Promoting Education and Transition Success for Neglected and Delinquent Youth: An Evaluation of the Title I, Part D Program

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Executive Summary

On any given day in 2016, state and local juvenile detention and correctional facilities in the United States housed more than 45,000 juvenile offenders (Office of Juvenile Justice and Delinquency Prevention 2018). Although this is the lowest level of juvenile incarceration in at least 40 years, it still represents a substantial population who are at risk for academic failure, recidivism, and sustained poverty. Likewise, the estimated 53,000 youths in group homes and other non-family residential settings in the child welfare system on any given day are similarly vulnerable and face many of the same challenges (Children's Bureau 2017). Over the course of a year, hundreds of thousands of youths enter and exit child welfare and juvenile justice placements, and research shows that they are less likely than those not involved in the system to receive adequate education services (Leone and Weinberg 2012).

To address the education needs of these children and youth, the Title I, Part D Neglected or Delinquent Program authorizes two programs [1] that provide grants to states to enable them to award subgrants to state agencies (SAs) (Subpart 1) and local education agencies (LEAs) (i.e., school districts) (Subpart 2) that operate or allocate funds to justice and child welfare facilities to improve education services and to give system-involved youth the opportunity to meet the same challenging state academic standards as their non-involved peers. In the 2015–16 school year, the Part D programs provided nearly $162 million to serve more than 340,000 children and youth in over 2,600 state and locally operated facilities and programs (U.S. Department of Education 2017).

To gain a better understanding of how state and local agencies and facilities use Part D funds for and in support of education and transition services and supports for youth who are neglected or delinquent, this study included both nationally representative surveys and in-depth case studies. Surveys were completed by Part D program coordinators at the state, district, and local facility levels. The study also included case study site visits in five states receiving state and local Part D funds, including interviews with agency and facility administrators, principals, and instructional and support staff.

Highlights from this study include the following:

- State educational agency (SEA) coordinators most frequently reported focusing on creating and reviewing Part D funding applications, supporting federal data collection, and conducting program compliance monitoring; they less frequently focused on providing training and technical assistance to subgrantees or involvement in academic instruction in facilities.

- Few SA coordinators (11 of 37 responding) reported that one or more of their child welfare or juvenile justice facilities implemented an institution-wide project, which allows the facility to use Part D, Subpart 1 subgrant funds in coordination with other federal and state funds to serve all youth in a facility, rather than to provide add-on services for individual youth.

- Both SAs and local facilities used Part D funds primarily for personnel costs, most commonly for core instructional and supplemental teachers and counselors. However, roughly half of coordinators reported that facilities faced shortages of qualified instructional and support staff, and many reported challenges in employing teachers within their credentialed content area.

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[1] The Title I, Part D programs are authorized under the *Elementary and Secondary Education Act of 1965* (*ESEA*), which was reauthorized by the *Every Student Succeeds Act* (*ESSA*) in 2015.

- In addition to core and supplemental academic programming, nearly all Part D-funded state facilities and roughly half of local facilities offered career and technical education (CTE).

- Less than 25 percent of all students had an existing transition plan from a previous facility or placement and entered a state or local facility with an existing transition plan; more than half had a transition plan developed while in placement.

- Nearly two-thirds of SA coordinators and more than half of local facility program (LFP) coordinators said their funded facilities provided services to youth after leaving the facility, although typically for less than two months after a youth's exit.

- Roughly half of state and local facilities could not track any students after exit. Those that could track students most often tracked high school equivalency credentials earned and high school graduation rates.

In considering this study's findings, it is important to understand the context in which the Part D programs operate. Part D funds are allocated to state (Subpart 1) and local (Subpart 2) education, justice, and child welfare agencies and are used, in large part, by residential institutions for youth who are neglected or delinquent. Education typically is not the primary purpose of these facilities — though nearly all facilities provide separate spaces for academic instruction, many resembling traditional public schools — and education often is part of comprehensive services and supports including counseling, therapy, and related rehabilitation. It is also important to note that youth served by Part D have varying lengths of stay within facilities and programs. For example, youth in state and local juvenile correctional facilities and in state adult correctional facilities typically have lengths of stay ranging from several months to years, while youth in state and local juvenile detention facilities may be in care for a only few days to a few months. Lengths of stay in child welfare facilities can vary widely, from a few days to several months or years.

Part D provides two funding streams out of many that are used in concert with other federal and state funds to meet the needs of the youth in the facility. With regard to the administration and implementation of Part D funding, the Part D regulations and guidance do not prescribe how agencies and facilities should implement their programs. Part D recipients have broad discretion in deciding how to use Part D funds to meet the needs of the youth they serve. States may develop additional requirements or guidance through their funding applications, state plans, or other program documents.

One provision of the law unique to state programs is the flexibility to establish institution-wide projects (IWPs).[2] Through IWPs, state-run child welfare and juvenile justice facilities, and community day programs, may use Part D, Subpart 1 funds in coordination with other federal and state funds to serve *all* youth in a facility and to support the facility's overall education and transition services, rather than to provide add-on services for individual youth.

Beyond the implementation of Part D programs specifically, several important policy and practice considerations are relevant to education and transition for youth in the justice and child welfare systems, including universal screening for disabilities and providing special education services to youth with disabilities, ensuring high-quality education within institutional settings that properly prepares

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[2] This option, created through the 1994 reauthorization of the *ESEA*, was modeled after the schoolwide program provisions under Title I, Part A.

youth for college and careers, and having formal processes and procedures to ensure youths' smooth transition into, through, and out of residential care.

Study Purpose and Research Questions

To gain a better understanding of how states, school districts, and juvenile justice and child welfare facilities implement education and transition services for youth who are neglected or delinquent, this study of the Part D program examined the allocation and administration of Part D funds; the types of academic, transition, and related interventions and services that Part D funds support; and the extent to which grantees and subgrantees track the outcomes of youth served by Part D funds. The study focused on four main study questions:

1. How do states and local agencies administer Part D programs?

2. What types of services and strategies do Part D funds directly support and are otherwise provided to youth in justice and child welfare facilities?

3. How do justice and child welfare agencies and facilities assist students in transitioning back to districts and schools, including those outside their jurisdictions?

4. How do grantees assess the education outcomes of students participating in Part D-funded educational programs?

Methodology and Study Limitations

Methods

To answer these questions, the study team administered online surveys to a nationally representative sample of Part D program administrators that included the SEA coordinator who oversees each state's Part D program, justice and child welfare SA coordinators who oversee Subpart 1 funding to state facilities for neglected and delinquent youth, school district coordinators who oversee Subpart 2 funding to local facilities for neglected and delinquent youth, and Part D program coordinators within local justice and child welfare facilities receiving Subpart 2 funds from districts. The final response rates for each of the four surveys were 100 percent for SEAs, 82 percent for SAs, 75 percent for LEAs, and 64 percent for LFPs.

In addition, the study team conducted case studies of a purposive sample of five states. The case studies entailed weeklong site visits during which the research team conducted structured interviews with 111 SEA, SA, school district, and LFP administrators and staff. The interview data associated with the case studies were transcribed and analyzed qualitatively to yield rich information that complemented the coordinator survey findings and that helped further address the study questions.

Study Limitations

Readers should note some limitations to the interpretation and generalizability of the study results. For the surveys, the SA, district, and LFP sample frames were created using contact information collected from SEA and district program coordinators that may have been incomplete, resulting in coverage bias. Conversely, the study team was notified during data collection that some agencies and facilities did not

receive Part D funding or that they were closed during the reference year of the study. Overall, weights were calibrated to the population totals to reduce coverage and non-response bias.

The response rate for the LFP coordinator surveys (64 percent) was lower than desired, which reduced the expected sample size and the desired precision of estimates. Furthermore, all survey findings are based on self-reports by program coordinators and were not systematically or fully verified through case study interviews or program observations.

Because surveys for state-operated, Subpart 1-funded facilities were completed by SA coordinators for SAs that allocated funds to one or more state facilities, comparisons between state facilities and local facilities must take this into account.

Finally, the case study findings and practice highlights are based on a small sample and cannot be generalized across state and local programs nationwide.

Summary of Findings

Funds Allocation and Program Administration

> ### On average, Part D funds represented less than 10 percent of SA education budgets and less than 20 percent of LFP education budgets.

As reported by program coordinators, Subpart 1 funds represented 8 percent of SA education budgets, and Subpart 2 funds accounted for 18 percent of LFP budgets. In 2015–16 (the most recently completed school or fiscal year for survey respondents), SA coordinators reported that their state facilities received, on average, nearly $82,000, while LFP coordinators reported that their facilities received just over $73,000 in Subpart 2 funds. Many state and local administrators and staff in case study states indicated that, without these funds, they would be unable to provide some services and supports they felt greatly benefited the youth they served.

> ### SEA coordinators reported a greater focus on Part D funding applications than on directly assisting with program planning.

When SEA coordinators were asked what program planning activities they focused on, across both subparts, the most common activities of major or moderate focus were those related to Part D program funding applications, including reviewing applications (47 coordinators), requesting revisions to applications (46 coordinators), and developing applications (44 coordinators). This was particularly true of coordinators with seven or more years of experience in their position, 100 percent of whom reported a major or moderate focus, compared to 70 percent to 94 percent of coordinators with shorter tenures. Coordinators less frequently reported a major or moderate focus on directly helping SAs and districts in their respective program planning (76 percent and 73 percent, respectively).

> ### SEA coordinators reported a greater focus on supporting federal data collection and conducting program compliance monitoring than on direct involvement in program implementation.

With respect to coordinators' role in Part D program implementation, SEA coordinators, regardless of tenure, most often reported that, across both subparts, coordinating federal data collection (44

coordinators) and program compliance monitoring (42 coordinators) were a major or moderate focus of their work. Coordinators of all tenure less frequently reported a major or moderate focus on providing training and technical assistance to subgrantees (31 coordinators) or involvement in academic instruction in facilities (21 coordinators).[3]

Eleven of 37 responding SA coordinators reported that one or more of their facilities used the option to operate IWPs.

Among the 11 SAs with facilities using IWPs under Subpart 1, coordinators reported 49 state-run facilities operating IWPs. Five of those SAs reported that the reason that best explained why their facilities implemented an IWP was the ability to leverage Part D funds to improve educational programming for all youth, rather than to provide targeted assistance to some youth.

General Uses of Funds and Supported Academic and Related Services and Strategies

Both SAs and LFPs used Part D funds primarily for personnel costs, most commonly for core instructional and supplemental teachers and counselors.

Both state and local facilities spent the majority of their Part D funds on personnel expenses (83 percent and 74 percent of total Part D expenses, respectively), using funds primarily to support core instructional teachers,[4] supplemental teachers, and counselors.

Many facilities faced shortages of qualified instructional and support staff, and roughly one-third of SA and LFP coordinators said their facilities faced challenges employing teachers within their credentialed content area.

Fifty-four percent of SA coordinators and 41 percent of LFP coordinators said their facilities faced major or moderate challenges with a shortage of instructional and support staff. Furthermore, 37 percent of SAs and 32 percent of LFPs reported that staff teaching outside of their credentialed content area was a major or moderate challenge. SA coordinators were significantly more likely than LFP coordinators to report additional challenges with staff lacking qualifications to teach English learners (ELs) and teachers lacking experience or training in teaching within secure care and other residential settings. Justice and child welfare facilities generally faced the full range of personnel challenges to similar extents. Roughly half of SAs and less than 40 percent of LFPs reported offering incentives for hiring or retaining staff in facilities for neglected or delinquent youth.

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[3] The study did not examine the extent to which coordinators focused on monitoring the quality of education and related programs and services.

[4] While an SA must use Subpart 1 funds to provide services that supplement, not supplant, those services that would, in the absence of Part D funds, be provided to youth participating in the regular school educational program, the SA may use Subpart 1 funds to increase the total number of hours of instruction in any subject area that students receive with state or local funds or for supplemental academic supports provided by core instructional staff.

To improve students' academic outcomes, state and local facilities used student achievement data to inform instruction, provided individualized instruction, and implemented evidence-based practices in mathematics and in reading and English language arts.

SA coordinators most frequently reported that their facilities used student achievement data to inform instruction and academic supports (94 percent); to provide individualized instruction (92 percent), especially to special student populations (92 percent); and to implement evidence-based practices in reading and English language arts (91 percent) and in mathematics (90 percent). Similarly, the majority of LFP coordinators said their facilities used these strategies; however, implementing classroom and behavior management strategies to foster positive learning climates[5] was the second most frequently reported major or moderate focus of LFP coordinators, compared to the ninth most frequently reported among SA coordinators.

Nearly all SA coordinators and roughly half of LFP coordinators reported that their facilities provided CTE across a wide range of career pathways.

SA coordinators more frequently reported that their facilities offered CTE (96 percent) than did LFP coordinators (52 percent). Where CTE was offered at both the state and local levels, the most common career pathways included construction and architecture, consumer and culinary services, and computer and information sciences. Both state and local child welfare facilities (41 percent and 51 percent, respectively) were significantly more likely than state and local justice facilities (18 percent and 32 percent, respectively) to offer health sciences programs.

Most state and local facilities evaluated students to determine whether they had a disability and needed special education and related services, and these facilities provided in-class services and modified curricula to support students with disabilities.

Nearly all SA and LFP coordinators said their facilities used screenings and assessments to determine whether incoming youth needed special education services (93 percent and 86 percent, respectively). Similarly, as many as 91 percent of SA coordinators and as many as 77 percent of LFP coordinators reported that their facilities offered these services. In facilities serving youth with disabilities, both state and local facilities most frequently provided services such as in-class special education services by special education teachers and modified curricula delivered by general education teachers, rather than pull-out services or self-contained special education classes or classrooms.[6]

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[5] These include, but are not limited to, positive conditions for learning, such as safety, support, social and emotional learning, and engagement and challenge (see Osher et al. 2016).

[6] Under Part B of the *Individuals with Disabilities Education Act (IDEA)*, 20 U.S.C. 1400 et seq., states and school districts must make a free appropriate public education (FAPE) available to all eligible children with disabilities. Eligible students with disabilities in juvenile correctional facilities are entitled to FAPE under *IDEA*. The IEP is the mechanism that *IDEA* uses to ensure the provision of FAPE to eligible students, and the IEP forms the basis for the student's placement. The IEP must be developed at a meeting that includes school officials and the student's parents — and the student whenever appropriate — and alternative means can be used to ensure parent participation in IEP team meetings. The IEP must include, among other information, a statement of the student's special education and related services and supplementary aids and services, and the program modifications or supports for school personnel. The IEP must be designed to enable the student to be involved and to make progress in the general education curriculum, i.e., the same curriculum as for nondisabled students. 20 U.S.C. 1414(d)(1) and 34 CFR §300.320. More information about *IDEA* is available at https://sites.ed.gov/idea/.

Most state facilities and the majority of local facilities assessed students for English language proficiency. To meet the needs of ELs, state facilities most frequently provided English as a Second Language (ESL) pull-out services, whereas local facilities predominantly used sheltered instruction.

Most SA coordinators (85 percent) and the majority of LFP coordinators (73 percent) reported that their facilities assessed incoming youth for English proficiency. Whereas SA coordinators with facilities that served ELs most frequently said their facilities used ESL pull-out services (57 percent), LFP coordinators serving ELs most frequently reported using sheltered instruction in the general classroom (53 percent). Child welfare LFPs were significantly more likely than justice LFPs to report using self-contained classes or classrooms (27 percent and 16 percent, respectively).

Transition Students Back Into the Community

Less than 25 percent of all students entered state or local facilities with an existing transition plan; more than half had a transition plan developed while in placement.

