to support the cost of higher education programs. The vocational training programs are funded in part by student fees and some CYA funds are used for the purchase of educational materials.

The CYA educational staff was examining the feasibility of expanding the number of parole schools operated by the agency.

California Court and Community Schools

Background

In 1973 the California General Assembly enacted two pieces of legislation which established the Court and Community Schools (C&CS) programs. Currently there are C&CS programs in 45 of California's 58 counties. The C&CS programs serve youth in the following components of the juvenile justice system:

- a. Court Schools
- b. Community Schools
- c. Juvenile Hall (juvenile detention)
- d. Probation
- e. Residential Placements
- f. Aftercare
- g. Home Release

The programs have a high mobility rate, which frequently exceeds 300 percent. In Orange County there are 4000 youth enrolled in C&CS programs.

Educational Financing

The C&/CS programs are supported with state education funds. In addition to the base per pupil funding of \$4800, there is \$1200 in supplemental funds to support the lower student /

teacher ratio of 15 to 1. There is an additional \$2500 supplemental funds to support the extended “year round” school year. The total per pupil funding for C&CS programs is \$8500, 177 percent of the base funding of \$4800.

Juvenile Court Schools in Orange County, California
(Source: “Education Options for Students in Orange County”)

Students are referred to Juvenile Court Schools by probation offices, Social Services, or Attendance Review Board. The state of California makes every effort to continue the education of each child with the long-term goal of reaffirming their abilities and renewing a sense of responsibility to the community. The average student is 15 years of age, in the tenth grade, and a minority male. Trends show an increase in female and middle school-age students with low basic academic skill levels. These students often display skills well below grade level in most subjects and generally are behind in credits required for high school graduation. Often students come from families that lack the resources needed to successfully meet educational and life goals. Students generally display behavioral problems which result in serious consequences such as truancies, expulsions and court records. Involvement in gangs, substance abuse, and/or criminal records often plays a part in the lives of youth in this category.

There are three basic types of court school programs in Orange County:

1. Juvenile Justice Institutions

Students educated through this program are delinquent, at-risk and incarcerated youth who are detained at one of four detention and treatment facilities in the county. The four schools are located in institutions operated under the Juvenile Justice and Delinquency Prevention Act of 1974.

2. Day Centers

Students are referred by the court system and county agencies. Students are provided educational services at sites established and maintained by the school district. Credentialed teachers provide instruction on a full day or minimum day schedule. The school day is a minimum of 240 minutes.

3. Group Homes and Social Service Institutions (County-operated)

Students are taught within the setting of a group home, under the supervision of ACCESS teachers with the support of group home tutors. Teachers and tutors monitor academic and behavioral levels and prepare lessons appropriate to student needs. William Lyon School at Orangewood is an example of this type of school. Students in this program are neglected or abused children involved in an emergency placement.

Kentucky Educational Collaborative for State Agency Children (KECSAC)

Background

As part of its educational reform effort, the Kentucky General Assembly established the Kentucky Educational Collaborative for State Agency Children (KECSAC). The Collaborative was established to ensure that the provisions of the Kentucky Educational Reform Act (1990) were made available to youth in state-operated and state-financed residential and day treatment placements. The state-agency child is a school age youth in a residential or day treatment placement operated or financed by the Cabinets of Families and Children, Mental Health and Mental Retardation, and Justice. Some 2,800 state-agency children in the juvenile justice, child welfare and mental health systems are provided education services by approximately 70 school districts in Kentucky. KECSAC is administered by the Eastern Kentucky University College of Law Enforcement under a contract from the Kentucky Department of Juvenile Justice (DJJ). The Kentucky Department of Education provides the funding to support this contract from the biannual appropriation for the State Agency Children's Fund (SACF).

The Commonwealth of Kentucky devotes significant resources to the education of state agency children. These children are clearly one of the state's most educationally challenged populations and would, if it were not for the KECSAC, be without an effective advocate. KECSAC and its partners (school districts, state agencies and treatment providers) have become an effective voice in the Commonwealth for high quality educational services for at-risk and delinquent youth.

Governance

The KECSAC staff (four full time staff, some student employees and part time monitors) provide a number of services and resources to the local school districts, SACF programs, and state agencies. These services include:

- a. Targeted professional development activities focused on the education of at-risk and delinquent youth;
- b. Publishing a quarterly newsletter;
- c. Maintaining a state agency children's education web site;
- d. Publishing a state agency children's program directory;
- e. Conducting an annual census of state agency children;
- f. Monitoring state agency children's education programs for compliance with the KECSAC regulations;
- g. Staffing the Interagency KECSAC Advisory Group composed of representatives of state agencies, SAC education administrators and school district superintendents;
- h. Assisting in the implementation of Interagency Agreements between school districts and treatment programs;
- i. Overseeing distribution of the State Agency Children's Funds.
- j. Providing mediation when disputes arise between or among school districts, treatment programs and state agencies;
- k. Fostering collaboration among the various agencies and organizations;
- l. Advocating for the educational needs of state agency children;
- m. Providing data reports and responding to requests for information from the General Assembly, Executive Branch, State Board of Education and others; and

- n. Providing support services to the State Agency Children School Administrators Association.

The total budget for the operation of KECSAC the 2000 Fiscal Year was \$510,425. This represents approximately \$182.00 for each state agency child enrolled in educational programs on a typical day. The vast majority of these funds come from the SACF. During the current fiscal year, the Kentucky DJJ added \$50,000 to increase the frequency of monitoring of the eleven educational programs which are under a federal consent decree. The budget includes funds for five basic areas:

Personnel and Fringe Benefits:	62 percent
Operating Expenses:	17 percent
Professional Development Activities:	6 percent
Travel:	7 percent
Indirect Costs:	8 percent

These funds are provided through an annual contract between Eastern Kentucky University and Kentucky DJJ. The annual proposal and scope of work is reviewed and approved by the KECSAC Interagency Advisory Group.

Education Financing

In Kentucky the responsibility for the education of youth who reside in a school district (Kentucky has 176 school districts) rests with the local school authority. If a youth is in a state-operated or state-funded residential or day treatment placement the local school district has responsibility for the youth's education. Local school districts are not mandated to request funds from the SACF and could choose to educate state agency child without the support of KECSAC or State Agency Children's Funds. This is seldom the case and generally only happens in districts that have only a few state agency children.

To be eligible for SACF, a school district must agree to adhere to the statutory and regulatory requirements related to the operation of the KECSAC. These requirements include joint participation in staff selection and the participation of educators in the treatment process.

The school district must develop an interagency agreement with each state agency children's program for which State Agency Children's Funds are requested, create a program-specific education budget for each program in the district, and participate in the KECSAC monitoring process.

All educational funds in Kentucky are directed to the local education agency (LEA). State agency children generate all of the same educational revenues as other school age youth in the Commonwealth. However, all of the funds generated by state agency children, who receive their education on-site at a treatment facility, must follow those children. This is not the case for any other education dollars in Kentucky. Because these youth are not educated in traditional public schools, all of the funds they generate must be directed to their education. School districts

that serve state agency children and enter into a memorandum of agreement with KECSAC also receive SACF dollars. During the 1998-99, SACF available to school districts totaled \$12.5 million. This level of funding provided a school district with an additional \$2,929 for a state agency children in a residential placement and \$2,400 for a youth in a day treatment program.

The Jefferson County Example

Jefferson County (Louisville) Kentucky is the Commonwealth’s most populous county with some 95,000 students enrolled. Not surprisingly, this county also serves the most state agency children (appropriately 550). The average per pupil expenditure for high school students in the Jefferson County Public Schools during the 1998-99 school year was \$3,757. Two examples of Department of Juvenile Justice education programs in Jefferson County are provided to illustrate the funding mechanism in Kentucky.

Louisville Day Treatment

Louisville Day Treatment Program, is a non-residential juvenile justice program with a maximum capacity of 75 youth. The funds generated by the average of 54.5 state agency children in this facility are displayed in the table below.

Source of Funds	Amount	Percentage
State Education Funds*	\$223,550	47%
State Agency Children Fund	\$212,600	45%
IDEA Part B	\$ 14,325	3%
Title I	<u>\$ 24,489</u>	<u>5%</u>
Total Funds	\$474,964	100%
Total Per Pupil Revenue	\$ 8,715	

* A base student allocation derived from average daily attendance, plus a 15 percent at-risk youth add-on and additional funds based on the number of special education students.

Rice Audubon Youth Development Center

Rice Audubon Youth Development Center is a forty bed state operated residential facility. The revenue generated for education and vocational programming in this facility follows.

Source of Funds	Amount	Percentage
Education Funds*	\$250,755	55%
State Agency Children Fund	\$126,672	27%
DJJ Funds to support vocational program	\$ 60,000	13%
IDEA Part B	\$ 10,887	2%
Title I	<u>\$ 15,009</u>	<u>3%</u>
Total Funds	\$463,323	100%
Total Per Pupil Revenue	\$ 10,201	

* A base student allocation derived from average daily attendance, plus a 15 percent at-risk youth add-on and additional funds based on the number of special education students.

The difference between the much higher funding levels for the two state agency children programs and the Jefferson County average per pupil expenditure is attributable to the following factors:

- a. The education funds generated by a state agency children are directed exclusively to the education of state agency children;
- b. The State Agency Children Funds (SACF) are only directed to state agency children;
- c. There are typically a significantly higher percentage of state agency children who qualify for special education supplemental funding. (The state wide average is over 40 percent.)