According to SA and LFP coordinator reports, 15 percent of youths in state facilities and 25 percent in local facilities had an existing transition plan from a previous facility or placement prior to entering the facility, particularly youth in state justice facilities and local child welfare facilities.[7] More commonly, youth have a transition plan created while in placement (56 percent in state facilities and 60 percent in local facilities). In addition, nearly two-thirds had their transition plan, whether pre-existing or developed while in their current placement, modified while in placement (65 percent in state facilities and 54 percent in local facilities).

Many SA and LFP coordinators reported that youth were substantially involved in their transition planning; parents and other family members were less involved.

Many SA and LFP coordinators said youths were substantially involved in transition planning activities, including identifying their strengths and needs (72 percent and 63 percent, respectively), identifying their goals and objectives (75 percent and 63 percent, respectively), and informing their education plans (65 percent and 46 percent, respectively). On the other hand, fewer SA and LFP coordinators reported substantial involvement of parents and other family members in those transition planning activities (no greater than 16 percent and 23 percent, respectively), with child welfare SA coordinators significantly more likely than justice welfare SAs to report substantial parent and family member involvement in several aspects of transition planning.

More than half of SA and LFP coordinators said their funded facilities provided some form of services to youth after exiting the facility, such as supports for continued secondary and postsecondary education and mental and behavioral health counseling. Typically, these services were provided for less than two months.

Where services where offered in state and local facilities, general education support was the most common (59 percent and 51 percent, respectively), particularly in local justice rather than child welfare

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[7] The study did not examine the use and quality of existing transition plans.

facilities, followed by mental or behavioral health counseling (49 percent and 48 percent, respectively) and substance abuse counseling (48 percent and 32 percent, respectively).

In facilities that offered services to youth after exiting (aftercare services), the duration usually was less than two months after exit from the facility (55 percent of responding SA coordinators and 65 percent of responding LFP coordinators). Less than one-quarter of responding SA and LFP coordinators said their facilities offered aftercare services for six months or more (23 percent and 17 percent, respectively).[8]

Assessing Education Outcomes of Youth Served by Part D

Nearly all state and local facilities measured students' education outcomes through formal and informal assessments and through course grades and credits while youth were in placement.

Ninety-four percent of SA coordinators and 88 percent of LFP coordinators reported that their facilities assessed students' education outcomes. In the state and local facilities where outcomes were assessed, the tools most frequently used were informal assessments (95 percent and 96 percent, respectively) — particularly in justice facilities — standardized formative assessments (93 percent and 90 percent, respectively), and standardized summative assessments (84 percent and 85 percent, respectively). Nearly two-thirds of SA coordinators and more than half of LFP coordinators said it was very difficult for facilities to track outcomes for students after exiting. Roughly half of SA and LFP coordinators said their facilities could not track any students after exit.

Nearly two-thirds of SA coordinators (66 percent) and more than half of LFP coordinators (51 percent) reported that it was very difficult for their facilities to track long-term outcomes for youth who exited placement, whereas less than 10 percent of both SA and LFP coordinators said it was not very difficult. Furthermore, 58 percent of SA coordinators and 47 percent of LFP coordinators said their facilities were unable to track outcomes for any youth once they exited placement. Significantly fewer child welfare coordinators than justice coordinators at both the state and local levels said facilities could track outcomes for some or all youth after exit.

Both state and local facilities often tracked high school equivalency credentials earned and high school graduation rates. Whereas state facilities more frequently tracked employment, local facilities most often tracked high school credits.

For state facilities that were able to track post-release outcomes, high school equivalency credentials earned was the main outcome tracked (reported by 68 percent of SA coordinators),[9] followed by employment and other labor market outcomes, high school graduation rates and diplomas awarded, and postsecondary acceptance and enrollment. Local facilities that could track outcomes also frequently tracked high school graduation rates and diplomas and high school equivalency credentials (reported by 74 percent and 69 percent of LFP coordinators, respectively), but not as frequently as high school course credits awarded (76 percent).

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[8] Neither the Title I, Part D statute nor regulations include any requirements regarding the duration — minimum or maximum — of any aftercare services or supports using Part D funds.

[9] The surveys were administered before full implementation of the *ESSA*, which emphasizes youth receiving a regular high school diploma.

Conclusion

This study found that, in support of meeting these youths' needs, state and local justice and child welfare facilities use Title I, Part D allocations — a relatively small percentage of their overall education funding — alongside other federal, state, and local education funds to administer those funds and to provide supplemental services and supports to youth in their care. Within both state and local facilities, funds were predominantly used for personnel costs, though many facilities reported experiencing shortages of qualified instructional and support staff, and some faced challenges employing teachers within their credentialed content areas. To improve students' academic outcomes, facilities used Part D funds directly for and within educational programs that prioritized individualized instruction informed by student achievement data and implementing evidence-based practices in mathematics and in reading and English language arts. Nearly all state facilities and roughly half of local facilities also offered CTE across a wide array of career pathways. Most facilities reported assessing the needs of students with disabilities and ELs and subsequently used a range of services specifically to meet the unique needs of these populations. With an eye toward preparing youth to exit residential care, facilities also used Part D funds in support of transition planning, services, and supports. Once youth exited placement, the majority of state facilities and more than half of local facilities provided some form of aftercare services, although typically for less than two months after a youth's exit. Nearly all state and local facilities measured students' educational progress and outcomes while youth were in placement but experienced challenges in tracking the long-term outcomes of youth after they exited facilities. For those facilities that could track youths' post-release outcomes, most focused on high school graduation and dropout rates and on high school equivalency credentials earned, as well as on postsecondary education acceptance and enrollment and on employment and other labor market outcomes.

Chapter 1: Introduction

Youth involved in the juvenile justice and child welfare systems represent a uniquely vulnerable population. On any given day in 2016, state and local juvenile detention and correctional facilities in the United States housed more than 45,000 juvenile offenders (Office of Juvenile Justice and Delinquency Prevention 2018). Although this is the lowest level of incarceration in at least 40 years, it still represents a substantial population who are at risk for academic failure, recidivism, and sustained poverty. Likewise, the estimated 53,000 youths in group homes and other non-family residential settings in the child welfare system on any given day are similarly vulnerable and face many of these same challenges (Children's Bureau 2017). Over the course of a year, hundreds of thousands of youths enter and exit child welfare and juvenile justice placements, and research shows that they are less likely than those not involved in the system to receive adequate education services (Leone and Weinberg 2012).

To address the education needs of these children and youth, the Title I, Part D Neglected or Delinquent Programs[10] provide grants to states, school districts, and justice and child welfare facilities and programs to improve education services and to give system-involved youth the opportunity to meet the same challenging state standards as their non-involved peers. The programs also aim to provide services to help children and youth in justice and child welfare facilities successfully transition out of residential care back into the community for further education, training, and employment.

Part D funds are allocated to state and local education, justice, and child welfare agencies and are used, in large part, by residential institutions for youth who are neglected or delinquent. Education typically is not the primary purpose of these facilities — though nearly all facilities provide separate spaces for academic instruction and supports, many resembling traditional public schools — and education often is part of comprehensive services and supports that include counseling, therapy, and related rehabilitation. Part D is one of many funding sources used in concert with other federal and state funds to meet the needs of the youth in facilities. With regard to the administration and implementation of Part D funding, the Part D regulations and guidance do not prescribe how agencies and facilities should implement their programs, and Part D recipients have broad discretion in deciding how to use Part D funds to meet the needs of the youth they serve. States may develop additional requirements or guidance through their funding applications, state plans, or other program documents.

Part D authorizes two subprograms. Subpart 1 funds are awarded to state educational agencies (SEAs), which in turn make subgrants to state agencies (SAs) to support educational services — largely in residential facilities — for youth identified by the SA as failing, or most at risk of failing, to meet the challenging state academic standards, by supplementing and improving the quality of the educational services provided. Subpart 2 funds are awarded to SEAs as part of their Title I, Part A allocations. SEAs then use the funds to make subgrants to local agencies, including local educational agencies (LEAs).

Under Subpart 1, state-run child welfare and juvenile justice facilities, and community day programs, may establish institution-wide projects (IWPs) and use subgrant funds in coordination with other federal and state funds to serve *all* youth in a facility and to support the facility's overall education and transition services, rather than to provide add-on services for individual youth (U.S. Department of

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[10] The Title I, Part D program is authorized under the *Elementary and Secondary Education Act of 1965* (*ESEA*), as amended by the *Every Student Succeeds Act (ESSA)* in 2015.

Education 2006).[11] The IWP provision also encourages facilities to increase coordination and collaboration among the various programs serving delinquent youth. Facilities implementing IWPs are required to conduct a thorough assessment of their facility's needs in terms of educating and supporting their students and staff and to develop a comprehensive IWP plan. They also must provide on-site professional development to staff across disciplines and conduct ongoing comprehensive evaluation of the IWP inclusive of facility administrators and staff, SA staff and, external evaluators, whenever possible.

Subpart 2 funds are intended to support local programs to meet the unique academic needs of participating youth, including career and technical education (CTE), special education, career counseling, curriculum-based youth entrepreneurship education, and assistance in securing student loans or grants for postsecondary education. Subpart 2 funds also may be used to help at-risk youth complete their education through dropout prevention programs and the provision of health and social services such as day care, drug and alcohol counseling, and mental health services. These funds also may be used for mentoring and peer mediation programs and for programs specifically for at-risk Native American youth in facilities operated by the Secretary of the Interior or tribal entities.

Despite the differences between Subpart 1 and Subpart 2 funds, their purpose is to provide participants with the knowledge and skills necessary to successfully transition back to community schools to complete their education, to pursue CTE or other postsecondary education, and then to obtain employment. Both funding streams also may be used to support pay for success initiatives, which employ an innovative financing model that tests and advances promising and proven interventions, while providing funds only for successful outcomes for students, families, communities, states, and regions.[12]

Beyond the implementation of Part D programs specifically, several important policy and practice considerations are relevant to the education and transition for youth in the justice and child welfare system generally. Given the high rates of youth with disabilities in these systems (Legal Center for Foster Care and Education 2014; Developmental Service Group 2017), reviews of national, state, and local policies and practices highlight the importance of ensuring that youth who are suspected of having a disability under the *Individuals with Disabilities Education Act (IDEA)* and who need special education and related services — regardless of the severity of their disability — are identified, located, and evaluated. This requirement is known as Child Find. Furthermore, students with a disability who are eligible for services under *IDEA* must have an individualized education program (IEP) that includes the special education and related services and other supports necessary for the youth to receive a free appropriate public education while in a facility (Gagnon and Read 2016). Additionally, the federal government and others have placed increased importance in recent years on access for *all* youth to high-quality education that properly prepares them for college and careers. While focused mainly on youth in justice settings, the *Guiding Principles for Providing High-Quality Education in Juvenile Justice Secure Care Settings* from the U.S. Department of Education and the U.S. Department of Justice (2014) highlight important considerations for any institutional school. These include ensuring healthy learning environments, sufficient funding and resources, high-quality teachers and support staff, and rigorous and relevant curricula, including CTE. The last of the five guiding principles is a substantial consideration

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[11] This option, created through the 1994 reauthorization of the *ESEA*, was modeled after the schoolwide program provisions under Title I, Part A.

[12] See U.S. Department of Education Initiatives: Pay for Success at https://www2.ed.gov/about/inits/ed/pay-for-success/index.html.

on its own: having formal processes and procedures in place to ensure youths' smooth transitions into, through, and out of residential care. Successful transition not only enables youth to build on the academic, vocational, and related gains made while in residential placement once back in the community, but also improves their chances of avoiding future justice system involvement, homelessness, and social services reliance.

Part D Structure and Program Administration

Part D Subparts

Under Subpart 1, Congress appropriates funds directly, and the Department makes allocations to SEAs through a formula on the basis of the number of children in state-operated institutions and per-pupil education expenditures for the state. Each state's allocation is determined on the basis of child counts in state juvenile institutions that provide a "regular program of instruction," which is defined as at least 20 hours of weekly instruction from nonfederal funds in juvenile facilities and at least 15 hours weekly in adult correctional institutions. The SEAs then award subgrants to justice and child welfare SAs on the basis of enrollment of neglected or delinquent youth. SAs may operate Subpart 1 programs in juvenile and adult correctional facilities, juvenile detention facilities, facilities for neglected youth, and community day programs. Under Section 1418(a) of the *ESEA*, SAs are required to reserve 15 percent to 30 percent of their allocations for projects to help participants transition between institutions and locally operated programs or to support the successful entry of youth offenders who have received a regular high school diploma[13] or its recognized equivalent into postsecondary or CTE programs.

For Subpart 2, the SEA retains funds generated under Title I, Part A of the *ESEA* on the basis of the number of children and youth between the ages of 5 and 17 living in local institutions for neglected and delinquent children and in locally operated adult correctional institutions. With these funds, the SEA awards subgrants to school districts with high numbers or percentages of youth residing in locally operated juvenile correctional facilities, including facilities that operate community day programs. The districts may then use funds to operate programs in collaboration with locally operated facilities with which the LEA has established formal agreements, as well as to provide services to at-risk children and youth enrolled in the district, such as dropout prevention programs or special programs that meet their unique academic needs.

The administration of Part D funds and of monitoring and support for Part D-funded programs happens on several levels. One or more coordinators of Part D programs within each SEA oversee the state's total Part D federal funding under both subparts. The SEA's Part D coordinator helps facilitate the monitoring of each subgrantee for program compliance and provides guidance and professional development. In addition, each SA that receives Subpart 1 funds generally designates a coordinator to administer the subgrant. This coordinator oversees the allocation of funds, monitors subgrantees for program compliance, and provides guidance and professional development to each eligible, state-operated

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[13] As per Section 8101(43) of the *ESSA*, the term ''regular high school diploma'' means the standard high school diploma awarded to the preponderance of students in the state that is fully aligned with state standards, or a higher diploma, except that a regular high school diploma shall not be aligned to the alternate academic achievement standards described in section 1111(b)(1)(E), and does not include a recognized equivalent of a diploma, such as a general equivalency diploma, certificate of completion, certificate of attendance, or similar lesser credential.

facility. Similarly, each school district that receives Subpart 2 funds generally designates a coordinator to administer its subgrant and to monitor and support locally operated facilities.

In the 2015–16 school year, the Part D programs provided nearly $162 million to serve more than 340,000 children and youth in more than 2,600 state and locally operated facilities and programs (see Exhibit 1). As previously noted, the Part D program includes two main components. Subpart 1, which provided 29 percent of the total Part D funding in the 2015–16 school year, serves children and youth in state-operated justice facilities (juvenile detention, juvenile correctional, and adult correctional) as well as group homes and other residential facilities, other than foster homes, for youth in the child welfare system (youth who are neglected). Subpart 2, which provided 71 percent of the funding in 2015–16, serves children and youth in locally operated justice facilities (juvenile detention and juvenile correctional), those in residential child welfare facilities, and youth participating in school district-based programs for at-risk youth.[14] In the 2015–16 school year, state facilities and programs receiving subgrants under Subpart 1 each received nearly $71,000 on average, with roughly $670 allocated per youth. On the other hand, local facilities and programs receiving subgrants under Subpart 2 received just under $57,000 each on average and had average per-youth funding of $424.

Exhibit 1.   **Amount and distribution of Part D funding, facilities and programs, and students under Subparts 1 and 2 as per federal funding reporting, 2015–16**

	Subpart 1 State facilities/programs	Subpart 2 Local facilities/programs	All facilities/programs
Amount of funding ($ millions)	$47.6[a]	$114.2	$161.8
Number of facilities/programs	671	2,005	2,676
Number of youth served	70,983	269,404	340,387
Percent of total Part D funding	29	71	
Percent of participating facilities/programs	25	75	
Percent of participating youth	21	79	
Average funding per facility/program	$70,939	$56,958	$60,463
Average funding per youth	$671	$424	$475

Exhibit reads: Subpart 1-funded state facilities and programs received $47.6 million in Part D funds in the 2015–16 school year, representing 29 percent of the total Part D funding, $70,939 per facility or program, and $671 per youth served.

Note: a Section 1004 of the ESEA allows SEAs to reserve the greater of $400,000 or 1 percent from funds allocated to the state under Title I, Part A, Part C, and Part D, Subpart 1 for the state's administration of these programs. However, if the sum of the amounts appropriated for such programs is equal to or greater than $14 billion, the reservation may not exceed 1 percent of the amount the state would receive if $14 billion were allocated among the states for these programs.
Sources: Funding data from the U.S. Department of Education, Fiscal Year 2015–16 Title I, Part D Allocations; youth served counts from School Year 2015–16 Consolidated State Performance Report.

Facility and Program Types

The majority of facilities and programs receiving Part D funds in the 2015–16 school year were justice facilities (84 percent of state facilities and 63 percent of local facilities). Justice facilities include state

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[14] Although nearly all states annually receive Subpart 1 funds, eight states did not submit child counts and thus did not receive Subpart 2 funds for the 2016–17 school year.

and local juvenile correctional facilities, as well as state adult correctional facilities, for the secure care of youth adjudicated as a delinquent or convicted of a criminal offense, where lengths of stay typically range from months to years. They also include state and local juvenile detention facilities, which typically are shorter-term institutions (from a few days to a few months) that provide care to juveniles requiring secure custody pending court adjudication or court disposition (sentencing), or care to youth who are awaiting subsequent placement. Among justice facilities, juvenile correctional facilities were the most prevalent state-run facilities receiving Part D (43 percent), and juvenile detention facilities were the predominant local facility subtype (59 percent of local justice; see Exhibit 2).

Child welfare facilities represented 12 percent of state facilities receiving Part D funds in the 2015–16 school year and 19 percent of local facilities. These facilities include state and local residential institutions, other than a foster home, operated primarily for the care of children and youth who are committed or voluntarily placed due to abandonment or neglect by a parent or guardian or an otherwise lack of parental or guardian care. Lengths of stay in child welfare facilities can range from a few days to several months or years.

Non-residential programs operated only by schools and school districts for youth at risk of continued or initial justice or child welfare system involvement and academic failure and school dropout made up 17 percent of local programs. Finally, facilities and programs designated as "other" — often multipurpose facilities or programs that serve more than one programming purpose, such as both a juvenile corrections program and a neglected program — represented 4 percent of state and 1 percent of local facilities and programs in the 2015–16 school year.

Exhibit 2. **Distribution of Part D-funded facilities/programs and youth, by type of facility or program, 2015–16**

	Subpart 1 State facilities/programs (%)	Subpart 2 Local facilities/programs (%)	All facilities/ programs (%)
Facilities/programs			
Justice	84	63	68
Juvenile detention	16	59	46
Juvenile corrections	43	41	41
Adult corrections	41	NA	13
Child welfare	12	19	17
At risk	NA	17	13
Other	4	1	2
Youth served			
Justice	91	73	77
Juvenile detention	27	78	66
Juvenile corrections	40	22	26
Adult corrections	33	NA	8
Child welfare	6	11	10
At risk	NA	15	12
Other	3	1	1

Exhibit reads: Justice facilities accounted for 84 percent of all Subpart 1-funded facilities/programs, and child welfare facilities accounted for 12 percent; the remaining facilities/programs were defined as "at risk" (12 percent) or "other" (1 percent). Juvenile detention facilities accounted for 16 percent of all Subpart 1-funded justice facilities, with juvenile corrections facilities accounting for 43 percent and adult corrections facilities accounting for the remaining 41 percent.

Note: "NA" means "not applicable." Subpart 1 does not support at-risk programs, and Subpart 2 does not provide funds to adult correctional facilities.
Sources: Funding data from the U.S. Department of Education, Fiscal Year 2015–16 Title I, Part D Allocations; youth served counts from School Year 2015–16 Consolidated State Performance Report.

Study Overview

Study Purpose and Questions

This study was designed to gain a better understanding of how states, school districts, and juvenile justice and child welfare facilities use Part D funds for and in support of education and transition services for youth who are neglected or delinquent. Specifically, the data collected for this study provide insight into the allocation and administration of Part D funds; the types of academic, transition, and related interventions and services that Part D funds support; and the extent to which grantees and subgrantees track the outcomes of youth served by Part D funds. The evaluation focused on four main study questions:

1. How do states and local agencies administer Part D programs?

2. What types of services and strategies do Part D funds directly support and are otherwise provided to youth in justice and child welfare facilities?

3. How do justice and child welfare agencies and facilities assist students in transitioning back to districts and schools, including those outside their jurisdictions?

4. How do grantees assess the education outcomes of students participating in Part D-funded educational programs?

Study Design Overview. To answer these questions, the study team first completed a review of available research, theory, and practice literature on education, transition, and related supports for neglected and delinquent youth. The team also conducted an analysis of extant Part D, juvenile justice, and child welfare data. The team used the key findings of those activities to determine the core constructs for a quantitative and qualitative study that included two primary data collection activities:

1. **Nationally representative surveys** of SEA coordinators, SA coordinators, school district coordinators, and local facility program (LFP) coordinators. The survey data provided general insight into Part D program planning and implementation in facilities for neglected and delinquent youth across the United States.[15]

2. **Case studies** of a purposive sample of 30 Part D-funded programs in five states, which entailed site visits and interviews with SEA, SA, school district, and LFP administrators. The case studies offered deeper insight into the strategies and services that Part D funds supported, the decision-making process for the use of Part D and other funds, how funds were coordinated to improve student outcomes, and factors that challenged and facilitated Part D implementation at the state and local levels.

Overview of Sampling and Data Collection Methods

This section briefly describes the sampling strategies and data collection methods for these activities. Appendix A provides additional details about sample selection, data collection, and analysis methods.

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[15] Although Part D funds are allocated to and can be used by programs for at-risk and other non-neglected or non-delinquent youth, these programs were not the main focus of the study.

Overview of the Surveys

Sample Selection. The target state-level population included the SEA coordinators, who oversee both the Part D, Subpart 1 and Subpart 2 programs for their state, and the SA coordinators, who oversee the Part D, Subpart 1 program for their respective agencies (e.g., juvenile justice, child welfare). The SA coordinator population initially was unknown, and the study team constructed the list of SA coordinator contact information from the SEA coordinators. In total, the surveyed population included 135 state Part D program coordinators — 52 SEA coordinators and 83 SA coordinators.

The target local-level population included the school district coordinators responsible for overseeing Part D, Subpart 2 subgrants and the juvenile justice (delinquent) and child welfare (neglected) LFP coordinators operating a program funded by this subpart. This local sampling frame was constructed in an iterative process by soliciting school district contacts from SEA coordinators and LFP contacts from those district coordinators. The study team identified a total of 2,904 local Part D coordinators — 1,069 district coordinators and 1,835 LFP coordinators. From these populations, the study team surveyed random, representative samples of coordinators.

The LFP surveys were completed by coordinators working in or most familiar with a specific local, Subpart 2-funded facility. In contrast, surveys aimed at collecting information about state-operated, Subpart 1-funded facilities were completed by SA coordinators that allocated funds to one or more state facilities. The Department and the study team were confident that SA coordinators had the knowledge of the policies, practices, and results within their funded facilities necessary to complete the surveys accurately. In fact, study team members often heard from SA coordinators about working with their facilities to answer the survey.

To be eligible for inclusion in the study, agencies and facilities must have received Part D funding under either subpart for the 2016–17 school year. Additionally, local facilities participating in the LFP Coordinator survey had to be operational during the 2016–17 school year. Exhibit 3 shows the respondents for each survey.

Exhibit 3.   Title I, Part D coordinator survey respondents, by coordinator type, 2017–18
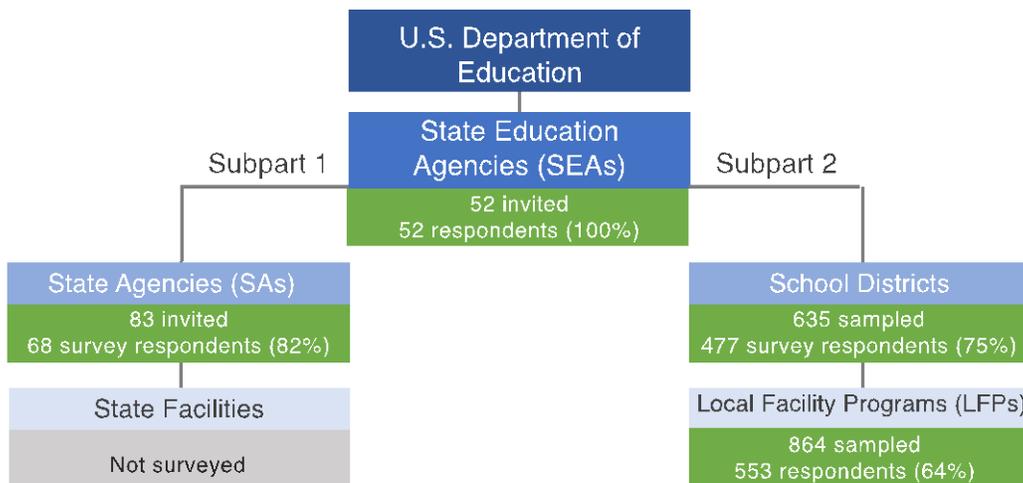
Sources: Title I, Part D coordinator surveys, 2017–2018.

Data Collection. The questionnaires for the SEA and school district coordinator surveys were very similar and covered the same range of topics. Likewise, the questionnaires for the SA and LFP coordinator surveys closely resembled each other in content. The questionnaires for each survey are provided in Appendix B. The characteristics of the survey respondents are listed in Appendix A.

Case Study Overview

The study team used a structured selection process to identify a purposive sample of five case study states. Targeted criteria were used to select the states receiving any Part D funds as well as Subpart 1-funded and Subpart 2-funded agencies and facilities in each of the selected states that, as a group, represented a range of geographical regions, service populations, and student performance and outcomes. Data collection from the purposive sample of states was designed to yield rich information to complement the coordinator survey findings and to further address the study questions. Selection of the purposive sample of states for the case studies also took into account a range of states' Part D program characteristics to ensure that programming was sufficiently scaled at multiple levels and with various program types in the case study states to yield the in-depth information needed for this study (see Appendix A).

Next, in each selected state, the team selected a sample of local programs (school districts and facilities for neglected or delinquent youth) using an iterative process aimed at balancing urbanicity, school district size, student demographics and academic performance, and types of Part D facilities within the state (i.e., for youth who are neglected, delinquent, or both). Exhibit 4 displays the key characteristics of the local sites selected in each state for the case studies.

Exhibit 4.   Characteristics of case study districts and local neglected and delinquent facilities

Site	Total student enrollment	Part D student count	Gender	District percentage poverty	District percentage black	District percentage Hispanic	District urbanicity
District A in State 1	46,790	117		46	41	8	Midsize city
Delinquent facility		36	Both				
Neglected facility		24	Male				
District B in State 1	43,101	84		57	20	10	Midsize suburb
Delinquent facility		57	Both				
Neglected facility		11	Male				
District A in State 2	25,479	186		57	15	42	Midsize city
Neglected facility		38	Both				
Delinquent facility		16	Female				
District B in State 2	5,524	68		9	4	6	Large suburb
Delinquent facility		64	Female				
District A in State 3	134,241	2,413		84	53	19	Large city
Delinquent facility		157	Both				
Delinquent facility		2,257	Both				
District B in State 3	19,335	1,378		NA	19	12	Large suburb
Delinquent facility		1,106	Both				
Neglected facility		272	Both				
District A in State 4	215,225	139		75	25	62	Large city
Delinquent facility		53	Both				
Delinquent facility		38	Both				
District B in State 4	490	181		96	17	40	Rural
Delinquent facility		131	Male				
Neglected facility		11	Female				
District A in State 5	40,804	186		63	1	40	Midsize city
Delinquent facility		99	Both				
Delinquent facility		24	Both				
District B in State 5	17,123	78		45	1	11	Small city
Delinquent facility		36	Both				
Delinquent facility		42	Both				

Exhibit reads: In State 1, the general student enrollment for District A was 46,970 students. The Part D student count for the delinquent facility in District A was 36 students.

Note: NA indicates data were not available.

Sources: District enrollment, poverty, race/ethnicity, and urbanicity data from the National Center for Education Statistics Common Core of Data, School Year 2014–15; Part D student counts and facility population gender data from SEA coordinators and district coordinators.

Data collection. In each case study state, the team conducted interviews at the SEA; one or two SAs that received substantial Part D, Subpart 1 funds; and two school districts and selected local facilities for neglected or delinquent youth that received Subpart 2 allocations from the respective district (see Exhibit 5). The study team conducted a total of 111 interviews, ranging from 17 to 30 per state. Respondents included program administrators, facility and school directors, instructional and support personnel, counselors, and others who provide education and transition services to youth (see Exhibit 5). Site visits also included collection and review of documents and materials such as planning documents, program budgets, and student tracking systems or forms.

Exhibit 5.   Case study interviewees by agency and respondent type

Agency level	Respondent type	Number interviewed
State educational agencies (SEAs)	**All SEA respondents**	**18**
	Part D coordinator	5
	Title I director	4
	Administrator of instruction	4
	Data coordinator	5
State agencies (SAs)	**All SA respondents**	**30**
	Part D coordinator	8
	Title I staff	6
	Administrator of instruction	7
	Instructional staff	9
School districts	**All school district respondents**	**17**
	Part D coordinator	10
	Education director	2
	Instructional staff	4
	Data coordinator	1
Local facility programs (LFPs)	**All LFP respondents**	**46**
	Part D coordinator	13
	Education director	7
	Instructional staff	16
	Facility director	6
	Facility support staff	4

Exhibit reads: At the SEA level, four types of staff were interviewed, with a total of 18 interviewees.

Analysis Methods

Surveys

This section describes the basic procedures used to prepare the survey data and generate descriptive analyses of decision-making processes and provides a brief discussion of the analysis of survey data.

Data Processing. Survey data were processed and cleaned in preparation for analysis. This procedure included reviewing each survey item for internal consistency (e.g., the sum of categories matches the reported total), consistency between related items, and patterns of nonresponse. Analysts reviewed missing data to identify whether the respondent purposely did not answer a question or whether the missing data resulted from a skip pattern in the questionnaire. Responses marked as "Other (Please Specify)" underwent review to determine whether these text responses could be coded into one of the provided response options. Fully complete surveys were differentiated from partially complete surveys by a disposition code.

Weighting, Nonresponse, and Adjustments. The SEA and SA surveys were universe surveys with high response rates; therefore, analytic weights were not created for those two populations. To ensure that analyses reflected the population of local (Subpart 2) Part D programs, analytic weights were created for school districts and LFPs. Weights were created to reflect the probability of selection into the sample

and included adjustments for differential response rates among subgroups. More details about the weighting and nonresponse analyses are provided in Appendix A.

Analysis of Survey Data. The analyses for this study were largely descriptive and involved calculating averages of various survey items across different subgroups of respondents. Because there are important differences between facilities and programs at the state and local levels (e.g., youth in state facilities tend to be older, have committed more series offenses, and typically reside in facilities longer than in local facilities), in most cases, the subgroups were state and local programs. Similarly, while many youth cross over between the child welfare and justice systems (Young et al. 2015), the differing focus of facilities and programs for youth who are neglected (e.g., meeting custodial needs) versus those for youth who are delinquent (e.g., addressing criminogenic factors) warranted further disaggregation by program type for many findings. Comparisons between program types are presented Appendix C. In analyses comparing survey responses across subgroups, significance tests were conducted to determine whether the differences were statistically significant at the .05 level.