The variance between the revenue generated by youth in Louisville Day Treatment and those in Rice Audubon Youth Development Center are attributable to differences in the number of youth qualifying for supplemental special education funds and a higher level of SACF funding for youth in residential versus day treatment programs.

The per pupil funding for state agency children in the Jefferson County public schools in day treatment was more than twice the average for students in regular public schools in the district. For youth in residential programs the funding level was nearly three times the district average.

Pennsylvania Contract Model for the Provision of Education to Youth in State Operated Juvenile Justice Programs

The Pennsylvania Department of Welfare operates eleven (11) juvenile justice facilities, which at the time of a recent census served 811 youth. The responsibility for the education of youth in these facilities rests with the state Department of Education.

This arrangement has been in place since 1977 (date of a legislative initiative). Until 1999 the state education agency was responsible for the education of both adult offenders and youth in Department of Welfare facilities. The Pennsylvania Department of Corrections is now responsible for the education of offenders in state operated adult correctional institutions. The state education

agency enters into contracts with local educational agencies or private providers for the delivery of educational services in the 11 Department of Welfare facilities. Currently contracts are in place with nine local education agencies. These educational agencies include both local school districts and Regional Assessment Support Teams (RAST).

When a new Department of Welfare facility opens or an existing contract with a local education agency is terminated, a request for proposals is issued. The state education agency with input from the Department of Welfare reviews the proposals submitted by educational agencies or private vendors and selects a provider. State education agency contracts for educational services are issued for five years with annual renewals each fiscal year. The contract agency must submit to the state education agency an annual planning for educational programs which is also an Alternative Education Proposal in Pennsylvania.

The planning must include a proposed annual budget. Proposals are received by the state education agency each January, contract negotiation begin in March and after finalized prior to the start of the new fiscal year on July 1.

The funding for these programs is included in a line item in the annual state education agency budget. The local education agency is not required or expected to support these programs with local educational funds. Contracting agencies must submit a monthly fiscal and program report to the state education agency, which is the mechanism that triggers the issuance of reimbursement payments to the local education agency.

Personnel from the state education agency monitor the programs at six week intervals. The state education agency Juvenile Correctional Education Director meets with the principals from each of the eleven sites in state wide meetings that are held at a minimum of twice a year. Each contract agency is required to include in their budget funds to support the participation of all educational personnel working in Department of Welfare facilities in an annual two day training program hosted by the state education agency in cooperation with the Pennsylvania Chapter of the Correctional Education Association.

THE ADMINISTRATION OF EDUCATIONAL SERVICES FOR YOUTH IN THE JUVENILE JUSTICE SYSTEM

This is a summary of a November, 1999 presentation to the Florida Juvenile Justice Accountability Board by Dr. Bruce I Wolford.

Preliminary Report of Findings

Overview: A national examination of the administration of juvenile justice education has focused on existing administrative structures and financial arrangements for the education of youth in the juvenile justice system. Dr. Bruce I. Wolford, Professor of Correctional and Juvenile Justice Studies, has undertaken this work at Eastern Kentucky University on behalf of the Florida Juvenile Justice Accountability Board.

Goal: To identify promising strategies for the administration of juvenile justice education.

Benchmark: The size of the Florida juvenile justice population, the comprehensive nature of the programs supported by the state agency, and the extensive use of contracted (as opposed to state operated) programs makes it difficult to find a benchmark state(s).

Delivery of Education: It appears that local school districts remain the most frequent agency responsible for the delivery of educational services for “all” youth in the juvenile justice system followed by the juvenile justice agency and contract providers. However, state juvenile justice agencies do appear to be the major provider of educational services to youth housed in state operated residential programs.

Six Administrative Structures: There appear to be six major categories of administrative structures in operation at this time:

1. Administration by Local Education Agency (Florida, Kentucky)
2. Administration by Juvenile Justice Agency (Arizona, Colorado, Delaware, Kansas, Massachusetts, Michigan, New York)
3. Administration by State Education Agency (Maryland, Pennsylvania)
4. Administration by Special Juvenile Justice School District (Texas, California, Ohio, Alabama, Georgia, North Carolina, Missouri)
5. Administration by a Correctional Education Agency (Virginia)
6. Administration by a combined juvenile justice and adult corrections agency (Illinois)

Important Observation: There was “no best” system for the administration of juvenile justice education. There were promising practices to be found in all six administrative structures.

Some Promising Practices

The following practices were present in a number of jurisdictions and appear to hold promise as efficient and effective mechanisms.

Administration:

- a. The system was flexible and allowed for contracting of educational services.
- b. The system had the ability to grant transferable credit.
- c. The system employed certified educators with flexibility in teaching assignments.
- d. The system was able to address the educational needs of youth in a wide range of juvenile justice placements.
- e. The system had strong linkages with and involvement of public schools.
- f. The system had a formal (external) governance/advisory mechanism.
- g. The system only opens new programs when the facilities meet state education standards.
- h. The system provided education through out the calendar year.

Financing:

- a. The system had a discrete line item budget for education, which was administered by educational personnel.
- b. The system's education funds were benchmarked to the public school expenditures.
- c. The system used a funding formula that factored in the extended school year, smaller class size, student turnover and economies of scale.
- d. The system based education funding on program capacity not average daily attendance or average daily membership.

Quality Assurance:

- a. The system employed the use of an external education monitoring process.
- b. The system had mandatory professional development (pre-service and in-service) requirements for educators.
- c. The system had a formal assessment process with comparisons to benchmarked non-juvenile justice populations.
- d. The system had in place incentives, which fostered inter (intra) agency collaboration between juvenile justice and education professionals.
- e. The system had mandatory maximum student to adult ratios in the classrooms.

What to Avoid:

- a. The system should avoid the employment of educators as traditional juvenile justice agency staff.
- b. The system should avoid including the education budget as a component of the overall cost of care (at the program or state level).

Point to remember:

The most impressive juvenile justice programs exist when education and juvenile justice professionals work together in a collective spirit to meet the needs of youth.

State Profiles of the Delivery of Education Services to Youth in the Juvenile Justice System

Alabama	23	Massachusetts	34
Arizona	24	Michigan	35
California	25	Missouri	36
Colorado	26	New York	37
Delaware	27	North Carolina	38
Florida	28	Ohio	39
Georgia	29	Pennsylvania	40
Illinois	31	Texas	41
Kansas	31	Virginia	42
Kentucky	32	Washington	43

Alabama Department of Youth Services

The Department of Youth Services was responsible for the administration of juvenile justice services in Alabama. Educational services for Department of Youth Services committed youth were provided by School District #210 which was a special school district created to work cooperatively with the Department. Youth in Department of Youth Service contracted programs were educated by the provider with funding from the local education agency, state education agency and Department of Youth Service. Youth in juvenile detention placements in Alabama were educated through a variety of agencies (depending on the local arrangements) including local education agency, the juvenile detention center, or contractors. Juvenile detention education programs do receive financial support from local education agencies, and/or the state education agency. The local education agency and/or state education agency were responsible for educating youth in other Department of Youth Services, child welfare and mental health placements in Alabama. Youth sentenced as adults were educated by the Alabama Department of Corrections. All Department of Youth Services teachers were certified by the state education agency.

The cost of educational services provided by School District #210 were included as a line item in the annual Department of Youth Services budget. No state education agency funds were directed to the education of Department of Youth Services wards. School District #210 does have access to numerous federal education funds including: IDEA, Title I, Title II, Perkins, Title IV, Library Funds, Goals 2000 and Technology funds (E-Rate). School District #210 was created by a 1982 act of the Alabama Legislature. The school district was governed by a Board of Education (which was composed of the 18 members of the Department of Youth Services governing board). There was a subcommittee (five members) of the Department of Youth Services Board that focuses on education. The Department of Youth Services was not currently under a judicial intervention related to education (a previous consent decree was ended December 1998). All School District #210 programs were monitored by the state education agency using the Consolidated State Review process. This process calls for corrective action, by the school district in areas of non-compliance. The Department of Youth Services also participates in the American Correctional Association accreditation process. There was no unified Department of Youth Services curriculum but rather School District #210 curriculum follows the guidelines established by the state education agency.

The average annual per pupil expenditure for education by School District #210 was \$8058 that was reported to be significantly higher than the average Alabama public school expenditure. At the time of the most recent census the Department of Youth Services was serving 724 youth in six residential programs and 19 percent of those youth had an active individual education plan. Although the Alabama minimum standard for an educational day was six hours, School District #210 provides a 7.5-hour day. The state minimum school year includes 182 days and Department of Youth Services youth participate in a 235-day school year. Although there was no mandated maximum class size the Department of Youth Services programs attempt to meet the American Correctional Association standard of 1 to 15 which was reported to be lower than the Alabama state average. Youth in Department of Youth Services programs participate in the state mandated high school graduation examination.

Department of Youth Services operates two programs, which were 28 days in length and call for a strong cooperative linkage among the treatment, education and program staffs. Each of the major programs have a 28 day orientation component which uses the Changing Directions

Program and the Aggression Replacement Training approach which was a psycho-educational model that blends treatment into an educational setting.