Case Studies

To facilitate data analysis, information gathered during site visits was entered into a qualitative software program used to support coding, comparison of coded data across interviews, and organization and production of data reports at multiple levels. The qualitative analyses involved identifying, coding, and categorizing key information to derive thematic categories in the data. Because the coding process relied on the analysts to determine whether a passage of interview text reflected a given code, the team used a codebook to train analysts in the consistent application of codes and conducted periodic consistency checks. Throughout the coding process, the team kept analytic memos to highlight salient patterns and ideas that warranted further explanation and to elaborate on themes that emerged from the data. The study team included findings in this report that best addressed the study questions and aligned with study constructs and that provided greater context for the quantitative survey findings.

Study Limitations

Readers should note some limitations to the interpretation and generalizability of the study results. For the surveys, the SA, district, and LFP sample frames were created using contact information collected from SEA and district program coordinators. Although the study team conducted rigorous follow-up procedures to ensure the compilation of a complete sample frame, it is highly likely that some coordinator contact information was missing from the sample frame, which may mean some states and localities are more fully represented than others, resulting in coverage bias. Conversely, the study team was notified during data collection that some agencies and facilities did not receive Part D funding or that they were closed during the reference year of the study (2016–17 academic year). These agencies and facilities were removed from the sample frame when possible or declared ineligible when the study team received notification after sampling and survey launch. Overall, weights were calibrated to the population totals to reduce coverage bias and nonresponse bias for the variables of interest related to the frame variables used in the calibration.

The response rate for the LFP coordinator surveys (64 percent) was lower than desired, which reduced the expected sample size and the desired precision of estimates. Furthermore, all survey findings are based on self-report data from program coordinators and were not systematically or fully verified through case study interviews or program observations.

Because surveys for state-operated, Subpart 1-funded facilities were completed by SA coordinators for SAs that allocated funds to one or more state facilities, comparisons between state facilities and local facilities must take this into account. Furthermore, the LFP Coordinator survey was administered in 2017–18, a year after the SEA, SA, and LEA surveys were administered.

Finally, the case study findings and practice highlights are based on a small sample and cannot be generalized across state and local programs nationwide.

Chapter 2. Funds Allocation and Program Administration

The Part D programs provide formula grants to SEAs for supplementary education services to help youth in institutions for neglected and delinquent youth. Funds are aimed at enabling youth to continue their education or reconnect to education while in care. Funds are also meant to assist youth in making successful transitions back to community schools or employment once they are released. While not the focus of this study, Part D also authorizes the use of Subpart 2 funds by school districts for services in support of youth not in residential care who are at risk of initial or continued child welfare or justice system involvement and those otherwise at risk of academic failure and school dropout (e.g., pregnant or parenting, EL). In fiscal year 2016, the states received a total of $162 million under Part D; $46.6 million came from Congress's direct appropriation for Subpart 1, and $115.4 million from reservations under Title I, Part A allocations to states by the Department.

Each SEA is responsible for the general oversight of Part D funds in its state and for ensuring that each subgrantee meets all federal requirements for the use of Part D funds. Similarly, each SA and school district subgrantee is responsible for monitoring each of its funded facilities for program compliance.

This chapter presents an overview of how Part D funds were allocated from SEAs to SAs (Subpart 1) and school districts (Subpart 2), and then to the state and local facilities that provided services to students. The chapter also discusses how SEAs monitored and supported subgrantees.

Allocation of Funds

Under Subpart 1, SEAs must allocate funds to SAs by formula, on the basis of enrollment of children and youth in state-operated institutions for delinquent youth and per-pupil education expenditures. Under Subpart 2, although the SEA generally allocates funds to school districts with high numbers or percentages of children and youth in juvenile residential facilities and community day programs, the SEA and the school districts have the discretion to allocate funds by formula, by competition, or by a combination of these. Nearly all SEAs that received Subpart 2 funds reported allocating all funds by formula on the basis of the child counts submitted to generate Part D funds in 2016–17 (93 percent), and most school district coordinators reported that they allocated funds by formula, funded only one facility, or had facility funding decisions made by the SEA (81 percent). However, 11 percent of districts allocated funds solely by competition, and 8 percent awarded funds through a combination of formula and discretionary or competitive funding.

On average, Part D funds represented less than 10 percent of SA education budgets and less than 20 percent of LFP education budgets.

As reported by program coordinators, Part D funds represented 8 percent of SA education budgets and 18 percent of LFP budgets. In 2015–16 (the most recently completed school or fiscal year for survey respondents), SA coordinators reported that, on average, their state facilities received nearly $82,000 in Subpart 1 funds. LFP coordinators reported that their facilities received, on average, just over $73,000 in Subpart 2 funds. More than half of all local facilities (59 percent) reported decreases in funding within the last three years, coinciding with decreases in the number of youth served in justice and child welfare facilities (Office of Juvenile Justice and Delinquency Prevention 2018).

Many state and local administrators and staff in case study states indicated that, without the Subpart 1 and Subpart 2 funds, they would be unable to provide some services and supports they felt greatly benefited the youth they served. For some programs, Part D funds were critical to supplementing teacher salaries to enable them to provide tutoring support or were used to bring in supplemental support, such as literacy coaches, to work with youth. A director of adult correctional facilities in one state noted that, without Part D funds, they would not be able to provide much of the academic instruction they were providing beyond special education required by IEPs. For other facilities, Part D funds were the only way they could purchase specialized equipment that enabled them to provide technical training in a career field that youth could enter upon returning to the community.

Some subgrantees did not obligate all funds in the year in which they received them and, for different reasons, carried over funds to the next year instead. SA coordinators more frequently reported that their facilities carried over Part D funds from one school year to the next (77 percent of coordinators) than did district coordinators (48 percent of coordinators) or LFP coordinators (32 percent of coordinators). However, when funds were carried over, the percentage of carryover funds was similar — 21 percent for SAs, 24 percent for districts, and 26 percent for local facilities. For districts and SAs that had carryover funds, the problem most often cited was a delay or failure to replace staff supported by Part D funds (21 percent and 40 percent, respectively). By contrast, almost all LFP coordinators for facilities that carried over funds cited facility or program closures or mergers (92 percent) and uncertainty around program accounting requirements (92 percent) as the main reasons.

Agency education directors were very involved in Part D program planning in most SAs, and facility directors and instructional staff were most involved in planning in local facilities.

When asked which stakeholders were involved in the agency's most recent needs assessment, 49 SA coordinators (83 percent) reported that their agency's education director was very involved, followed by the Part D program administrator or manager (38 coordinators; 63 percent) and the directors of state facilities for neglected or delinquent youth (35 coordinators; 58 percent; see Exhibit 6). For Part D program planning in local facilities, 73 percent of LFP coordinators said the facility or program administrator was very involved, followed by instructional staff (68 percent) and facility or program data coordinators (47 percent; see Exhibit 7). For both state and local program planning, youth, family members and caregivers, and external stakeholders (e.g., community-based service providers, employers) were the least involved. Staff in some case study facilities alluded to the general challenges of involving families and external stakeholders generally and that efforts to do so early in a youth's time was an area that needed greater attention.

Exhibit 6. Level of stakeholder involvement in state agency Part D program planning, 2016–17

Percentage of SA coordinators who reported that each stakeholder was very involved

Stakeholder	Percentage
Agency education director/coordinator	83%
Agency administrators, program managers	63%
Neglect and/or delinquent facility director	58%
Agency data coordinators	45%
Children, youth, young adults	30%
External stakeholders (e.g., public safety partners, community-based service providers)	11%
Parents, family members, other caregivers	7%

Exhibit reads: Eighty-three percent of state agency (SA) coordinators reported that agency education directors or coordinators were very involved in the agency's most recent Part D needs assessment.

Source: SA Coordinator survey, item B1 (*n* = 60).

Exhibit 7.   **Level of stakeholder involvement in local facility Part D program planning, 2016–17**

Percentage of LFP coordinators who reported that each stakeholder was very involved

Stakeholder	Percentage
Facility/program administrators	73%
Instructional staff	68%
Facility/program data coordinators	47%
Support and related services staff (e.g., counseling and mental health)	39%
Children, youth, young adults	21%
External stakeholders (e.g., public safety partners, community-based service providers)	13%
Parents, family members, other caregivers	12%

Exhibit reads: Seventy-three percent of local facility program (LFP) coordinators reported facility or program administrators were very involved in the facility's most recent Part D program planning.

Source: LFP Coordinator survey, item B1 (*n* = 535).

Program Administration and Support of Part D Subgrantees

SEA coordinators reported a greater focus on Part D funding applications than on directly assisting with program planning.

When SEA coordinators were asked what program planning activities they focused on, across both subparts, the most common activities of major or moderate focus were those related to Part D program funding applications, including reviewing applications (47 coordinators), requesting revisions to applications (46 coordinators), and developing applications (44 coordinators). Similarly, 43 SEA coordinators reported that setting program timelines and deadlines was a major or moderate focus. Coordinators less frequently reported a major or moderate focus on directly helping SAs and districts in their respective program planning (39 coordinators and 37 coordinators, respectively; see Exhibit 8).

SEA responses differed significantly between coordinators on the basis of their number of years of experience. Coordinators with seven or more years of experience were significantly more likely to report a major or moderate focus on all aspects of program applications (100 percent, compared to a range of 70 percent to 94 percent for coordinators with shorter tenures) and on setting Part D program timelines and deadlines (100 percent compared to 60 percent to 89 percent). On the other hand, coordinators with less than one year of experience were significantly more likely to report creating or modifying a

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state-level strategic plan for the Part D program (72 percent compared to 33 percent to 67 percent; see Exhibit C-1 in Appendix C).

Exhibit 8.   **The extent to which state educational agency coordinators focused on various Part D program planning activities, 2016–17**

Number of SEA coordinators who reported that each item was a major or moderate focus

Activity	Number
Reviewing Part D program applications	47
Requesting revisions to Part D program applications as needed	46
Developing Part D program applications	44
Setting Part D program timelines and deadlines	43
Assisting state agencies in their Subpart 1 program planning	39
Assisting school districts in their Subpart 2 program planning	37
Ensuring the Part D program is included in statewide education planning	34
Creating or modifying a state-level strategic plan for Part D	33

Exhibit reads: For 47 state educational agency (SEA) coordinators, reviewing Part D program applications was a major or moderate focus of their Part D program planning work.

Source: SEA Coordinator survey, item B4 (*n* = 51).

SEA coordinators reported a greater focus on supporting federal data collection and conducting program compliance monitoring than on direct involvement in program implementation.

With respect to SEA coordinators' role in Part D program implementation in subgrantee agencies and facilities, SEA coordinators most often reported that, across both subparts, coordinating federal data collection (44 coordinators) and program compliance monitoring (42 coordinators) were a major or moderate focus of their work. They less frequently reported a major or moderate focus on providing training and technical assistance to subgrantees (31 coordinators) or involvement in academic instruction in facilities (21 coordinators; see Exhibit 9).[16]

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[16] The study did not examine the extent to which coordinators focused on monitoring the quality of education and related programs and services.

Here, too, there were differences between coordinators with different levels of experience. Whereas coordinators with six years of experience or less were significantly more likely than coordinators with longer tenures to have a major or moderate focus on academic instruction within facilities and providing training and technical assistance, those with seven or more years of experience reported with significantly greater frequency conducting program monitoring.

The most common focus of technical assistance that the case study SEAs provided to subgrantees was on allowable and advisable uses of funds. SEA coordinators encouraged and advised subgrantees to use Part D funding in ways that best met the needs of involved students while emphasizing the supplemental nature of the funding. Some SEA coordinators conducted site visits, but most of their technical assistance was in the form of addressing subgrantees' questions via email and telephone and providing written guidance. Less common were formal trainings by the SEAs. In two of the five case study states, SEAs described contracting with independent entities to provide training and assistance to Part D subgrantees on education and population-specific topics, as well as on evaluation and program improvement related to Part D. One state used Part D funds directly to support these trainings.

Exhibit 9. **The extent to which state educational agency coordinators focused on various Part D program implementation activities, 2016–17**
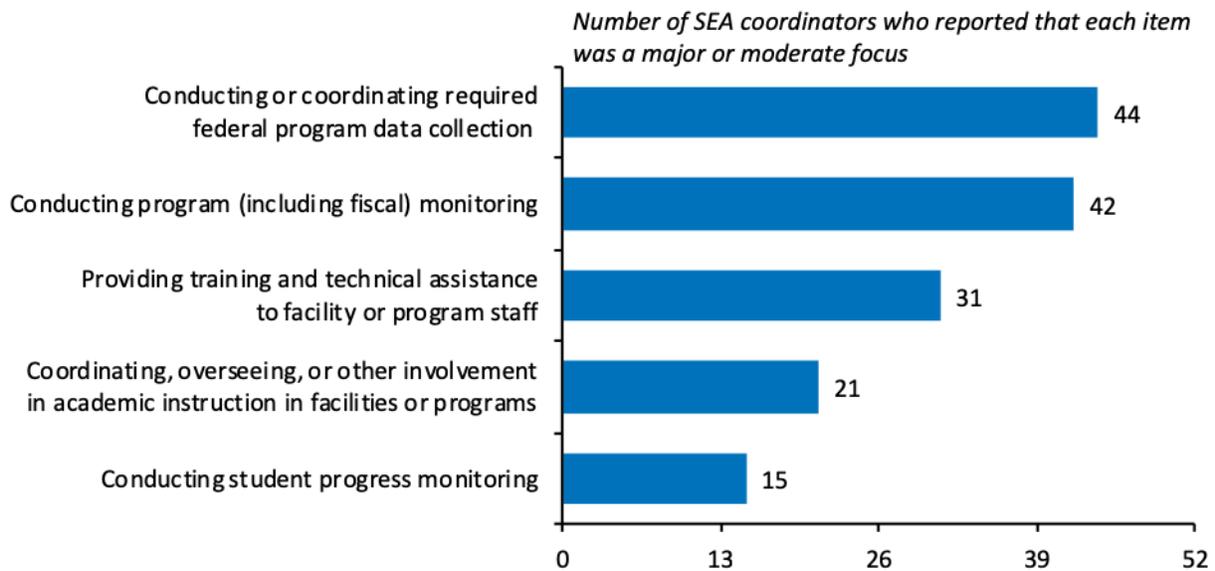
Exhibit reads: For 44 state educational agency (SEA) coordinators, conducting or coordinating federal program data collection was a major or moderate focus of their Part D program implementation work.

Source: SEA Coordinator survey, item B5 (*n* = 51).

Institution-wide Projects

As previously mentioned, IWPs allow state-run facilities and community day programs for neglected and delinquent youth, with the exception of adult correctional facilities, to use Part D, Subpart 1 funds in coordination with other federal and state funds to serve all youth in a facility and to support the

facility's education and transition services.[17] Section 1416 of the *ESEA* requires that facilities implementing IWPs, among other activities, conduct a comprehensive assessment of the educational needs of all children and youth in facility or program, develop a comprehensive IWP and specify how Part D plans will be used in support, provide appropriate training for teachers and other instructional and administrative personnel, and evaluate the IWP.

Eleven of 37 responding SA coordinators reported that one or more of their facilities used the option to operate IWPs.