Department of Youth Services case managers work with School District #210 staff to blend treatment/group-counseling sessions into the education process. The agency was in the third year of the E-Rate Program, which will result in the networking of all School District #210 classrooms.

For additional information contact: Dr. John Stewart, Superintendent of Education (School District #210) (334) 215-3859 or dys@zebra.net

Arizona Department of Juvenile Corrections

The Department of Juvenile Corrections was responsible for the administration of juvenile justice education in state operated facilities in Arizona. The Department of Juvenile Corrections operates an officially recognized education system. This educational system was not a school district but does have many of the characteristics of such an arrangement. The education system was administered by Department of Juvenile Corrections and includes an Advisory School Board (a non-governing entity). The Department of Juvenile Corrections only serves youth in the state's four juvenile correctional facilities. Youth in juvenile detention (county operated) and in community based and contracted placements were provided educational services by the local education agency, the private provider or a charter school. Other youth under the supervision of the state were educated by the local education agency except for those held in adult correctional institutions in which case the Department of Corrections provided the education.

All educators in Department of Juvenile Corrections programs were certified by the state education agency. The Department of Juvenile Corrections education programs were supported with funds provided by the state education agency. The programs also receive IDEA, Title I and Perkins funds through cooperative agreements with local school districts. The authority for this educational arrangement was established in 1992 with amendments to both the judicial and educational codes of Arizona. There was not currently any judicial interventions related to education in the Department of Juvenile Corrections.

However, the Department was recently released from a federal consent decree, which did include educational issues. The state education agency monitors the delivery of educational services in Department of Juvenile Corrections facilities. Department of Juvenile Corrections also monitors these educational programs.

There were curriculum components on career awareness that were common across all Department of Juvenile Corrections education programs. There was extensive use of computers in the programs with a ratio of one computer for each three youth in the Department of Juvenile Corrections. Although there was not a specific per pupil education expenditure reported it was believed that the funding level was comparable to that available in local education agencies. Less than 20 percent of the 1000 youth in Department of Juvenile Corrections programs have an active individual education plan. Department of Juvenile Corrections currently operates four juvenile residential facilities. The Department of Juvenile Corrections provides 6 hours of daily instruction, which was significantly higher than the state minimum of four hours. Department of Juvenile Corrections provides a 205-day school year, which significantly exceeds the state minimum requirement of 175 days. The average class size in Department of Juvenile Corrections programs was 1 teacher to 15 students.

For additional information contact: Dr. Lawrence Mazin, Superintendent of Educational System: (602) 255-5259 or larrym@dj.state.az.us

California Youth Authority

The Department of the Youth Authority was responsible for the administration of juvenile justice education in California. California Youth Authority administers a special school district (local education agency) within the agency. The California Youth Authority was responsible for the education of youth in the agency, which has responsibilities for offenders through age 25. Youth in juvenile detention, community based juvenile justice placements, as well as, child welfare, foster care and developmental disability placements were the responsibilities of local school districts. The state education agency was responsible for the education of youth in mental health facilities. All California Youth Authority teachers were required to be certified by the state education agency. California Youth Authority education programs receive state education funding as well as funds generated by the state lottery. The California Youth Authority school district also receives federal education funds including IDEA, Title I and Perkins.

There was special legislation in 1996 and 1997 that created the Correctional Education Authority as a local education agency. The new Authority replaced an educational system that was administered locally at each California Youth Authority facility by the institution administration. There was resistance from the custodial administration to the creation of an independent school authority. An earlier 1995 legislative act was a forerunner to the enabling legislation. The 1995 legislation called for a value-based character education program in California Youth Authority facilities.

There was currently a federal court consent decree (1991) focusing on special education services enforce over the California Youth Authority education programs. In addition to federal court monitors the California Youth Authority education programs were monitored by the state education agency and the Commission on Teacher Credentialing. In addition the Western Association of Schools and Colleges reviews the educational programs (curriculum). California Youth Authority personnel conduct annual site plan and program evaluations at each facility.

The average annual per pupil expenditure for education in California Youth Authority facilities was approximately \$5,900, which was higher than the average state per pupil expenditure. California Youth Authority provides education at 15 residential facilities and at two parole offices. There were some 6851 youth served by the California Youth Authority and at the time of the most recent census 27 percent of these youth had an active individual education plan. The school day in California Youth Authority facilities equals the state minimum of four hours (240 minutes). The California Youth Authority school was operated year-round for 260 days, which was significantly longer than the 180-day state minimum. The maximum class size in California Youth Authority programs was one teacher to 18 students, which was lower than what typically exist in California public schools. California Youth Authority youth do participate in the state student assessment process.

To obtain additional information contact Dorrine Davis, Deputy Director/Superintendent of Education, (916) 262-1500 or ddavwas@cya.ca.gov

Colorado Division of Youth Corrections

The Division of Youth Corrections was responsible for the administration of juvenile justice services in the state of Colorado. The Division was administratively housed in a larger child welfare focused agency. Educational services in Division of Youth Corrections operated programs were provided by Division of Youth Corrections employees. However, over 70 percent of the youth committed to the Division of Youth Corrections were in private placements. Educational services in the private placements were the responsibility of the provider. Some private providers deliver educational services with their own personnel while others contract with local school districts. All private providers in Colorado were licensed by the state child welfare agency. Prior to the granting of an operating license the private provider must submit an education plan which was then reviewed by the Colorado Department of Education. A private provider whose education plan was approved by the state education agency then becomes eligible to receive state education funds for regular education and excess cost support for special education services. The private provider can use state education funds or local school district to provide educational services to Division of Youth Corrections committed youth. Youth confined in juvenile detention facilities, child welfare, mental health and developmentally disabled residential placements were the responsibility of the local school district where the program was located. Youth under age 18 and who were sentenced as adults were provided educational services by the Colorado Department of Corrections.

All educators employed by Division of Youth Corrections were required to hold and maintain educational certification in Colorado. The Division of Youth Corrections receives a separate line item appropriation for educational services in its annual budget from the Colorado legislature. The Division of Youth Corrections also receives IDEA, Title I, Perkins, Eisenhower federal education funds as well as state library grants to support the delivery of educational services. Although there was not a special school district for the education of Division of Youth Corrections youth there was a statutory mandate for educational services for Division of Youth Corrections youth and authority provided for state education agency monitoring of these programs. There was not currently any federal or state court interventions related to the delivery of educational services in Division of Youth Corrections programs.

All Division of Youth Corrections educational programs was accredited by the state education agency. The state education agency also monitors Division of Youth Corrections education programs for compliance with state and federal education mandates including IDEA and Title I. The state education agency monitoring visits were conducted on a three or five year cycle. The Division of Youth Corrections conducts its own monitoring of educational services in its facilities on an annual basis.

Educational services provided to Division of Youth Corrections committed youth in the over 100 private placement options in Colorado were monitored on a four year cycle by the Division of Youth Corrections Director of Education Services. A Division of Youth Corrections developed monitoring tool based upon the American Correctional Association standards was used to monitor educational programs in both state operated and contracted facilities. There was not currently a comprehensive state wide education curriculum in use in all Division of Youth Corrections programs. However there were some common curriculum components being used across the system. These shared curriculum components include:

Invest in Learning (a computer-based curriculum), a study skills curriculum and an affective education program. The average per pupil education expenditure in Division of Youth Corrections operated programs was \$9000. This was significantly higher than the average state contribution of \$4800 for the provision of educational services in local school districts in Colorado (the \$4800 does not include the local contribution to education). The total educational budget for the Division of Youth Corrections was in excess of \$5 million. The Division of Youth Corrections serves some 400 youth in six state-operated facilities. At the time of the most recent census over 70 percent of youth in Division of Youth Corrections facilities had active individual education plans. The Division of Youth Corrections school day was six hours long while that Colorado minimum was five hours. Division of Youth Corrections provides educational services on 250 days per year as compared to the state minimum requirement of a 180-school calendar. The maximum teacher to student ratio in Division of Youth Corrections education programs was 1/15. This ratio was significantly lower than what was found in public schools in Colorado. Division of Youth Corrections students did not participate in a statewide performance-testing program.

The Division of Youth Corrections has adopted a very inclusive model for the delivery of special education services in state operated facilities. Both education and other Division of Youth Corrections program staff were actively involved in the special education process. Special education in-service training has been provided for all (education and program) staff.

To obtain additional information contact: Ann Milam, Director of Education Services, (303) 866-7960 or ann.milam@state.co.us

Delaware Department of Services for Children, Youth and Their Families

The Department of Services for Children, Youth, and Their Families was a statewide children's service agency that was responsible for services to and the education of youth in the juvenile justice system in Delaware. Department of Services for Children, Youth and Their Families employees teachers to work in both the one statewide facility as well as two juvenile detention programs. The education of Department of Services for Children, Youth and Their Families placed youth in non-state operated programs was the responsibility of the provider. Youth in other Department of Services for Children, Youth and Their Families state operated programs were educated by agency employed teachers. Youth in child welfare and foster care placements were educated by local school districts. Youth under 16 who were sentenced as adults were educated and served by Department of Services for Children, Youth and Their Families all other youth sentenced as adults were educated by the Delaware Department of Corrections. All Department of Services for Children, Youth and Their Families teachers were required to have current state education agency approved certification.

The Department of Services for Children, Youth and Their Families has a specific budget unit for education within its annual appropriation. The agency was recently given a special funding award from the state education agency to provide an alternative education program in the state's most populous county. The agency also receives IDEA, Title I, and Perkins and Title VI federal education funds. The current education delivery system was initiated in 1984 with a one-line change in state statute authorizing the agency to administer or contract for educational services. There was currently no judicial intervention related to education in Department of Services for Children, Youth and Their Families programs.

Compliance with IDEA and Title I regulations was monitored by the state education agency. Department of Services for Children, Youth and Their Families staff monitors all of the agency's education programs. Two of the agency's programs were also involved in the American Correctional Association accreditation process. The education programs in Department of Services for Children, Youth and Their Families were designed to address the Delaware core curriculum areas, but there was not a unified curriculum in place.

The average per pupil expenditure was reported to be higher than the state per pupil rate in Delaware. Department of Services for Children, Youth and Their Families operates three programs that serve on average 207 youth. During the most recent census 27.5 percent of these youth had an individual education plan. Youth in Department of Services for Children, Youth and Their Families programs attend school five hours a day as opposed to the state minimum requirement of six hours. The agency was granted a waiver by the state education agency based on the length of the school day because of their extended school year, which was 215 days, rather than the state minimum of 180 days. The funding basis for the teacher to student ratio was 1 to 8, however this was based upon the rated capacity of the facility and not the actual population. The funded ratio was lower than what commonly exist in Delaware pupil schools. Youth in Department of Services for Children, Youth and Their Families programs do participate in statewide assessments administered by the state education agency. Although the scores of youth in the agency were not reported and compared with the state's school districts, copies of the scores for each youth were sent to the home school district and the parents of youth in Department of Services for Children, Youth and Their Families programs.

The Ferris School (which operates at the only Department of Services for Children, Youth and Their Families statewide facility) has adopted a total learning environment approach to education. The School has received two national awards for the mentoring program, which brings community volunteers into the classroom on a daily basis. There also has been a significant investment in technology; the school was fully networked.

For additional information contact: Florence D. Hendel, Supervisor of Educational Services: (302) 633-2535 or FHENDEL@STATE.DE.US

Florida Department of Juvenile Justice

The Department of Juvenile Justice was responsible for the administration, care and custody of juvenile justice services in Florida. Oversight of educational services for youth in Department of Juvenile Justice was the responsibility of the Florida Department of Education. The 67 local school districts (local education agency) in Florida were responsible for the delivery of educational services to youth in the programs located throughout the state. These local education agencies were also responsible for educating youth in child welfare and mental health placements. The Florida Department of Corrections provided education to youth under the age of 18 who were sentenced as adults. A local education agency has the option of providing direct services for Department of Juvenile Justice youth or contracting with the juvenile justice service provider or a third party. All educators serving Department of Juvenile Justice youth were required to meet the same certification requirements as other public education teachers in the state.

Department of Juvenile Justice education programs receive state education funds on a combined full time equivalency and attendance formula, as well as, local education funds, vocational education and counseling funds from Department of Juvenile Justice and state education

categorical funds for instructional materials and technology. Education programs serving Department of Juvenile Justice youth also receive federal education funding including IDEA and Title I.

In 1999 the Florida enacted House Bill 349 which established the current structure for the administration and financing of juvenile justice education. A long-standing (circa 1983) judicial intervention, Bobby M, relating to the conditions of confinement including education for Department of Juvenile Justice youth in three Florida training schools was about to end. The state education agency monitors all Department of Juvenile Justice education programs for fiscal and programmatic issues. The state education agency provides funding for the Juvenile Justice Education Enhancement Program which provides a quality assurance review of the educational programs in Department of Juvenile Justice programs. The current contractor responsible for the Juvenile Justice Education Enhancement Program was the Florida State University School of Criminology. Juvenile Justice Education Enhancement Program has developed a specialized tool for use in the review of these educational programs.

Each school district serving Department of Juvenile Justice youth was responsible for using a curriculum of study that meets the provisions of the Sunshine State Standards.

At the time of this study there was no mechanism for calculating the average annual expenditure per full-time equivalent student (which equals 25/week of educational service) for the education of youth in Department of Juvenile Justice programs. It was reported that the funding for these programs was comparable to that provided for public school students in the state.

On any given day there were approximately 10,000 youth served by Department of Juvenile Justice. The cumulative number of Department of Juvenile Justice youth educated during the 1997-98 was 34,368. At the time of the most recent census 22 percent of Department of Juvenile Justice youth were identified as students with disabilities. Department of Juvenile Justice youth participate in an educational program for a minimum of 25 hours per week. Department of Juvenile Justice youth attend a 250-day school year (which can be reduced by ten days for teacher training) which was significantly longer than the state mandated minimum of 180 days. There was no mandated or “in practice” maximum class size for Department of Juvenile Justice education programs (varies by school district and program). It was reported the class size in the typical Department of Juvenile Justice program was smaller than could be found in most Florida public schools. Youth in Department of Juvenile Justice programs participate in the state’s mandated testing program.

For additional information contact: Shan Goff, Chief Bureau of Instructional Support & Community Services, (850) 488-1570 or goffs@mail.doe.state.florida.us

Georgia Department of Juvenile Justice

The Department of Juvenile Justice was responsible for the administration of juvenile justice education in the state of Georgia. The Department of Juvenile Justice administers a special school district for youth in residential care (both longer-term facilities and juvenile detention centers) and three community based programs. Youth in Georgia in child welfare and foster care placements were served by the local education agency. Youth in mental health and developmental disabilities placements were educated under contracts with the agencies that govern those placements. Most youth under age 18 sentenced as adults were educated in Department of

Juvenile Justice facilities, although some were the responsibility of the Georgia Department of Corrections. With the exception of physical education instructors (who work under the supervision of an educator) all teachers in the Georgia Department of Juvenile Justice were certified by the state education agency. The Georgia Department of Juvenile Justice school district receives state education agency and local education agency support for youth in the three community based programs which the agency operates. Support for the education of youth in Department of Juvenile Justice residential programs was included as a cost of care in the agency's annual budget. Department of Juvenile Justice also receives federal education funds including: IDEA (Title VI B), Title I and Perkins.

The Georgia Department of Juvenile Justice special school district was established in 1992 by the state Legislature. The statute specifically exempted youth in Department of Juvenile Justice residential programs from receiving state education funding. The agency lacked the resources to operate the new school district and there was initially very little benefit to the enhancement of educational service delivery by the school district, which replaced an individual institution, operated education system. In 1997 a federal intervention by the U.S. Department of Justice led to the establishment of a Memorandum of Agreement that called for extensive improvements in the quality of care in the Georgia Department of Juvenile Justice. One major area addressed in the Memorandum of Agreement was education (special, vocational and regular education services). The Memorandum of Agreement has brought the school district extensive new resources and personnel. The Georgia Department of Juvenile Justice was currently attempting to obtain initial compliance with all of the education and other Memorandum of Agreement requirements to enhance the delivery of services. In addition to the monitoring of educational services related to the Memorandum of Agreement the Georgia Department of Juvenile Justice school district programs were monitored by the state education agency for IDEA compliance. Department of Juvenile Justice staff monitors general and vocational education programs as well as Title I services. An education quality assurance process was currently under development as one condition of the Memorandum of Agreement. The quality assurance process for education will be benchmarked to the state education agency, Correctional Education Association and American Correctional Association accreditation standards. As a condition of the Memorandum of Agreement the Georgia Department of Juvenile Justice has developed a system wide curriculum which was based upon the state education agency guidelines. The curriculum has been specially adapted to meet the short-term educational needs of many youth in the juvenile detention facilities.

Because the cost of education was included in the agency's overall cost of care budget there was no specific per pupil expenditure for education available in Georgia. It was believed that the expenditures for Georgia Department of Juvenile Justice youth were lower than those for youth in Georgia public schools. At the time of the most recent educational assessment the school district was serving 4348 youth of which 12 percent had an active individual education plan. The Georgia Department of Juvenile Justice provides education to youth in 27 state operated, 12 contracted and 3 community based (non-residential) programs. Department of Juvenile Justice provides a 5.5-hour school day, which mirrors the state minimum standard. Department of Juvenile Justice provides a 220-day school year, which was significantly longer than the state minimum required school year of 180 days. There was not a mandated maximum class size but the Georgia Department of Juvenile Justice has by practice attempted to meet the American Correctional Association standard of 1 to 15 which was believed to be significantly lower than was commonly found in Georgia public schools. Students in Department of Juvenile Justice facilities do complete the Georgia High School Graduation Test as a matriculation requirement for graduation.

The Georgia Department of Juvenile Justice has begun a cooperative effort with Georgia Public Television to use distance learning in both the education service delivery and educator professional development.

To obtain additional information contact: Dr. Tom O'Rourke, Education Director, (404) 463-6929 or tomorourke@djj.state.ga.us

Illinois Department of Corrections

The Department of Corrections was responsible for the administration of the juvenile justice system in Illinois. School District # 428, which was administered by the Department of Corrections, was responsible for the education of youth served by Department of Corrections. Youth in non-state operated programs provided education by the private provider. Youth in juvenile detention, child welfare, and mental health placements were educated by local education agency. All teachers that work for the Department of Corrections were required to maintain their state educational certification. School District # 428 receives funds from the state education agency for adult basic education courses, however the remainder of the state funding was received through a line item appropriation in the Department of Corrections annual budget. School District # 428 also receives federal education funds including IDEA, Title I, Perkins, Vocational Improvement and Education to Careers. School District # 428 was established in 1972 by an act of the Legislature and serves both adult and youthful offenders in Illinois.