Among the 11 SAs with facilities using IWPs under Subpart 1, coordinators reported 49 state-run facilities operating IWPs.[18] Five of those SAs reported that the reason that best explained why their facilities implemented an IWP was the ability to leverage Part D funds to improve educational programming for all youth, rather than to provide targeted assistance to some youth (see Exhibit 10). Although IWPs provided flexibility in how funds were used and accounted for, only five of the SA coordinators with facilities implementing IWPs reported that the facilities developed any new policies or procedures during IWP planning.

The case study SAs whose facilities operated IWPs described a "philosophy of fairness" as a benefit of operating an IWP, because the "funds benefit everybody" and all youth "are treated equally," with the same access to needed services regardless of their eligibility under Subpart 1. Whereas only two of the five case study states described officially operating IWPs within state facilities, SA coordinators in two other states said their entire youth populations met the eligibility requirements to be served by Part D funding and that all the supplemental services were available to all youth, and that they perceived formal operation of an IWP to be "just more paperwork."

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[17] According to the School Year 2015–16 Consolidated State Performance Report, 240 state-run facilities received Part D funds.

[18] This survey question had a higher rate of non-response than most other questions (42 percent), and interpretation of findings should take this into consideration.

Exhibit 10.   Distribution of the reasons that state agency coordinators felt best explained why their state facilities implemented institution-wide projects, 2016–17
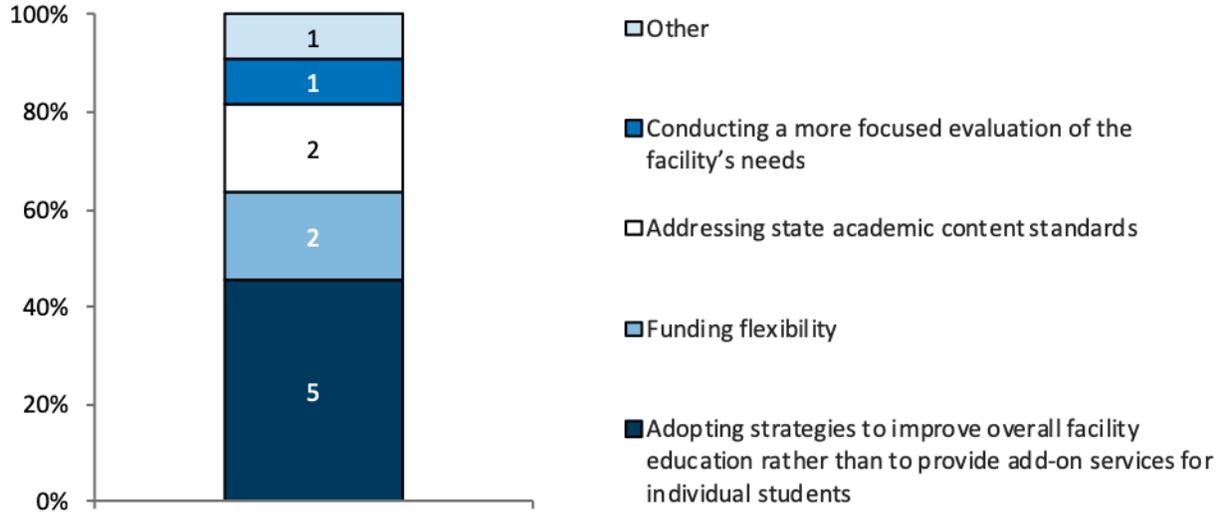
Exhibit reads: Five state agencies (SAs) with one or more of their funded state juvenile correctional facilities implementing an institution-wide project (IWP) reported that adopting strategies to improve overall facility education rather than to provide add-on services for individual students best explained why the facility or facilities implemented an IWP.

Note: Respondents include only those coordinators who responded affirmatively to a previous question about whether their funded facilities implemented IWPs: SA Coordinator survey, item C22 (*n* = 64).
Source: SA Coordinator survey, item C26 (*n* = 11).

Most SA coordinators with facilities operating IWPs said it was not difficult for those facilities to coordinate funding for IWP implementation. Three coordinators with facilities operating IWPs said facilities coordinated funding under their IWP.

Most of the SA coordinators with facilities that implemented an IWP reported that it was not difficult for those facilities to coordinate funding for IWP implementation (9 of the 12 coordinators). On the other hand, only 3 SA coordinators with facilities implementing IWPs said facilities combined or coordinated funding sources under their IWP. According to those 3 SA coordinators, Part D funds were most frequently combined or coordinated with *Individuals with Disabilities Education Act* (*IDEA*), Part B funds (reported by 2 SA coordinators), followed by *ESEA*, Title II, Part A (Supporting Effective Instruction State Grants) funds (1 coordinator); state correctional education funds (1 coordinator); and *Workforce Innovation and Opportunity Act*, Title II (Adult Basic and Literacy Education State Grants) funds (1 coordinator).

Regarding sustaining IWPs, SA coordinators with facilities implementing IWPs most frequently reported that conducting a full, internal and external evaluation of IWPs and developing a comprehensive IWP plan were major or moderate challenges faced by their state facilities (each reported by 7 coordinators; see Exhibit 11).

Exhibit 11. The extent to which state facilities implementing institution-wide projects faced various challenges to sustaining institution-wide projects, 2016–17

Exhibit reads: Seven state agency (SA) coordinators with one or more juvenile correctional facilities implementing an institution-wide program (IWP) reported that evaluation of the IWP from all staff involved and external experts from the field was a major or moderate challenge in sustaining programs in IWPs.

Note: Respondents include only those coordinators who responded affirmatively to a previous question about whether their funded facilities implemented IWPs: SA Coordinator survey, item C22 (*n* = 64).
Source: SA Coordinator survey, item C29 (*n* = 10).

SEAs were most frequently involved with IWPs by monitoring for implementation compliance and supporting the needs assessment process within facilities.

Among the 23 SEA coordinators who reported that their state facilities implemented IWPs,[19] 13 reported that monitoring IWPs for implementation compliance was a major or moderate focus of their Part D work, and 12 said that supporting the needs assessment process within facilities was a major or moderate focus. Fewer coordinators reported that providing data or assisting facilities in using data to support innovative IWP practices (9 coordinators) or helping facilities identify funding sources for IWPs (8 coordinators) were a major or moderate focus (see Exhibit 12).

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[19] The survey results revealed inconsistency between SEA and SA coordinators in their reporting of facilities operating IWPs.

Exhibit 12.   The extent to which state educational agency coordinators focused on various activities related to implementing institution-wide projects, 2016–17
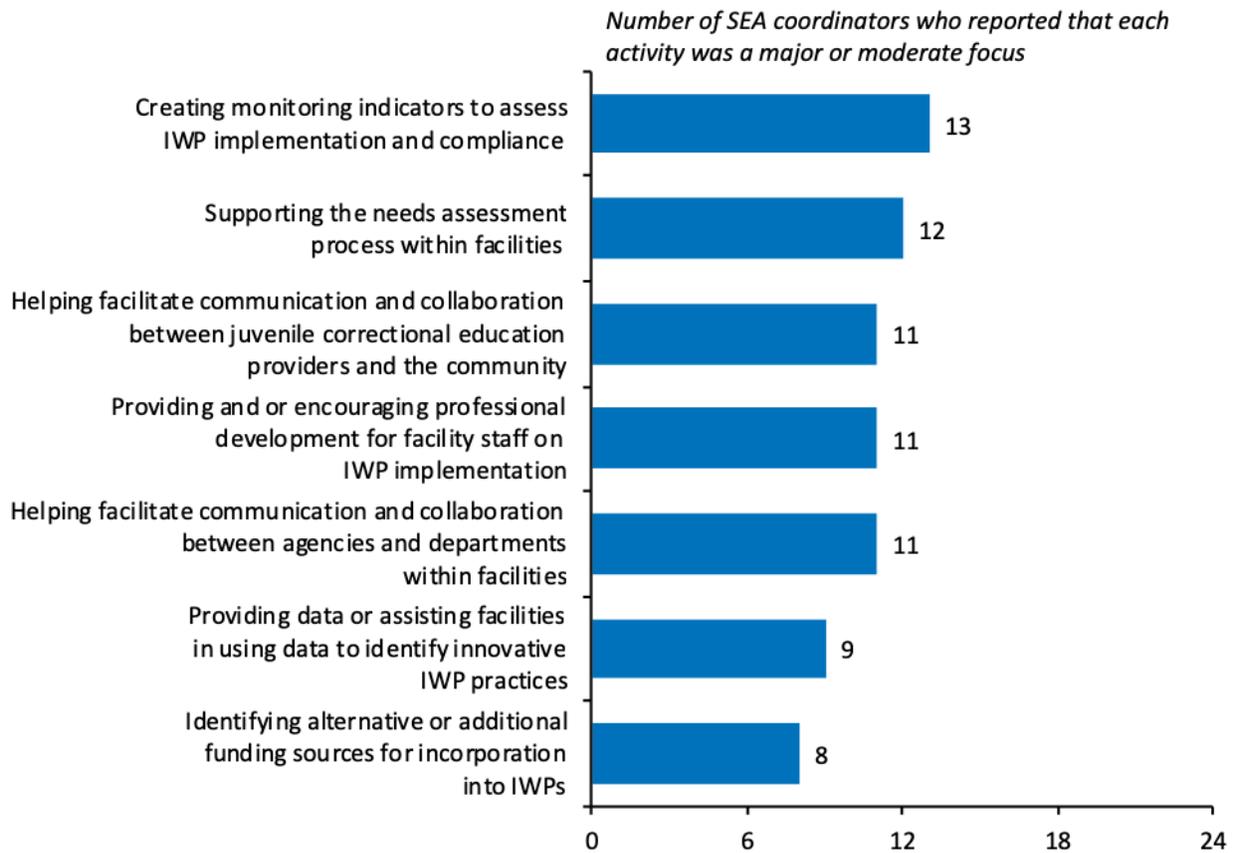
Exhibit reads: For 13 state educational agency (SEA) coordinators in states that implemented IWPs, creation of monitoring indicators to assess IWP implementation and compliance was a major or moderate focus of their work related to IWPs.

Note: Respondents include only those coordinators who responded affirmatively to a previous question about whether their state implemented IWPs: SEA Coordinator survey, item B12a (*n* = 52).
Source: SEA Coordinator survey, item B12 (*n* = 23).

Chapter 2 Summary

The study findings described in this chapter reveal that Part D funds represent less than 10 percent of SA and less than 20 percent of LFP education budgets. With funding almost entirely allocated by formula, the declining numbers of neglected or delinquent youth in residential placement have led to roughly half of grantees experiencing a decrease in funding within the last three years.

In overseeing the program, Part D coordinators focused on a range of administration activities. SEA coordinators in particular focused primarily on developing, reviewing, and requesting revisions to program funding applications and on required federal data collection and program compliance monitoring. Less focus was allotted to directly assisting SAs and districts with their program planning,

offering training and technical assistance to facility staff, and direct involvement with academic instruction in facilities.

IWPs, which allow state-run child welfare and juvenile justice facilities to use Part D, Subpart 1 funds in tandem with other federal and state funds to serve all youth in a facility rather than to provide targeted assistance, were not widely implemented. Less than half of SAs with facilities implementing IWPs reported that facilities developed any new policies or procedures during IWP planning. Among the three SA coordinators with facilities implementing IWPs that combined or coordinated funds under an IWP, Part D funds were most frequently combined or coordinated with funds from *IDEA*; *ESEA*, Title II; and state correctional education programs.

Chapter 3. General Uses of Funds and Supported Academic and Related Services and Strategies

Research consistently documents the negative education outcomes for youth in the juvenile justice and child welfare systems. Compared with peers who are not involved in the system, these youth are more frequently retained in grades, drop out of school at higher rates, are less likely to earn a high school diploma or high school equivalency credential, pursue postsecondary education at lower rates, and are at higher risk of criminal justice system involvement (Blome 1997; Sedlak and Bruce 2010; Smithgall et al. 2004). Title I, Part D provides supplemental funds primarily to agencies and facilities to help youth who are neglected or delinquent overcome some of the educational and related challenges they face and to make successful transitions out of residential placement and back to community schools or employment. Because Part D funds are a supplemental funding source supporting a portion of educational programming, a substantial portion of the study's surveys and case study interviews focused on both the range of services and strategies on which state and local agencies and facilities directly spent their Part D funds as well as on the larger facility environment and education context in which funds were used. This helped provide a more comprehensive picture of educational programming for youth in residential care settings.

It is important to note that, although Part D is often referred to as a "program," program administrators and subgrant recipients regard Part D more simply as a funding source — one of many they use to meet the education and related needs of neglected and delinquent youth. Although Part D coordinators at the agency and facility levels account for how Part D funds are used, instructional, support, and other staff are not always aware of — nor do they necessarily focus on — what programming, services, or resources are supported by the funds.

The sections that follow discuss the general uses of Part D funds, the qualifications and hiring and retention of instructional and support staff in facilities that receive Part D funds, and the ways in which Part D-funded state and local facilities assess the risk and needs of their youth, and the services and supports they provide to address youths' education, career and technical, social and emotional, and related needs.

General Uses of Part D Funds

In local facilities, Subpart 2 funds most often were used to meet state Part D goals specified in funding applications and to support activities outlined in the state's Part D plan.

Each State receiving a Title I, Part D grant must include information about administration of the program in either an individual program plan or as part of a consolidated state plan. The program also requires that states award Subpart 1 and Subpart 2 funds annually through, as applicable, state agency (SA) and LEA applications that must meet a range of federal requirements that differ for Subpart 1 and Subpart 2 recipients. Survey respondents from the local facilities commonly reported that their use of Part D funds was based on how proposed services and strategies aligned with criteria in the state's application (90 percent) and how the facility's proposed Part D budget supported activities identified in the state plan (88 percent). Local facility coordinators were less likely to report using the funds to support programs focused on reducing recidivism (27 percent) or on certain types of offenders (25 percent) (see Exhibit 13). It is not known the extent to which facilities understood or utilized other flexibilities beyond the criteria in their state plan or funding applications.

There was little difference between juvenile justice and child welfare LFP respondents; however, juvenile justice coordinators were significantly more likely than child welfare coordinators to report that funding initiatives aligned with the state's Part D goals outlined in the funding application were a factor used most of the time in making decisions on uses of Part D funds (see Exhibit C-3 in Appendix C).

Exhibit 13.   Frequency with which local facilities used various reasons to make decisions about the use of Part D funds, 2016–17

Percentage of LFP coordinators who reported that each item was used most of the time

Funded initiatives meet the state's Part D goals as outlined in the funding application	90%
Budget aligns with identified activities under the state's Part D plan	88%
Funded initiatives emphasize providing evidence of recidivism reduction	27%
Funded initiatives prioritize focus on certain types of offenders	25%

Exhibit reads: Ninety percent of local facility program (LFP) coordinators reported that decisions about how to use Part D funds were made, most of the time, on the basis of whether the funded initiatives would meet state Part D goals specified in the funding application.

Source: LFP Coordinator survey, item F1 (*n* = 531).

Both SAs and LFPs used Part D funds primarily for personnel costs, most commonly for core instructional and supplemental teachers and counselors.

Both state and local facilities spent the majority of their Part D funds on personnel expenses (82 percent and 74 percent of total Part D expenses, respectively), using funds primarily to support core instructional teachers (51 percent and 43 percent of total personnel expenses, respectively),[20] supplemental teachers (24 percent and 36 percent, respectively), and counseling service providers (21 percent and 16 percent, respectively). The most common non-personnel expenses in both state and local facilities were instructional materials, equipment, and professional development fees (see Exhibit 14).

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[20] While an SA must use Subpart 1 funds to provide services that supplement, not supplant, those services that would, in the absence of Part D funds, be provided to youth participating in the regular school educational program, the SA may use Subpart 1 funds to increase the total number of hours of instruction in any subject area that students receive with state or local funds or for supplemental academic supports provided by core instructional staff.