There are currently no judicial interventions in Illinois related to the delivery of educational services. The state education agency as well as the Department of Corrections monitor School District # 428 programs. The Illinois Department of Corrections also participates in the American Correctional Association accreditation process. School District # 428 has developed a specific educational monitoring tool. School District # 428 has a Department of Corrections specific curriculum, which meets state education agency standards except in foreign language and fine arts. This curriculum ranges from basic literacy to high school completion and includes life skills and transition education components.

The average annual per pupil expenditure for the education of Department of Corrections youth was \$5000 (which was reported to be higher than the Illinois public school average). At the time of the most recent census there were 2400 juveniles in (non-adult) programs, of which 42 percent had an active individual education plan. The Department of Corrections operates 8 facilities and contracts for one additional program to serve youthful offenders. School District # 428 provides the state mandated five-hour school day. However the school year in Department of Corrections youth programs was 250 days versus the 180-day state mandated minimum. There were varied teacher to student ratios for youth served by School District # 428: GED 1 to 25; low functioning students 1 to 15; special education 1 to 12. School District # 428 youth do not participate in state wide assessment efforts.

For additional information contact: Dane Eggertsen, Associate Superintendent at (217) 522-2666 Ext. 5702.

Kansas Juvenile Justice Authority

The Juvenile Justice Authority was responsible for the administration of juvenile justice education services in Kansas. The Juvenile Justice Authority contracts with three school districts (local

education agency) and one private vendor to provide educational services in Juvenile Justice Authority facilities. Youth in community based programs; juvenile detention and other state agency placements were provided educational services by a local education agency. Youth under age 18 sentenced as adults were housed and educated by Juvenile Justice Authority, unless their institutional behavior warrants a transfer to an adult correctional facility. All educators working in Juvenile Justice Authority programs were certified by the state education agency. An annual line item appropriation in the Juvenile Justice Authority budget finances the education programs with additional federal support coming from IDEA, Title I and Perkins. There were not currently any judicial interventions related to education in the Juvenile Justice Authority. The state education agency monitors the education programs and the American Correctional Association has accredited the four Juvenile Justice Authority programs.

The curriculum in Juvenile Justice Authority programs meets the state education agency guidelines and includes components for both high school and middle school, as well as, GED related instruction. The cost of education was part of the cost of care and so no specific per child educational expenditure could be reported. It was believed that Juvenile Justice Authority youth received about the same educational funds as youth in the public schools. Juvenile Justice Authority serves approximately 600 youth and about 60 percent were reported to have an active individual education plan. Youth were provided a six-hour school day, which mirrors the state education agency requirement. A year round education program was provided in Juvenile Justice Authority programs. The practice in Juvenile Justice Authority programs was to maintain a teacher to student ratio of 1 to 15. Youth in the Juvenile Justice Authority do complete standardized state education assessments.

For additional information contact: Jim Frazier, Assistant Commissioner: (785) 296-1412, jfrazier@jjaco.wpo.state.ks.us

Kentucky Department of Juvenile Justice

The Kentucky Department of Juvenile Justice was responsible for the administration of juvenile justice services in the Commonwealth of Kentucky. Educational services for youth in Department of Juvenile Justice residential (including juvenile detention) and day treatment programs were provided by the local school district in which the program was located. Under the provisions of the Kentucky Educational Collaborative for State Agency Children statute, all youth in residential and day treatment placements administered or funded by any one of the following three state governmental units were considered to be state agency children: Departments of Juvenile Justice and Mental Health and Mental Retardation and the Cabinet for Families and Children. Kentucky Educational Collaborative for State Agency Children was managed by the Eastern Kentucky University Training Resource Center under a contract with the Department of Juvenile Justice. There was a 1998 legislative mandate to extend Kentucky Educational Collaborative for State Agency Children services and resources to local school districts serving youth in therapeutic foster care placements. These services had not yet been provided because the legislation did not include any additional appropriation for such services.

All educators serving state agency children were required to be certified by the Kentucky Department of Education. The education of state agency children was supported with all the same funds available to public school youth {average daily attendance generated funds, IDEA, Title I, and Perkins}. In addition there was a State Agency Children's Fund which provides supplemental funds to school districts serving state agency children. The Department of Juvenile

Justice provides additional support in some of the eleven longer-term residential programs for vocational education.

The Kentucky Educational Collaborative for State Agency Children was established in 1992 under legislation, which was amended in 1994, 1996 and 1998. The legislation established the State Agency Children's Fund; called for a 230 day school calendar for state agency children and a lower student teacher ratio than was mandated for youth in traditional public schools. There was a detailed set of administrative regulations, which have been promulgated based upon the legislation. There was currently a federal court consent decree, which addresses among other areas the delivery of educational services in the eleven Department of Juvenile Justice longer-term residential programs. The consent decree was entered into in 1996 as a result of a civil rights complaint filed by the then Secretary of the Kentucky Cabinet for Human Resources.

Department of Juvenile Justice education programs were monitored by three different agencies/organizations: Kentucky Department of Education, Kentucky Educational Collaborative for State Agency Children and the American Corrections Association. The Kentucky Educational Collaborative for State Agency Children has developed a specialized monitoring tool for state agency children programs. There was no mandatory statewide curriculum for youth in Department of Juvenile Justice or other state agency children's programs. Responsibility for educational programming decisions rest with the local school district.

The estimated average per pupil educational expenditure for state agency children was \$8225 (which was reported to be significantly higher than the public school average in Kentucky). This higher expenditure results from three sources the State Agency Children's Fund contribution and the supplemental funding provided in Kentucky to school districts based upon their December 1 exceptional children count. The third reason relates to the fact that in the case of state agency children the funds generate by the youth must be expended on educational services in state agency children's programs.

The most recent census of state agency children indicated that Department of Juvenile Justice has 515 youth in residential placements and 1,008 in day treatment programs. There were an additional 1077 state agency children being served in non-juvenile justice programs at the time of the census. Approximately 42 percent of the state agency children in Kentucky had an active individual education plan at the time of the most recent census. State agency children were served in a total of 120 different facilities/programs, 38 of which were operated in conjunction with Department of Juvenile Justice.

The school day for state agency children was six hours, which was the state minimum in Kentucky. There were 210 instructional days in the state agency children calendar, which was 20 percent greater than the required minimum school calendar of 175 instructional days. The teacher/student ratio for state agency children (without an individual education plan) was established by regulation and can not exceed on average 1/10 or 1/15 when an educational aide was also in the classroom. This ratio was significantly lower than the public school standard in Kentucky. Although there was a statewide achievement testing system separate data was not maintained for state agency children. The scores of state agency children were assigned to the home school from which they attended prior to becoming a state agency child.

The Kentucky Educational Collaborative for State Agency Children Regulations mandate that all new educators working with state agency children in educational programs located at the

site of the facility or program complete a new educator training curriculum. Appropriately 20 percent of the state agency children in Kentucky attend regular public school while 80 percent attend on-site educational programs at the treatment facility. Kentucky Educational Collaborative for State Agency Children provides a series of professional development programs each year, which were open to both educators and treatment (Department of Juvenile Justice) staff.

To obtain additional information contact: Kentucky Department of Juvenile Justice: Thecla Helmbrecht-Howard, Education Branch Manager at: tmhelmbr@mail.state.ky.us

or

Kentucky Educational Collaborative for State Agency Children: Dr. Norman Powell, Director at (859) 622-6552 or trcpowell@acs.eku.edu

Massachusetts Department of Youth Services

The Department of Youth Services was responsible for the administration of juvenile justice educational services in the Commonwealth of Massachusetts. Department of Youth Services provides these services through "Purchase of Service" agreements with non and not for profit organizations. These services were provided to youth without an individual education plan in state operated facilities including juvenile detention and some forty contract placements. Youth identified as in need of special education services (having an individual education plan) were educated by staff secured by the Massachusetts Department of Education. Youth in child welfare, mental health and retardation placements were served by local school districts. The Department of Corrections educated individuals under the age of 18 who were sentenced as adults in Massachusetts. All teachers employed under Department of Youth Services were required to be certified.

The funding of educational services for youth in Department of Youth Service placements were shared between the agency and Massachusetts state education agency. The cost of non-special education services was included in the Department of Youth Service budget. The Massachusetts state education agency under the provisions of the Education Services in Institutional Settings Office combine IDEA and state funds to support the education of youth with an individual education plan. Department of Youth Service also receives Title I and Perkins funds to support their educational programming. This dual funding and administration system has been in place for many years and was supported by a brief statutory provision.

There was not any judicial intervention related to educational services in the Department of Youth Service. The state education agency monitors the delivery of special education and Title I services. The Department of Youth Service monitors the delivery of educational services provided under contracts. The Department of Youth Service also participates in the American Correctional Association accreditation process. Department of Youth Service staff were developing a new monitoring tool for use in the agency's programs. There was not a common curriculum across all Department of Youth Service programs. The curriculum was designed to meet the state education agency Curriculum Frameworks and whenever possible were designed to fit with the local education systems in and near a particular facility/program.