Exhibit 14. Average amount and percentage of Part D allocations[a] used for various personnel and non-personnel expenses, in state and local facilities, 2015–16

Expense categories	Mean dollars		Mean percent	
	State facilities[b]	Local facilities	State facilities[b]	Local facilities
Total allocations	**81,528**	**77,396**	**8[c]**	**19[c]**
Amount used for **personnel**	67,090	69,399	82	74
Core teacher full time-equivalent (FTE) salaries (content area)	34,108	29,705	51	43
Supplemental FTE teacher salaries (above and beyond the core program)	16,279	25,070	24	36
Counseling service salaries or contracted providers	13,909	11,002	21	16
Psychology and therapy services FTE salaries or contracted providers	2,795	2,737	4	4
Student health and nutrition services FTE salaries or contracted providers	0	885	0	1
Amount used for **non-personnel** resources	14,438	24,491	18	26
Instructional materials	5,425	7,184	38	29
Other equipment, including technology hardware and software	4,314	7,359	30	30
Professional development fees (contracted services, conference registration, travel, per diem, etc.)	2,822	4,534	20	19
Programs that serve children and youth returning from correctional facilities	1,369	3,436	9	14
Dropout prevention programs	330	476	2	2
Mentoring and peer mediation	111	679	1	3
Coordinated health and social services not reflected in personnel	67	823	<1	3

Exhibit reads: State agency (SA) coordinators reported that, on average, their facilities received total Part D allocations of $81,528, or 8 percent of their total education budget, whereas local facility program (LFP) coordinators reported an average Part D allocation of $77,396, or 19 percent of their total education budget. Of the $67,090 spent by state facilities for personnel expenses (82 percent of total expenses), $34,108, or 51 percent of personnel expenses, was spent on core teacher FTE salaries. Of the $14,438 spent by state facilities for non-personnel expenses (18 percent of total expenses), $5,425, or 38 percent of non-personnel expenses, was spent on instructional materials.

Notes: [a] Data presented in this exhibit are from SA and LFP coordinator survey responses and differ from the Department's Part D funding allocations presented in Exhibit 1 in Chapter 1. [b] Figures are based on complete budget data submitted by 50 SA coordinators who together reported an average of 9 facilities each. [c] The mean percentages of Part D funding were reported in separate survey items from, and are not direct calculations derived from, the total dollars spent: SA Coordinator survey, item A13 (*n* = 54) and LFP Coordinator survey, item A12 (*n* = 449).

Sources: SA Coordinator survey, item F1a (*n* = 50), item F1b (*n* = 50), and item F1c (*n* = 50); LFP Coordinator survey, item F2 (*n* = 463).

Education Personnel Qualifications, Hiring, and Retention

Many facilities faced shortages of qualified instructional and support staff, and roughly one-third of SA and LFP coordinators said their facilities faced challenges employing teachers within their credentialed content area.

Across state and local facilities, most teachers had eight or more years of teaching experience (as reported by 63 percent of SA coordinators and 57 percent of LFP coordinators). Although most SA and

LFP coordinators said their facilities required teachers to have at least a bachelor's degree (92 percent and 78 percent, respectively) and required a range of licensures and certifications (e.g., professional educator licensure, content-area endorsement, education specialist endorsement), roughly one-third of coordinators reported that facility staff teaching outside of their credentialed content area was a major or moderate challenge (37 percent of SA coordinators and 32 percent of LFP coordinators; see Exhibit 15). Furthermore, 54 percent of SA coordinators and 41 percent of LFP coordinators said their facilities faced major or moderate challenges with a shortage of instructional and support staff. SA coordinators were significantly more likely than LFP coordinators to report additional challenges with staff lacking qualifications to teach ELs and teachers lacking experience or training in teaching within secure care and other residential settings.

Exhibit 15.   Percentage of state agency and local facility coordinators reporting various staff-related challenges in their facilities, 2016–17
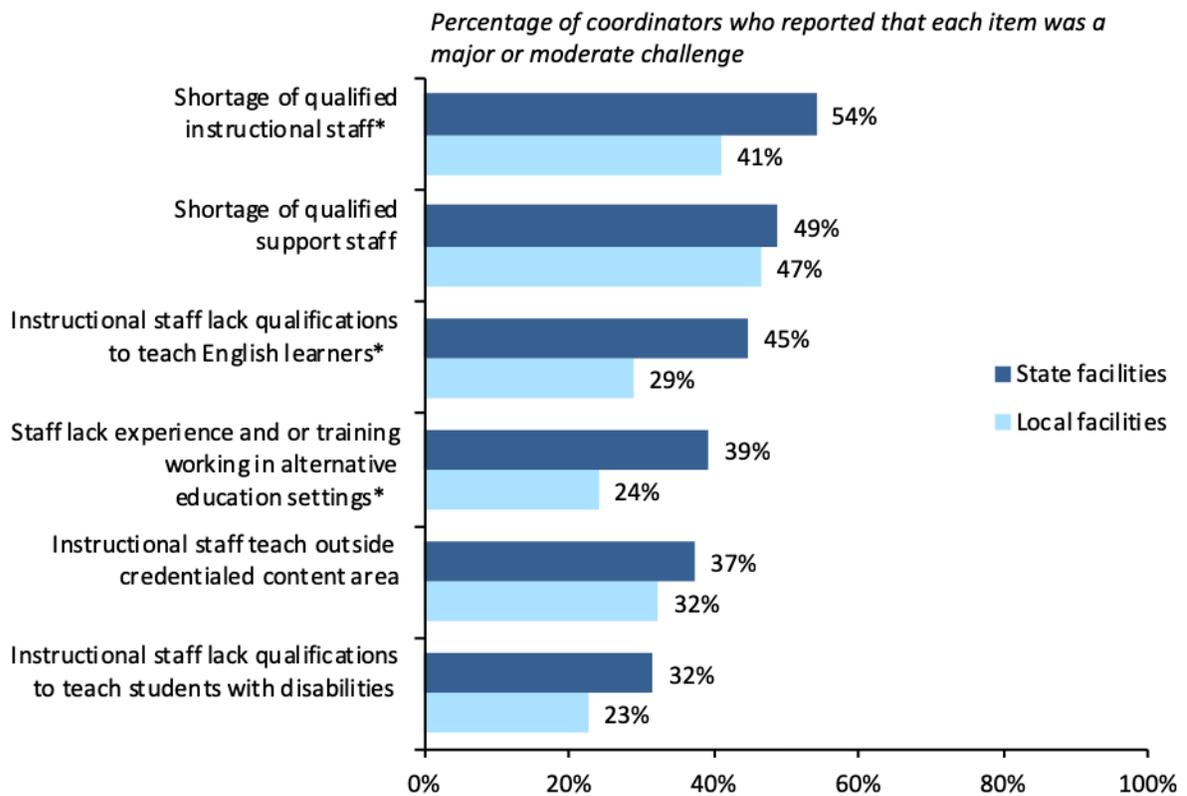
Exhibit reads: Fifty-four percent of state agency (SA) coordinators and 41 percent of local facility program (LFP) coordinators reported that a shortage of qualified instructional staff was a major or moderate challenge in their facilities.

Note: Asterisks indicate a statistically significant difference between SA and LFP facilities: *p > .05
Sources: SA Coordinator survey, item D5 (*n* = 63); LFP Coordinator survey, item D3 (*n* = 521).

Looking at differences between SA coordinator responses by facility type, child welfare coordinators were significantly more likely than justice SA coordinators to report major or moderate challenges across the range of staff-related issues, with the exception of instructional staff teaching outside of their credentialed content areas. For example, 69 percent of child welfare SA coordinators compared to 35 percent of justice SA coordinators reported a shortage of qualified support staff, and 51 percent

compared to 23 percent said instructional staff lacked qualifications to teach students with disabilities. At the local level, justice LFP coordinators were significantly more likely than child welfare LFP coordinators to cite major or moderate challenges with a shortage of qualified instructional staff (43 percent compared to 29 percent), whereas child welfare LFP coordinators were significantly more likely than justice LFP coordinators to report staff lacking qualifications to teach students with disabilities (26 percent compared to 14 percent; see Exhibit C-4).

In all case study states, teachers in Part D-funded facilities were required to be state certified and fulfill all the same requirements as those teaching in regular schools. These teachers commonly held dual or secondary certifications in multiple content areas and were responsible for teaching classes in multiple content areas. Commonly, special education specialists at the facilities were dual-certified core curriculum teachers (e.g., dual certified in special education and mathematics or English). In one local facility, staff described an effort by facility leadership to have all teachers acquire dual certification in special education. It is not known to what extent agencies and facilities explored or accepted alternative credentialing for their staff.

Roughly half of SA and less than 40 percent of LFP coordinators reported offering incentives for hiring or retaining staff in facilities for neglected or delinquent youth.

Many SA and LFP coordinators reported facing major or moderate challenges with staff retention among instructional staff (52 percent and 40 percent, respectively) and support staff (40 percent and 42 percent, respectively). SA coordinators were significantly more likely than LFP coordinators to report that it was a major or moderate challenge for their facilities to retain administrators or managers (see Exhibit 16).

There were statistical differences between child welfare and justice facilities at both the state and local levels. At the state level, significantly more child welfare SA coordinators than justice coordinators reported major or moderate challenges in retaining all types of personnel, particularly support and related staff (as reported by 59 percent of child welfare SA coordinators, compared to 34 percent of justice SA coordinators). Among LFPs, justice coordinators were significantly more likely than child welfare coordinators to report challenges retaining instructional staff (42 percent and 29 percent, respectively), whereas child welfare coordinators more significantly more likely than justice coordinators to say retaining support and related staff was a major moderate challenge (59 percent and 28 percent, respectively; see Exhibit C-5).

Exhibit 16. **Percentage of state agency coordinators and local facility program coordinators reporting their facilities faced challenges retaining various personnel, 2016–17**

Percentage of coordinators who reported that retaining each personnel type was a major or moderate challenge

Personnel type	State facilities	Local facilities
Instructional staff*	52%	40%
Administrators or managers*	41%	19%
Support services staff*	40%	42%
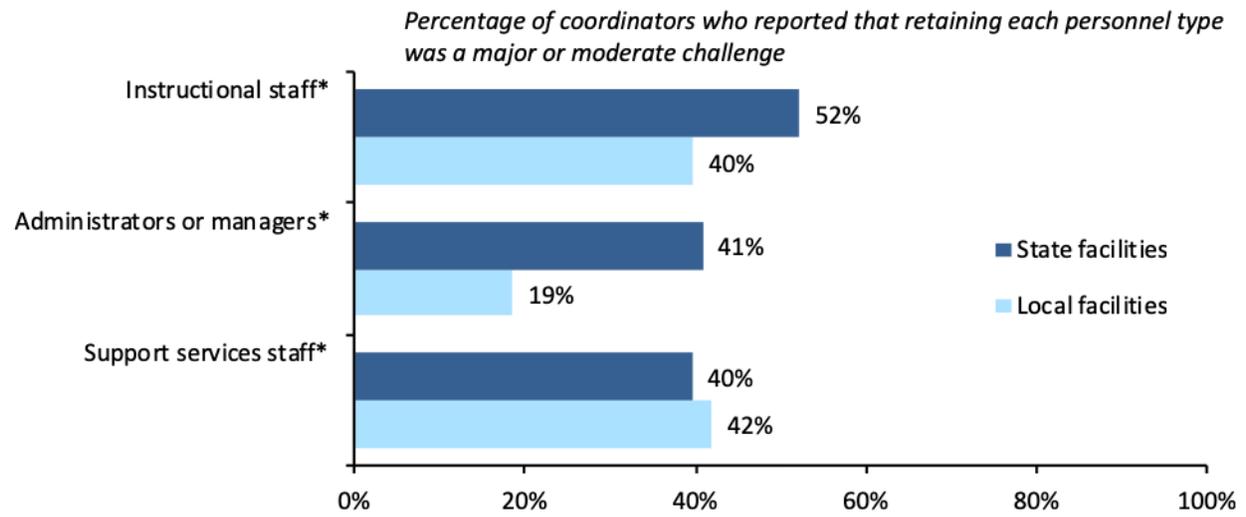
Exhibit reads: Fifty-two percent of state agency (SA) coordinators and 40 percent of local facility program (LFP) coordinators reported that retaining instructional staff was a major or moderate challenge in their facilities.

Note: Asterisks indicate a statistically significant difference between SA and LFP facilities: *p < .05.

Sources: SA Coordinator survey, item D13 (*n* = 62); LFP Coordinator survey, item D11 (*n* = 538).

Nineteen percent of all SA coordinators reported their agency or funded facilities offered incentives for hiring or retaining staff for the Part D program. When LFP coordinators were asked which incentives among those listed they provided,[21] they indicated that the most prevalent incentive was offered by 40 percent of local facilities. For the minority of agencies and facilities that offered incentives, the most commonly reported were tuition reimbursement for continuing or graduate education (as reported by 56 percent of SA coordinators who offered incentives and 40 of all LFP coordinators) and student loan forgiveness (43 percent of SA coordinators who offered incentives and 31 percent of all LFP coordinators). Signing bonuses were the least likely to be offered by both state and local facilities (none of the SA coordinators who offered incentives and 5 percent of LFP coordinators).

Case study principals and teachers commonly described general dedication to teaching neglected and delinquent youth as a factor in retaining qualified staff. One principal described this mind-set as having a "social obligation to stay here and do the job." Beyond this, the primary strategy that case study sites used to retain qualified and effective instructional staff in the facilities was to offer professional development opportunities. Interviewees noted that facilities commonly provided teachers with initial training on how to work with neglected or delinquent youth and what to expect when working in restricted and secure settings.

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[21] LFP coordinators were not asked a screening question about whether or not they offered incentives for hiring or retaining staff in general.

Nearly all state and local facilities offered annual professional development to instructional and support staff.

Nearly all SA and LFP coordinators reported that instructional staff (96 percent for both) and support staff (86 percent and 89 percent, respectively) in their funded facilities received annual professional development. Professional development was offered for averages of 45 hours annually in state facilities and 38 hours annually in local facilities for instructional staff and 37 hours annually in state facilities and 32 hours annually in local facilities for support staff. Among the SA coordinators who reported that their facilities provided professional development within the last three years (94 percent), the most frequently reported area of focus was instructional strategies for students with IEPs (97 percent). On the other hand, training in student behavior management or positive behavior strategies was the most frequently reported for local facilities (89 percent). Other common professional development topic areas included mathematics and reading and English language arts curricula and instructional strategies and use of education technology. Less common professional development topic areas included instructional strategies for ELs, program management and planning, and program budgeting (see Exhibit 17).

Exhibit 17. Percentage of state coordinators with facilities that provided professional development and of all local facility coordinators who provided a variety of professional development opportunities to instructional and support services staff in the last three years, 2016–17

Instructional strategies for students with individualized education programs — State facilities 97%, Local facilities 85%

Reading/English language arts content or curricula — State facilities 97%, Local facilities 87%

Mathematics content or curricula* — State facilities 97%, Local facilities 84%

Using educational technology — State facilities 93%, Local facilities 77%

Student behavior management or positive behavior strategies — State facilities 90%, Local facilities 89%

Other academic subjects (e.g., science, social studies, foreign language) — State facilities 84%, Local facilities 60%

Analyzing and interpreting student data — State facilities 82%, Local facilities 77%

Instructional strategies for English learners* — State facilities 65%, Local facilities 37%

Program management and planning — State facilities 64%, Local facilities 53%

Program budgeting — State facilities 37%, Local facilities 32%

■ State facilities
■ Local facilities

Exhibit reads: Ninety-seven percent of state agency (SA) coordinators with facilities that provided professional development and 85 percent of all local facility program (LFP) coordinators reported that their facilities provided professional development on instructional strategies for students with individualized education programs within the last three years.