The average per pupil expenditure for the education of youth in Department of Youth Service programs was not known. Approximately 1350 youth in Department of Youth Service were

provided education each day. Over 50 percent of Department of Youth Service youth have an individual education plan. Department of Youth Service oversaw 14 state-operated programs and some 46 contracted programs where education was provided. Youth in Department of Youth Service programs attend school for a minimum of five hours per day (which mirrors the Massachusetts minimum requirement). Massachusetts requires that schools provide 990 hours of instruction each year (which was significantly exceeded by the 220 days of education available in Department of Youth Service programs). Department of Youth Service does not have a maximum teacher to student ratio, however it was believed that the student to teacher ratio was lower in Department of Youth Service programs than in public schools in Massachusetts. Youth in Department of Youth Service do participate in the Massachusetts student assessment process and the scores for Department of Youth Service youth were reported along with those for other students in the Commonwealth.

The Department of Youth Service provides a continuum of services that range from basic education to the community college level. The education system was flexible and designed to allow for continuous entry and exit of students.

To obtain additional information contact: Rose Milas, Educational Administrator: (617) 960-3321 or rose.milas@state.ma.us

Michigan Office of Juvenile Justice

The Office of Juvenile Justice within the Department of Family Independence was responsible for the delivery of juvenile justice educational services in the state of Michigan. Educators hired by Office of Juvenile Justice provided educational services. Office of Juvenile Justice staff provide educational services in state operated residential facilities including the state operated juvenile detention programs. Youth placed in programs operated by private providers were provided educational services by the local education agency or by an intermediate school district. This same arrangement exists for the education of youth in child welfare, mental health and retardation placements. The Michigan Department of Corrections educated youth under the age of 18 sentenced as adults. All Office of Juvenile Justice educators were required to maintain a state education certification most of which were in special or vocational education.

There was no specific educational line item budget within the Office of Juvenile Justice. Educational expenses were considered within the overall cost of care in Office of Juvenile Justice facilities. Office of Juvenile Justice programs do receive a variety of federal education funds including IDEA, Title I, Perkins, Adult Basic Education, Eisenhower, and Safe and Drug Free Schools. Local education agency serving youth in state funded residential placements in Michigan receive support from the state department of education. There was reported to be a significantly higher level of educational funding for youth placed in non-Office of Juvenile Justice programs than there was for youth in Office of Juvenile Justice operated programs. There was a specific set of policies that govern the education of youth in Office of Juvenile Justice programs. There was not a special school district or authority for the education of youth in Office of Juvenile Justice programs.

There was not any judicial intervention related to the education of youth in Office of Juvenile Justice placements in Michigan. Office of Juvenile Justice education programs was monitored annually by educational consultants from the Office of Juvenile Justice. The educational curriculum in Office of Juvenile Justice programs was based upon the state core curriculum guidelines.

The estimated average annual per pupil expenditure for youth in Office of Juvenile Justice programs was \$7000 while the average for youth in non-Office of Juvenile Justice placements was \$12,000. The state wide average per pupil expenditure in Michigan was approximately \$5400. There were approximately 1200 youth in Office of Juvenile Justice residential placements of which about 40 percent have an active individual education plan. The Office of Juvenile Justice operates eleven residential facilities. Youth attend a six-hour school day (equal to the state minimum requirement) and had a 225-day school year, which was significantly longer than the state minimum of 180 days. The mandated maximum class size was one teacher for 12 students. Youth in Office of Juvenile Justice educational programs complete the Michigan High School Proficiency Test and received comparisons to not only local school districts but also public alternative education settings.

The Office of Juvenile Justice seeks accreditation for its eleven vocational programs based upon national skill standards maintained by the state education agency.

Career awareness courses, vocational assessments, youth education and employment development plans and student portfolios (both academic and vocational) could be found in all Office of Juvenile Justice programs. There was a concentration of eight vocational programs in the largest Office of Juvenile Justice facilities (450 population).

To obtain additional information contact: Martin Ashley, Educational Consultant, (517) 335-6230 or ashleym2@state.mi.us

Missouri Division of Youth Services

The Division of Youth Services was responsible for the administration of juvenile justice education programs in Missouri. Division of Youth Services provided educational services under a cooperative arrangement with the Missouri Department of Elementary and Secondary Education (state education agency). Under this agreement the Division of Youth Services education program was considered to be a school district by the state education agency. Division of Youth Services provides educational services to youth in state-operated facilities; youth in community based programs and youth under age 18 who were housed in Department of Corrections facilities. Youth in juvenile detention facilities and contracted placements were educated either by a local school district or the provider of services. Local education agency or contractors educated youth in child welfare and foster care placements. Youth in mental health and retardation programs were educated by another state agency. All Division of Youth Services teachers were certified by the state education agency.

Division of Youth Services educational programs was supported with funds from the state education agency (average daily attendance funds); local education funds provided through reimbursement payment from the home domicile school district of youth in the Division of Youth Services programs. There were also funds provided by Division of Youth Services. The agency also receives federal funds including IDEA, Title I, Perkins, Title IV and VI. There was no special legislation that created this system and there were no judicial interventions related to education in the Division of Youth Services. Division of Youth Services education programs was monitored by the state education agency as well as the State Auditor. Division of Youth Services staff also conducted internal monitoring of all educational programs. Both the Division of Youth Services and state education agency has monitoring tools which were used to evaluate programs.

Division of Youth Services was in the process of implementing a system wide curriculum that integrates life skills, career awareness and treatment (personal development) objectives into the core subjects and common electives. The average per pupil expenditure for Division of Youth Services education programs were \$3653 for residential programs and \$1527 for day treatment programs. The expenditures for Division of Youth Services youth were believed to be higher than the state average per pupil expenditure. Division of Youth Services serves approximately 834 youth and at the time of the most recent census 26 percent had an active individual education plan. Division of Youth Services serves youth in 30 state operated residential programs, eleven contract programs, and eleven-day treatment programs. Division of Youth Services provides six hours of school per day, which was the state, mandated minimum. The Division of Youth Services educational programs provides a 249-day education program, which significantly exceeds the state, mandated minimum of 174 days. The maximum teacher to student ratio was 1 to 15. Residential programs were required to have double staff coverage. The Division of Youth Services youth specialist functions as a teacher aide in the classroom. This ratio was lower than could be found in the typical Missouri pupil school. The Division of Youth Services youth does not participate in a state wide performance assessment process.

For additional information contact: Dennis M Gragg, Education Supervisor, (573) 525-2799 or dgragg@mail.state.mo.us

New York Office of Children and Family Services

The state of New York recently reorganized government operations and created the Office of Children and Family Services, (which includes juvenile justice and child welfare services). Education in the Office of Children and Family Services residential programs was provided by teachers who were employees of the agency. The arrangement does not include a special school district but rather a special arrangement with the state department of education.

The Office of Children and Family Services educators only provide services to youth in the agencies 31 residential facilities. Youth in Office of Children and Family Services community based group homes were provided by the local school district where the program was located (as were youth in juvenile detention centers). Private providers were responsible for providing educational services to youth under their care.

All educators in the Office of Children and Family Services system were required to have state education credentials (both academic and vocational teachers). The funds to support educational services in Office of Children and Family Services were included in the overall cost of care provided by the state (there was not a discrete educational budget at the state/central office or facility/program level. Office of Children and Family Services does receive federal education funds (IDEA, Title I and Perkins). There were no specific legislative or regulatory provisions, which govern educational services to Office of Children and Family Services youth.

There was no state or federal court intervention related to educational services in Office of Children and Family Services juvenile justice programs. The state department of education monitored the Office of Children and Family Services education programs. Office of Children and Family Services was also involved in the American Corrections Association accreditation process (which includes some education standards). There were also education elements included in the Office of Children and Family Services internal quality assurance process. There was not

a common curriculum in place in all Office of Children and Family Services programs. However, the curricula did adhere to the state department of education curriculum framework.

Because there was not a discrete educational budget in Office of Children and Family Services there was no way to determine the per pupil education expenditure. It was reported that the total education budget for Office of Children and Family Services youth was similar to the average amount expended on youth in public schools in New York. A total of 2200 youth were served by Office of Children and Family Services in 31 residential facilities. The Office of Children and Family Services school day mirrors the state minimum requirement of 5.5 hours. The Office of Children and Family Services school year includes 214 days, which was 18 percent longer than the state minimum of 180 days. Office of Children and Family Services has not established a maximum teacher to student ratio, but it was reported that 1/12 was common practice in agency classrooms which was lower than was typically found in public schools in New York. Youth in Office of Children and Family Services education programs were required to complete the state's Regents test (the same as other students in New York).

The Office of Children and Family Services education system was part of a three state federally funded distance learning initiative, which uses satellite broadcasts to distribute educational services. The project was known as Safety Net and also includes education programs in Texas and Florida.

To obtain additional information contact: Stephen La Mantia, Director or Thomas Thorpe, Assistant Director, tthorpe@safety.net.org

North Carolina Office of Juvenile Justice

The Office of Juvenile Justice is responsible for the administration of juvenile justice education services in North Carolina. The Office of Juvenile Justice administers education services through local education agency #998, a special school district that serves youth in the agency's program. The Office of Juvenile Justice local education agency #998 provides educational services to youth in state-operated programs and all juvenile detention facilities. Office of Juvenile Justice youth in multi-purpose group homes and other contract settings are provided educational services by a local education agency or a contractor. Youth in child welfare or foster care placements are educated by various local education agencies. The state Department of Health and Human Services provides the education for youth in mental health facilities through a different special school district. The Office of Juvenile Justice provides education for youth up to age 21 who are sentenced as adults. The teachers are employees of the Office of Juvenile Justice and are required to maintain their state education agency certification. During the first five years of employment by the Office of Juvenile Justice each educator (without a special education certificate) must complete 12 hours of university coursework in an area of exceptionality.

The Office of Juvenile Justice is provided educational support as part of the overall cost of care budget for the agency. There is no discrete line item for education and no state or local education funds are provided to support local education agency #998. In addition the Office of Juvenile Justice receives the following federal education funds: IDEA, Title I, Perkins, Eisenhower and Silver. The school district (local education agency #998) was created as a part of the reorganization of North Carolina state government. When the Office of Juvenile Justice was moved from the Department of Health and Human Services to the new agency linked with the Administrative Office of the Courts, a new school district was established to mirror the one that

had operated in the Department of Health and Human Services. There is not currently any judicial intervention involving the Office of Juvenile Justice education programs. The state education agency monitors IDEA and Title I programs offered in the Office of Juvenile Justice programs on a three to five year cycle. The Office of Juvenile Justice monitors all of its educational programs at least once a year. The Office of Juvenile Justice also participates in the American Correctional Association accreditation process. The Office of Juvenile Justice has developed a monitoring tool for academic and vocational education programs. The curriculum provided in the Office of Juvenile Justice programs is based on the North Carolina Standard Course of Study which is also used in all the state's public schools.

The average per pupil education expenditure is \$6,719 which is considered to be higher than the state public school average. The Office of Juvenile Justice serves approximately 1,300 youth and during the most recent census 36% of the youth had an active individual education plan. The Office of Juvenile Justice provides educational services in 17 state operated and 7 contract/private facilities. The Office of Juvenile Justice provides a 5.5. hour school day which equals the state minimum standard. The Office of Juvenile Justice school year includes 215 days as compared to the 180-day minimum state requirement. The Office of Juvenile Justice (local education agency #998) mandates a maximum class size in adherence to the American Correctional Association requirement of 1 to 15. The public school average class size is considered to be higher than in Office of Juvenile Justice programs. Youth in Office of Juvenile Justice programs are required to complete the state education agency mandated end of course and end of grade examinations.

The Office of Juvenile Justice education programs currently include three schools which have implemented Explorer Net. This curriculum teaches youth to repair computers and rehabilitate older computing equipment.

For additional information: Carl Hampton, Chief of Education Services, (909) 733-3011 Ext. 261 or carl.hampton@ncmail.net

Ohio Department of Youth Services

The Department of Youth Services was responsible for the administration of juvenile justice education in Ohio. The Department of Youth Services administers a special school district for youth committed to the Department and housed in state operated residential facilities. Youth under the care of the state in all other settings were educated by the local school district where the program was located. The exception to this practice was youth sentenced to the Ohio Department of Rehabilitation and Correction. Youth in the adult correctional system were provided educational services by the Ohio Central School System, which was operated by the Ohio Department of Rehabilitation and Corrections. All educators employed by the Department of Youth Services were required to be certified by the state department of education.

The Department of Youth Services receives partial funding for educational services from the state education agency. Education funds were also included in the Department of Youth Services annual budget. Local educational funds were recovered by the state education agency from the home school of youth committed to Department of Youth Services through a "charge back" mechanism which results in a reduction in state funds to the local school district and an increase in funds to Department of Youth Services. Department of Youth Services also receives federal education funds including IDEA, Title I, and Perkins. The Department also receives state vocational education funding.

The Department of Youth Services school district was created in 1974 by the Ohio Board of Education through a change in its regulations. There was no education-related litigation pending or in place against the Department of Youth Services. The state education agency monitors the Department of Youth Services school district's compliance with IDEA, Title I and vocational education standards. Department of Youth Services conducts an annual audit of each of the Department's education programs. There was a common curriculum across Department of Youth Services programs, which was based upon the state standards. The curriculum included core components required by the state education agency.

Department of Youth Services average per pupil education expenditure was \$2259 for regular education and \$2363 for special education. These funding levels were significantly lower than the current state average of \$3600 per pupil expenditures. Department of Youth Services served some 1500 youth in eleven facilities. Department of Youth Services provides as 5.5 hour school day that equals the state's minimum requirement. The Department of Youth Services school year includes 220 days as compared to the state mandated 180 days. The maximum class size in Department of Youth Services education programs was one teacher to fifteen students, however by practice the ratio was 1 to 12. Department of Youth Services youth do participate in the state education agency testing system, however no comparisons have been made between Department of Youth Services and other school districts regarding test scores.

The strong positive linkages between Department of Youth Services, the state education agency and local school districts was cited as an important element in the operation of the special school district in Ohio.

To obtain additional information contact: Renee Sneddon, Administrator of Education Services, (614) 466-0720.

Pennsylvania Department of Welfare

The Department of Welfare was responsible for the administration of state-level juvenile justice services in the Commonwealth of Pennsylvania. Educational services in Department of Welfare facilities were administered by the state Department of Education (state education agency) which contracts with local school agencies or private providers to deliver the educational services in 11 state operated residential programs. Nine educational agencies were under contract to provide these services. This administrative arrangement was established in 1974 by an Executive Order of the Governor and later (1977) codified by legislative action. There were an estimated 10,000 contracted residential placements in Pennsylvania in which the local school district or the private provider was responsible for the education of the youth. In the case of school district delivered educational services the host district (school district where the residential facility was located) charges back the cost of education to the home district (school district where the youth resided at the time of commitment). The education of youth in juvenile detention was also a local school district responsibility with charge backs to a home district when applicable. Youth in other state placements administered by Department of Welfare, mental health and other agencies were overseen by the state education agency and delivered by local school districts (the education of these youth was not administered by the same unit that oversees the education of youth in juvenile justice placements).

All teachers in the Department of Welfare/state education agency settings were certified. If an alternative education plan was submitted by the local school district and approved by the state education agency then there was flexibility for educators to teach outside their area of certification

except in the case of special and vocational education. The state education agency administered programs were primarily funded through a separate line item appropriation in the state education agency budget, which was not based on average daily attendance. These programs also received IDEA and Title I funding. Although there was a federal court consent decree enforce over Department of Welfare juvenile justice programs it did not address educational issues.

The State Department of Education monitored Department of Welfare state education agency educational programs for regular/alternative education and Title I services. Regional Assessment Support Teams monitor Department of Education programs Department of Welfare facilities for IDEA compliance. The state education agency also employees an external consultant to evaluate the delivery of educational services in Department of Welfare programs. All Department of Welfare/state education agency educational programs were involved in the Correctional Education Association Accreditation process. The state education agency has a 12-item checklist used to monitor the education programs. There was not a common curriculum in place in all Department of Welfare/state education agency programs. The curricula do follow the state-mandated guidelines as specified by the contracted education agencies.

The average per pupil education expenditure for youth in Department of Welfare/state education agency programs was \$11,334 (which was significantly higher than the state average of \$6700). At the time of the most recent census there were 811 youth in the 11 Department of Welfare/state education agency programs and approximately 40 percent of these youth had active individual education plans. The school day was 5.5 hours long, which mirrors the Pennsylvania minimum requirement. The school year was 180 days long for both the public and Department of Welfare/state education agency programs. In Department of Welfare/state education agency programs the 180 instructional days were delivered over 10.5 months. There was no specific policy on the maximum class size in Department of Welfare/state education agency programs but common practice was reported to be a teacher student ratio of 1 to 8 which was significantly lower than was the practice in public schools in Pennsylvania. Youth in Department of Welfare/state education agency programs do not participate in the state's testing program.

Each Department of Welfare/state education agency education programs was required to submit an annual alternative education plan which details how educational services would be provided and specifies how education and Department of Welfare staff would interact. All Department of Welfare/state education agency education programs were involved in the Correctional Education Association accreditation process and all except three new programs have been accredited by Correctional Education Association. All programs were preparing for accreditation or re-accreditation during the 1999-2000 School Year.

To obtain additional information contact: James H Keeley, Juvenile Correctional Education Director: (717) 783-9202 or jhkeeley@aol.com

Texas Youth Commission

The Youth Commission was responsible for the administration of juvenile justice services in Texas. The Texas Youth Commission operates a special school district and employs teachers (who were required to be certified by the state education agency). The special school district serves youth in Texas Youth Commission operated facilities and halfway houses. Youth in non-state operated programs; juvenile detention centers as well as child welfare and mental health placements were provided by the local education agency. Youth under age 18 who were sentenced

as adults were educated by the Windham School District, which serves offenders in the Texas Department of Criminal Justice.