Notes: State facility respondents include only those SA coordinators who responded affirmatively to a previous question about whether their funded facilities had provided professional development in the past three years: SA Coordinator survey, item D10a (*n* = 64) and LFP Coordinator survey, item C21 (*n* = 553). Asterisks indicate a statistically significant difference between SA and LFP facilities: *p < .05.
Sources: SA Coordinator survey, item D10b (*n* = 64); LFP Coordinator survey, item D8 (*n* = 534).

Assessing Participants' Risks and Needs

Nearly all state and local facilities conducted formal screenings and assessments upon youths' entry into placement to identify academic proficiency and needs.

Ninety-nine percent of SA coordinators and 93 percent of LFP coordinators reported that, to understand students' academic, behavioral, and health needs, facilities conducted at least some type of formal youth risk and needs screening or assessment. In both state and local facilities, screenings and assessments were most commonly used to determine whether a student was performing at grade level, to identify academic content areas or skill gaps that students needed to address, and to evaluate the need for special education[22] (see Exhibit 18). State and local coordinators also frequently reported using screenings and assessments to identify behavioral concerns, substance abuse problems, and mental health issues.

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[22] The *IDEA* contains specific evaluation and eligibility requirements in 34 CFR Sections 300.300–300.311, while the evaluation and placement requirements for students who are not *IDEA* eligible and who are served only under Section 504 are found in 34 CFR Section 104.35.

Exhibit 18. **Percentage of state agency and local facility program coordinators reporting that their facilities used screenings or assessments to identify various academic and behavioral needs and issues, 2016–17**
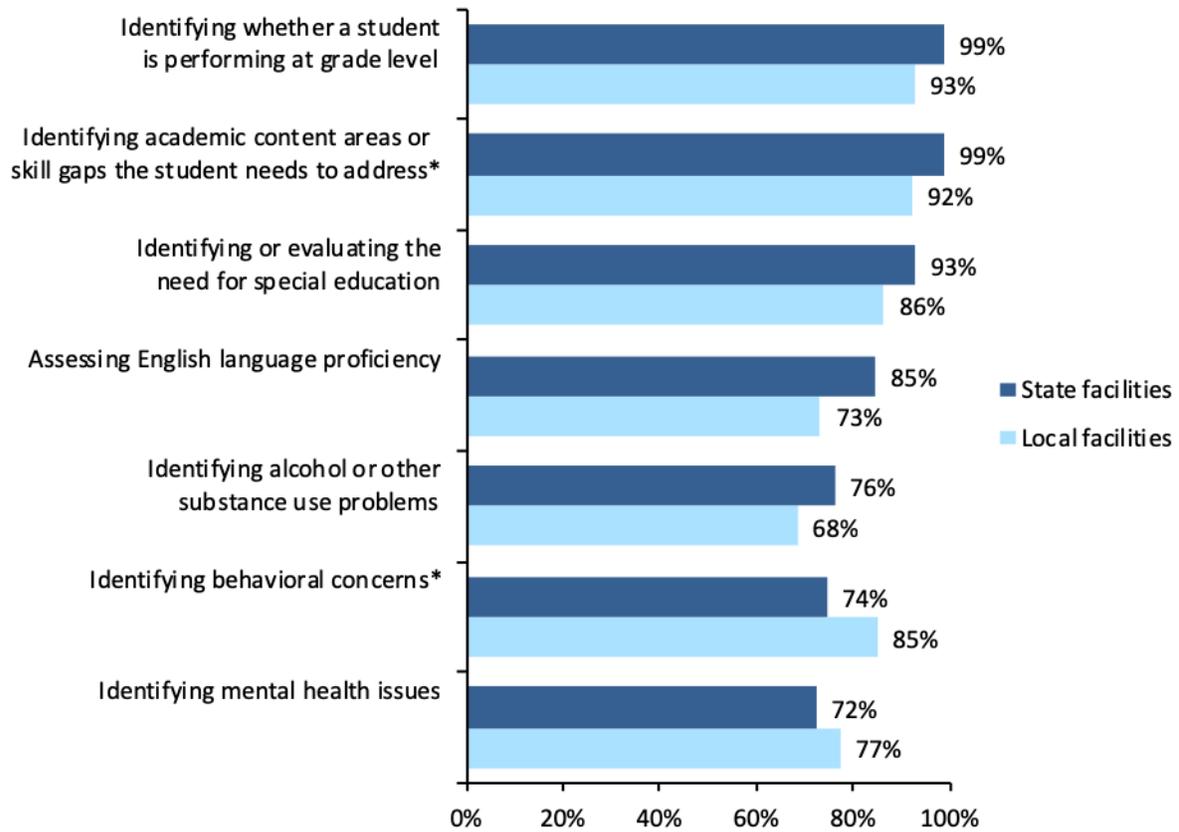
Exhibit reads: Ninety-nine percent of state agency (SA) coordinators and 93 percent of local facility program (LFP) coordinators reported their facilities used screenings or assessments to identify whether incoming students were performing at grade level.

Note: Asterisks indicate a statistically significant difference between SA and LFP responses: *p < .05.

Sources: SA Coordinator survey, item C1 (*n* = 63); LFP Coordinator survey, item C1 (*n* = 543).

Justice and child welfare facilities sometimes differed in how they used these screenings and assessments. Among local facilities, justice LFPs were more likely than child welfare LFPs to use them to assess academic needs, including whether a student is performing at grade level, specific content area or skill gaps, English language proficiency, and need for special education. Among state facilities, justice coordinators were significantly more likely than child welfare coordinators to use the screenings and assessments for non-academic purposes, such as identifying alcohol or other substance abuse problems, mental health issues, and behavioral concerns (see Exhibit C-6).

Across all five case study states, the most frequently cited challenge in assessing and identifying youths' academic and related needs at the point of intake was a perceived lack of commitment from youth in providing complete and honest answers on assessment tools. Staff in local facilities reported that many youth enter residential care unable or unwilling to complete formal screenings and assessments because of their complex needs and past experiences, including poverty, abuse, neglect, trauma, racial bias,

inconsistent family life situations, and substance use disorders. Acknowledging these circumstances, many facilities reported using a range of informal needs-sensing methods, including intake interviews and classroom observations. These methods helped facilities to appropriately place youth into classrooms or groups and to determine their eligibility for specific academic supports (e.g., work with a literacy coach or reading specialist).

Nearly two-thirds of SA coordinators (65 percent) and just over half of LFP coordinators (53 percent) said that state or local guidelines specify which academic pretests or post-tests facilities may use to assess youths' reading and English language arts or mathematics proficiency. For example, in one case study state, the SEA mandates the use of a specific assessment tool for all Subpart 1 and Subpart 2 "delinquent designated" facilities. By contrast, in another case study state, the school districts are responsible for evaluating the appropriateness of assessments used by the local facilities in their jurisdiction.

Among the SA coordinators (98 percent) and LFP coordinators (89 percent) who reported that their facilities used academic assessments, the state's mandated academic assessment was popular in both state and local facilities (reported by 56 percent of SA coordinators and 75 percent of LFP coordinators). Beyond that assessment, the Tests of Adult Basic Education (TABE®) were the most widely used in state facilities (reported by 71 percent of SA coordinators), whereas the Renaissance Learning STAR assessments were the second most frequently used in local facilities (reported by 42 percent of LFP coordinators; see Exhibit 19).

Exhibit 19. **Percentage of state agency and local facility program coordinators reporting that their facilities used various academic assessments for youth served by Part D, 2016–17**
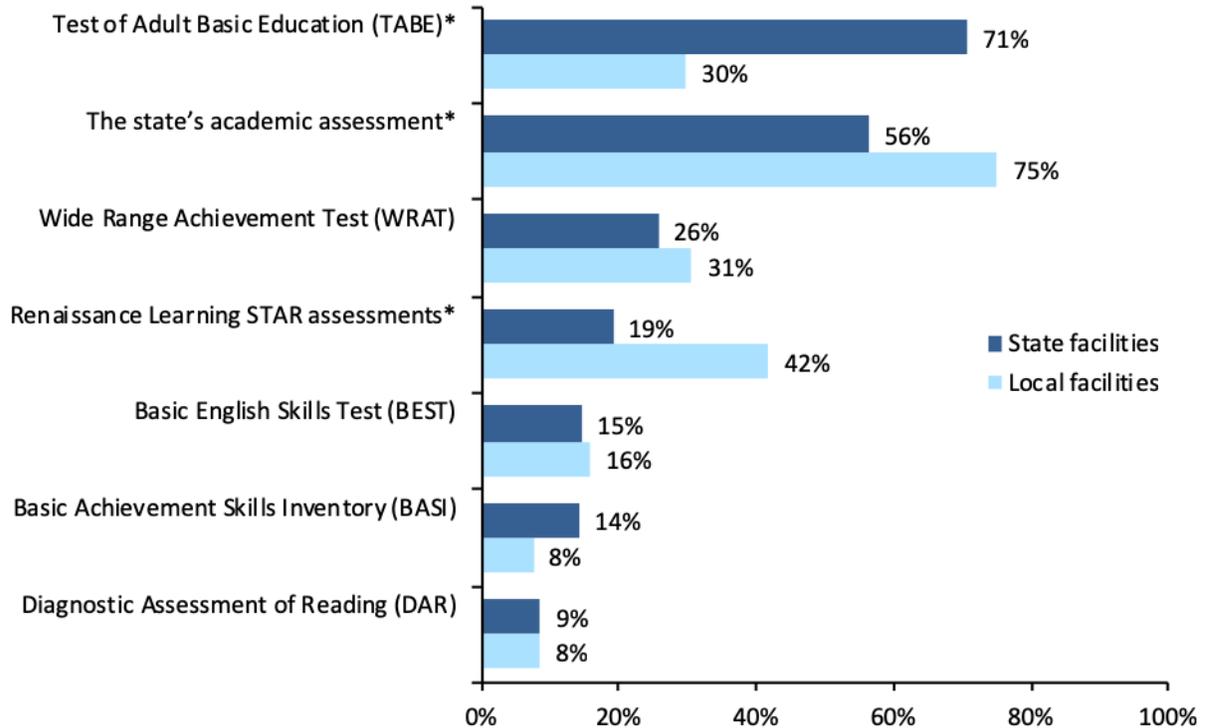
Exhibit reads: Seventy-one percent of state agency (SA) coordinators and 30 percent of local facility program (LFP) coordinators with facilities that used academic assessments reported using the Tests of Adult Basic Education (TABE®).

Notes: Respondents include only those coordinators who responded affirmatively to a previous question about whether facilities used academic assessments for youth served by Part D: SA Coordinator survey, item C6 (*n* = 64) and LFP Coordinator survey, item C7 (*n* = 553). Asterisks indicate a statistically significant difference between SA and LFP responses: *p < .05.
Sources: SA Coordinator survey, item C7 (*n* = 61); LFP Coordinator survey, item C8 (*n* = 426).

Supported Academic Strategies

Part D funding is intended to supplement the core program of instruction within state and local justice and child welfare facilities to meet youths' identified needs. Because the use of Part D funds does not encompass the totality of educational programming and related supports in facilities, it was important that the study also examine the full range of academic instruction, support, and strategies in the state and local facilities that received Part D funds. This led to findings that provided greater insight into the larger facility environments in which Part D funds were used.

> **To improve students' academic outcomes, state and local facilities used student achievement data to inform instruction, provided individualized instruction, and implemented evidence-based practices in mathematics and in reading and English language arts.**

In support of improved student outcomes, SA coordinators most frequently reported that their facilities used student achievement data to inform instruction and academic supports (94 percent); provided

individualized instruction (92 percent), particularly to student populations with special needs
(92 percent); and implemented evidence-based practices in reading and English language arts
(91 percent) and in mathematics (90 percent). LFP coordinators were significantly less likely than SA
coordinators to report that facilities used student achievement data to inform instruction and supports
(81 percent and 94 percent, respectively). Also, implementing classroom and behavior management
strategies to foster positive learning climates[23] was the second most frequently reported focus of LFP
coordinators (89 percent), compared to the ninth for SA coordinators. Credit recovery programs and
strategies to increase family involvement in youths' education were less frequently used at both the
state and local levels (see Exhibit 20).

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[23] These include, but are not limited to, positive conditions for learning, such as safety, support, social and emotional learning, and engagement and challenge (see Osher et al. 2016).

Exhibit 20.   Percentage of state and local facilities that used various strategies to improve academic outcomes for students served by Part D funds, 2016–17

Percentage of coordinators who reported that each item was a major or moderate focus

Strategy	State facilities	Local facilities
Using student achievement data to inform instruction and academic supports*	94%	81%
Providing individualized instruction to special student populations	92%	89%
Providing individualized instruction to all students	92%	92%
Implementing evidence-based instructional approaches or curricula in reading/English language arts	91%	86%
Implementing evidence-based instructional approaches or curricula in mathematics	90%	85%
Ensuring instructional time for all students	89%	84%
Aligning curriculum and instruction with state standards and assessments	88%	85%
Implementing classroom and behavior management strategies that foster positive climates for learning	84%	89%
Supplementing core instruction with additional supports	81%	82%
Coordinating with treatment staff to mitigate challenges to learning and reinforce academic concepts, skills	79%	80%
Using strategies for appropriately including students in their own educational planning	79%	73%
Incorporating education technology in the classroom	75%	72%
Implementing credit recovery programs	65%	61%
Incorporating skills learned in the classroom across other areas of the facility	64%	71%
Implementing strategies for increasing family involvement in youth's education	43%	53%

Exhibit reads: Ninety-four percent of state agency (SA) coordinators and 81 percent of local facility program (LFP) coordinators reported that using student achievement data to inform instruction and academic supports was a major or moderate focus of strategies to improve academic outcomes for students served by Part D in their funded facilities.

Note: Asterisks indicate a statistically significant difference between SA and LFP responses: *p < .05.
Sources: SA Coordinator survey, item C13 (*n* = 63); LFP Coordinator survey, item C15 (*n* = 533).

Across all five case study states, facilities focused on opportunities for youth to complete their high school equivalency credentials (e.g., General Education Development test, High School Equivalency Test [HiSET] exam). Some facilities described this as a priority education goal for working with this population — with older youth in particular — whereas other facilities were more focused on youth obtaining a high school diploma. The emphasis placed on earning an equivalency credential rather than on acquiring a high school diploma appeared to depend on a number of factors, including the age of the youth, the youth's length of stay in a facility, and the youth's level of credit deficiency upon entering care.[24] For youth for whom high school graduation was still a possibility, some case study facilities awarded youth quarter and half credits for completing intensive, subject-area projects during a shorter length of stay, when full completion of a class would not be possible. Staff reported that this strategy helped address the lack of continuity in youths' education and rewarded youth for their efforts while they were at facilities for shorter periods of time.

In their efforts to be more responsive to the range of academic needs and aspirations of their students, facilities across the case study sites placed varying degrees of emphasis on college preparatory courses and other postsecondary opportunities, such as college visits, college entrance exam (such as SAT®/ACT®) preparation, online college courses, and access to college brochures. These opportunities typically were offered to individual students already considered "college bound" upon entering a facility and generally focused on preparation for vocational training, or community or four-year colleges, on the basis of a student's needs and interests. Emphasis on these opportunities appeared to depend on many of the same factors noted earlier. In addition, one case study school district explained that all facilities in the district implemented a specific "college readiness program" aimed at decreasing youth behaviors that label them as "at risk," and at building youths' determination that college and careers are attainable and a part of their futures. The district used Part D funds to support training facility teachers in this program.