The Texas Youth Commission receives state education agency funds, support from the agency's annual appropriation and state technology funds. They also receive federal funds for education including IDEA, Title I, Perkins, and Titles II, IV & VI. The school district was created at the same time as the Texas Youth Commission. Prior to the special school district youth in juvenile justice facilities were educated by a local education agency. There were no judicial interventions related to education in Texas Youth Commission programs. Education programs in Texas Youth Commission facilities were monitored by the state education agency and on a three-year cycle by Texas Youth Commission staff. Texas Youth Commission also participates in the American Correctional Association accreditation process. The Texas Essential Knowledge and Skills Curriculum which was adopted by the state education agency was in place in Texas Youth Commission facilities.

The average per pupil expenditure for education in Texas Youth Commission programs was \$6963. Which was in parity with the Texas public schools. At the time of the most recent census Texas Youth Commission was educating 3818 youth in 14 facilities. Approximately 40 percent of the youth in Texas Youth Commission programs had an active individual education plan. Texas Youth Commission provides a four-hour school day (which was significantly lower than the state mandated six-hour school day). Texas Youth Commission provided a 245-day school year --which far exceeded the state minimum requirement of 180 days. The Texas Youth Commission mandated a maximum teacher to student ratio of 1 to 13 (which was lower than what was reported for Texas public schools). Texas Youth Commission participates in the state education agency mandated assessment processes.

Texas Youth Commission has vocational programs with integrated technology. The Texas Youth Commission also offers the Balanced Reading Program.

To obtain additional information contact: Dr. Judy Huffty, Superintendent of Education, (512) 424-6161 or judy.huffty@tyc.state.tx.us

Virginia Department of Juvenile Justice

The Department of Juvenile Justice was responsible for the administration of juvenile justice services in the Commonwealth of Virginia. Educational services for youth in Department of Juvenile Justice operated residential facilities were provided by Department of Correctional Education, an independent state agency established in 1974. All the teachers employed by the Department of Correctional Education were certified and endorsed to teach in their disciplines. The local district previously educated youth in juvenile detention centers with support from the state education agency. Department of Correctional Education also provides education for offenders in the Department of (adult) Corrections. The funds for educational services were included in the Department of Correctional Education annual budget. Department of Correctional Education also receives IDEA, Title I, and Perkins funds.

The creation of Department of Correctional Education in 1974 coincided with the establishment of the Virginia Department of Juvenile Justice. There were no judicial interventions related to education in Virginia. The educational programs provided by Department of Correctional Education were monitored by the state education agency and Department of Correctional

Education. The Department of Correctional Education was in the second year of a five year external evaluation study of its education programs conducted by Virginia Polytechnic Institute. The Department of Correctional Education has both a specific vocational curriculum and a curriculum for youth based on public school standards (which were monitored by the state education agency).

The average per pupil expenditure for youth served by the Department of Correctional Education was \$6939 which was reported to be higher than the state public school average expenditure. At the time of the most recent census Department of Correctional Education served 1321 youth (in ten facilities) of which 42 percent had an active individual education plan. The Department of Correctional Education provides a 5.5 hour school day, which was equal to the state minimum requirement. The Department of Correctional Education school year was 217 day (which was significantly higher than the state mandated 180 days). The state mandated adult to student ratio in Department of Correctional Education programs was 1-1-10 (one teacher and one aide to ten youth). The Department of Correctional Education youth to adult ratio was significantly lower than what was commonly found in Virginia public schools. Youth in Department of Correctional Education programs complete state mandated assessments as well as the Stanford Nine and Literacy Benchmark.

The Department of Correctional Education provides a full high school diploma curriculum (which was bench marked to public school standards).

To obtain additional information contact: Walter McFarlane, Superintendent of Schools: (804) 225-3314 or wamcfarlane@dce.state.va.us

Washington Juvenile Rehabilitation Administration

The state department of education (state education agency) administers educational services provided to youth under the care of the Juvenile Rehabilitation Administration in the Division of Social & Health Services in the state of Washington. The state education agency contracts with local education agencies (local education agency) which could be a local school district or an intermediate school district in close proximity to the Juvenile Rehabilitation Authority facility to provide the educational services. This arrangement was used to provide educational services in seven state-operated secure facilities, six state-operated group homes and the twenty-one county operated juvenile detention centers. Youth in child welfare placements in Washington were educated by the local school district. Youth in state operated mental health and retardation facilities were provided educational services under an arrangement similar but separate from the Juvenile Rehabilitation Authority/state education agency system. Youth in the adult correctional system were provided education by a contractor or local education agency with support and funding from the state education agency. The current arrangement was established in 1979 with a revision to the state code, which established and enriched funding formula known as Program 56 Funds. A Superintendents' Advisory Board provides the state education agency with input regarding the administration of the educational programs for youth in Juvenile Rehabilitation Authority programs. The Board was composed of the facility superintendents from the seven state operated Juvenile Rehabilitation Authority programs and the school superintendents from the seven local education agency that provide educational services in the facilities.

All educators in these programs were required to have certifications in the subject areas they teach. All funds for the education of youth in Juvenile Rehabilitation Authority programs were included in a special appropriation to the state education agency. In addition the schools districts receive federal funding from IDEA, Tittle I and Perkins. There were not any court intervention related to education in Juvenile Rehabilitation Authority programs. However, there was a state court case related to the education of youth 18-21 being held in adult correctional institutions. The educational programs in Juvenile Rehabilitation Authority facilitates were monitored by the state education agency on a three year cycle the same as any other public education program. There was no unified curriculum, which was mandated across Juvenile Rehabilitation Authority programs. Curriculum decisions were the responsibility of the local school district serving each Juvenile Rehabilitation Authority program.

The per pupil funding for youth in Juvenile Rehabilitation Authority programs was \$8600 and \$7000 for youth in juvenile detention. The average state per pupil expenditure in Washington was \$3600. Of the 2221 youth typically served in Juvenile Rehabilitation Authority programs approximately 35 percent have an active individual education plan. Youth in Juvenile Rehabilitation Authority programs were provided the state education agency mandated five-hour school day. The school calendar in Juvenile Rehabilitation Authority programs was 220 days in length versus the state minimum mandate of 180 days. There was not a mandated class size in Juvenile Rehabilitation Authority programs, however the funding guidelines for the programs call for a teacher to student ration which was lower than can be found in most public schools in Washington: Juvenile Detention 1 to 10, Group Homes 1 to 9 and state facilities 1 to 8. Youth in Juvenile Rehabilitation Authority programs do complete the Washington Assessment of Student Learning at the seventh and tenth grade levels.

Two strengths of the Washington system were reported to be the advisory board process with solicits input from both the Juvenile Rehabilitation Authority and school superintendents. In addition there was an increasing emphasis being placed on vocational education programming in Juvenile Rehabilitation Authority facilities. All new Juvenile Rehabilitation Authority facilities were being built to include a vocational complex and there were efforts underway to add such resources to the existing Juvenile Rehabilitation Authority facilities.

To obtain additional information contact: Dr. Wayne Johnson, Supervisor of Institution Education, OSPI: (360) 753-6733 or wjohnson@ospi.wednet.edu



CEARDY

Council for Educators of At-Risk and Delinquent Youth

THE VISION

CEARDY is an association for professionals who deliver educational services to at-risk and delinquent youth. CEARDY provides a powerful, united voice for members and students and a vehicle for networking and sharing the best of what we know and do.

THE MISSION

- Foster collaboration among professionals who provide services to at-risk and delinquent youth.
- Provide a national voice for students, teachers, and school administrators.
- Provide resources, information, and technical assistance.
- Sponsor training and professional development opportunities for its membership.
- Recognizing excellence in the education of at-risk and delinquent youth.

THE GOALS

- To be a teacher-friendly professional organization.
- To provide quality services to members.
- To stay on the forefront of best practices in alternative, detention, and correctional education for youth.
- To help educators of at-risk and delinquent youth improve their services to students.
- To provide a voice for educators and students in alternative, detention, and correctional school placements.

MEMBERSHIP SERVICES

1. Subscription to CEARDY's Inside Scoop.
2. CEARDY Membership Card
3. CEARDY Membership Certificate
4. CEARDY Voting Privileges
5. CEARDY Leadership Positions
6. CEARDY Standing Committee Eligibility
7. Website access
8. First opportunity for ongoing training and professional development.
9. Professional networking opportunities with other educators.
10. Discounted registration fees for CEARDY/ National Juvenile Detention Association conferences.

THE INSIDE SCOOP

The "Inside Scoop" is a quarterly publication providing information on:

- Strategies**—ideas and stories about key issues
- What Works**—what others are doing with success
- Profiles of Excellence**—an up-close look at facility, program, classroom, or teaching/ learning strategy
- Teach This!**—a ready-to-use lesson
- Research Tells Us**—what's being learned
- Stuff**—useful books, resources, web sites, etc.
- What's Hot!**—timely topics about youth
- Reflections**—poem, story, or personal observation by a student
- NetWorks**—building a teacher's network
- Sneak Previews**—next issue highlights

FREQUENCY ASKED QUESTIONS

- *Who sponsors the CEARDY association?*
CEARDY is an affiliate of the National Juvenile Detention Association
- *Why should I join CEARDY?*
To become part of a national professional association for educators of at-risk and delinquent youth.

You can obtain an application form by contacting:

Carol Cramer Brooks

Director of Training NJDA/CRPD

phone (517) 432-1242 or fax (517) 432-0727

e-mail: cramerc@pilot.msu.edu

www.ceardy.org