The majority of state and local facilities used technology for a variety of education purposes, including curriculum delivery, supplemental instruction and interventions, and credit recovery.

SAs and LFPs spent nearly one-third of their non-personnel Part D funds on equipment, including technology hardware and software (30 percent of non-personnel expenses for both). Most SA and LFP coordinators said their facilities used computers for education purposes, including for curriculum delivery (85 percent and 88 percent, respectively), supplemental instruction and interventions (85 percent and 78 percent, respectively), and credit recovery (62 percent and 67 percent, respectively).

Although child welfare SA coordinators were significantly more likely than justice SA coordinators to say their facilities used computers for credit recovery (80 percent and 59 percent, respectively), justice SA coordinators reported facilities using computers for supplemental instruction or intervention with significantly greater frequently than child welfare SA coordinators (90 percent and 68 percent, respectively). There were no significant differences between LFP coordinators by facility type (see Exhibit C-7).

Case study respondents in local facilities commonly reported using Part D allocations for technology, such as Chromebooks and instructional software. In these facilities, staff said this technology supported

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[24] Note that data collection for the case studies occurred prior to full implementation of ESSA, which emphasizes youth receiving a regular high school diploma.

students' learning needs in elective subject areas outside of facility teachers' areas of expertise and was an important aspect of providing youth with opportunities to access the same kinds of resources as students in regular school settings. For example, a mathematics and science teacher was able to support a student working on credits in bio-zoology, an area outside of the teacher's expertise, through online learning. Staff in correctional facilities in particular described specific challenges in accessing and using computers and the internet in instruction, including maintaining facility security and safety of the youth in care, as well as protecting the community from any inappropriate contact by offenders while in placement. In all cases in which technology was integrated into academic programming, facilities placed restrictions on students' use, including preventing or limiting access to the internet and allowing use of technology only in classrooms, and had procedures to directly or remotely monitor youths' use. Some facilities discussed creating facility intranets to house education and related content without access to the internet and using prepackaged, computer-based educational content.

Career and Technical Education

Beyond core academics, research and federal guidance support providing a variety of CTE options for youth residing in justice and child welfare facilities to prepare them for college and career after exit. This includes instituting 21st-century educational practices to develop students' skills that develop collaboration, digital literacy, critical thinking, and problem solving (U.S. Department of Education and U.S. Department of Justice 2014).

> **Nearly all SA coordinators and roughly half of LFP coordinators reported that their facilities provided CTE. Among the state and local facilities that provided CTE, the career pathways most commonly offered were construction and architecture, consumer and culinary services, and computer and information sciences.**

SA coordinators more frequently reported that their facilities offered CTE (96 percent) than did LFP coordinators (52 percent).[25] Among SA coordinators with facilities offering CTE, the most frequently reported career pathways included construction and architecture (79 percent), consumer and culinary services (78 percent), and computer and information sciences (68 percent). For the smaller group of LFP coordinators reporting they provided CTE, consumer and culinary services (64 percent) and computer and information sciences (58 percent) were also the most commonly provided, followed by agriculture and natural resources (55 percent).

Although justice SA coordinators said their facilities offered nearly all of the CTE options more frequently than child welfare SA coordinators, child welfare SAs were significantly more likely than justice SAs to report that their facilities offered health sciences (41 percent and 18 percent, respectively) and marketing (46 percent and 27 percent, respectively) CTE programs. Justice LFPs also reported providing nearly the full range of CTE programs more often than did child welfare LFPs, but, like in state facilities, child welfare facilities were significantly more likely than justice to offer health sciences (51 percent and 32 percent, respectively; see Exhibit C-8).

Case study facilities emphasized youths' completion of, or work toward, vocational certificates that link them to employment opportunities after exit. In all case study states, respondents described the

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[25] LFP coordinators were asked a screening question about providing CTE in general before being asked what level (secondary, postsecondary, both) of CTE courses were offered. SA coordinators were not asked this screening question.

considerable thought that goes into selecting which vocational programming to offer and explained that emphasis is placed on careers in the trades that are competitive and that pay well. Respondents also acknowledged the challenges that youth face in certain industries because of their juvenile and criminal records. In one facility, staff described being involved in state-level advocacy efforts to expand the "Ban the Box" movement — the effort to eliminate criminal history questions from job applications — to include provisions for juveniles as well as adults.

Case study respondents also discussed the flexibility of Part D as critical to providing vocational education programming. In many cases, facilities did not have other funding sources that would have allowed for purchasing specialized equipment or materials needed for particular vocational programming. For example, one facility's staff described a machine that cuts optical lenses that the facility would not have been able to purchase without Part D funds. The machine provided students an opportunity for hands-on learning of a skill that could help open doors for these students in the job market.

> *"Part D [funds] are the backbone for all the supplies necessary for our vocational programming. Without that, we wouldn't have a vocational program. It's that simple."*
>
> *— Local facility teacher*

In one detention facility where youths' length of stay generally was shorter (e.g., less than 30 days), instructional staff described an emphasis on encouraging youth to gain credentials while they are at the facility by taking introductory-level courses in careers such as telecommunications and network cabling. Respondents described knowing which schools offered these courses and explained that youth could transition to these schools if they desired to continue their CTE work. The facility's transition staff worked with the schools to ensure that youth were able to transfer to those schools upon exit.

To promote career readiness, two case study states described implementing an exam-based program demonstrating students' skills in areas such as applied mathematics, locating information, and reading for information. The program resulted in a certificate that staff said employers view as a strength on youths' résumés when they transition back into the community. Staff in three of the case study states discussed offering career fairs as another career readiness opportunity. One facility described how it invites members of the local chamber of commerce to come to the facility to host the career fair, where students have the opportunity to participate in mock interviews.

Supports for Students With Disabilities

A disproportionate number of youth with disabilities comprise the population of youth in juvenile justice and child welfare custody (Sedlak and Bruce 2010; Sedlak and McPherson 2010). Although these youth are entitled to special education and related services and supports by the *IDEA* and Section 504 of the *Rehabilitation Act of 1973*, youth in custody have reported that they do not always receive these services and that their unique needs are not always met (Sedlak and McPherson 2010).

Most state and local facilities reported that they evaluated students to determine whether they had a disability and needed special education and related services and provided in-class services and modified curricula to support students with disabilities.

As previously discussed, nearly all SA and LFP coordinators reported that their facilities used screenings and assessments to determine whether incoming youth needed special education services (93 percent and 86 percent, respectively; see Exhibit 18). Similarly, 91 percent of SA coordinators and 77 percent of LFP coordinators reported that their facilities offered special education services. Where services were

provided, both state and local facilities most frequently used strategies such as in-class special education services by special education teachers and modified curricula delivered by general education teachers, compared to pull-out services or self-contained special education classes or classrooms.[26] Differences between SA and LFP coordinator responses were significant across all services in support of students with disabilities, with SA coordinators reporting offering specific services more often than LFP coordinators across the board (see Exhibit 21).

There were no significant differences between justice and child welfare SA coordinators in their reports of services provided. For local facilities, child welfare LFPs were significantly more likely than justice LFPs only to report use of self-contained classes or classrooms (27 percent and 16 percent, respectively; see Exhibit C-9).

Exhibit 21. **Percentage of state agency coordinators and local facility program coordinators reporting their facilities used various services to support students with disabilities, 2016–17**
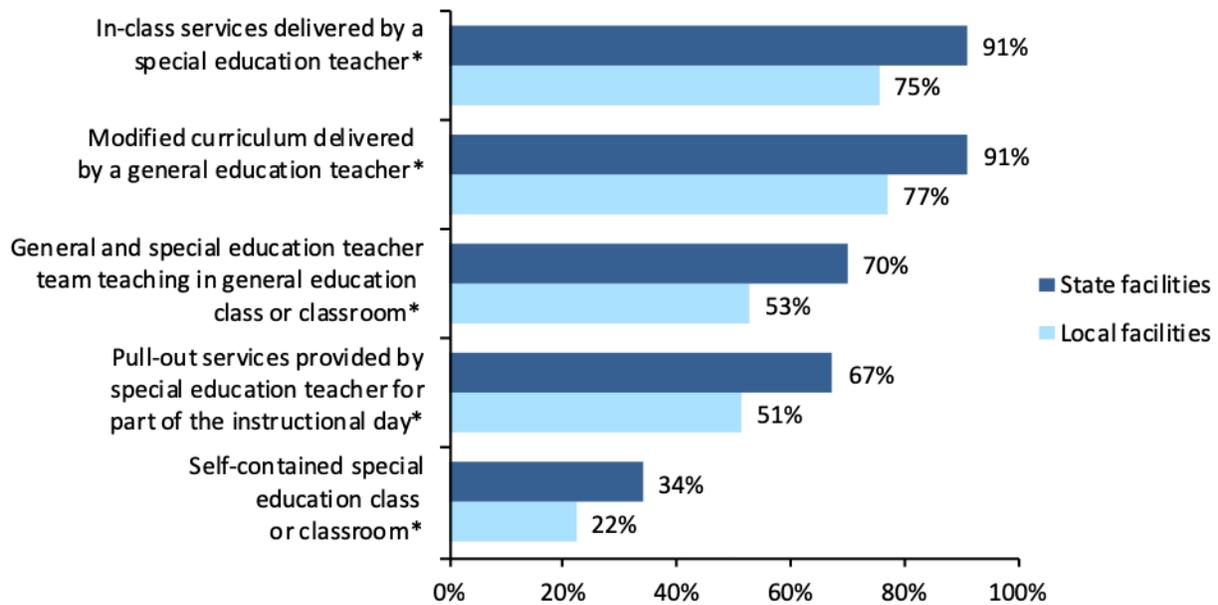
Exhibit reads: Ninety-one percent of state agency (SA) coordinators and 75 percent of local facility program (LFP) coordinators reported their facilities provided in-class special education services delivered by general education teachers to support students with disabilities.

Notes: Asterisks indicate a statistically significant difference between SA and LFP responses: *p < .05.
Sources: SA Coordinator survey, item C15 (n = 63); LFP Coordinator survey, item C18 (n = 539).

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[26] Under Part B of the *Individuals with Disabilities Education Act (IDEA)*, 20 U.S.C. 1400 et seq., states and school districts must make a free appropriate public education (FAPE) available to all eligible children with disabilities. Eligible students with disabilities in juvenile correctional facilities are entitled to FAPE under the *IDEA*. The individualized education program (IEP) is the mechanism that *IDEA* uses to ensure the provision of FAPE to eligible students, and the IEP forms the basis for the student's placement. The IEP must be developed at a meeting that includes school officials and the student's parents, and the student whenever appropriate, and alternative means can be used to ensure parent participation at IEP team meetings. Among other information, the IEP must include a statement of the student's special education and related services and supplementary aids and services, and the program modifications or supports for school personnel. The IEP must be designed to enable the student to be involved and make progress in the general education curriculum, i.e., the same curriculum as for nondisabled students. See 20 U.S.C. 1414(d)(1) and 34 CFR §300.320. More information about *IDEA* is available at https://sites.ed.gov/idea/.

Nearly all case study local facilities described strategies aimed at keeping students with disabilities in classrooms with the general education population, pulling them out of class for specialized services (e.g., time with reading specialist, speech pathologist) only if necessary. In some instances, services for students with disabilities were provided in a separate corner of the classroom. Only one facility, a restrictive institutional setting, provided separate instruction for students with disabilities.

Although 25 percent of LFP coordinators said their facility IEP team met at least weekly to discuss changes to IEPs for students served by Part D, 23 percent reported their facility did not have an IEP team (see Exhibit 22). Furthermore, although 38 percent of LFP coordinators reported that staff communicated with parents concerning the IEPs of youth served by Part D (at least once a month or more), 18 percent said that staff did not communicate with parents at all (see Exhibit 24). More child welfare LFP coordinators than justice LFP coordinators reported not having an IEP team (31 percent and 18 percent, respectively) and that staff did not communicate with parents (19 percent and 15 percent, respectively).

Exhibit 22.   Frequency with which individualized education program (IEP) teams in local facilities met to discuss changes to IEPs for the students served by Part D, 2016–17

| 23% | 31% | 16% | 6% | 25% |

0%   20%   40%   60%   80%   100%

□ No IEP team   ■ Once a quarter or less   □ Monthly   ■ Every other week   ■ Weekly or more
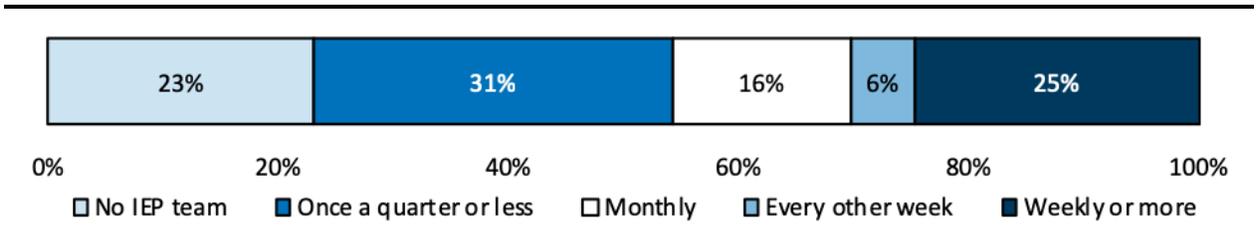
Exhibit reads: Twenty-three percent of local facility program (LFP) coordinators reported their facility did not have an IEP team.

Source: LFP Coordinator survey, item C19 (*n* = 553).

Exhibit 23.   Frequency with which staff in local facilities communicated with parents concerning the individualized education programs (IEPs) of students served by Part D, 2016–17

| 18% | 17% | 18% | 9% | 38% |

0%   20%   40%   60%   80%   100%

□ No communication   ■ Every six months or less   □ Every three months   ■ Every other month   ■ Monthly or more
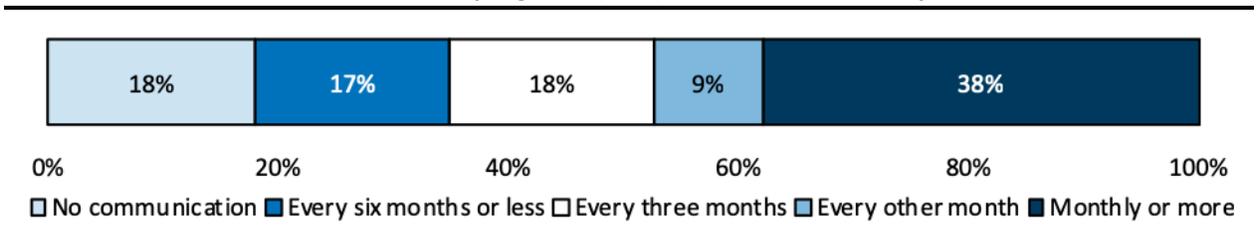
Exhibit reads: Eighteen percent of responding local facility program (LFP) coordinators reported their facility staff did not communicate with parents concerning the IEPs of students served by Part D. Of those LFP coordinators who reported that their staff did communicate with parents, 46 percent said staff communicated once a month or more.

Source: LFP Coordinator survey, item C20 (*n* = 553).

Supports for ELs

Civil rights laws require all schools, institutional or otherwise, to provide services to ELs so that they can overcome language barriers and meaningfully participate in education programs. In addition, *Title VI* of the *Civil Rights Act of 1964* requires facilities to ensure meaningful communication with parents with limited English proficiency (U.S. Department of Education and U.S. Department of Justice 2014).

Most state and local facilities assessed students for English language proficiency. To meet the needs of ELs, state facilities most frequently provided English as a second language pull-out services, whereas local facilities mainly used sheltered instruction.

Most SA coordinators (85 percent) and LFP coordinators (73 percent) reported that their facilities assessed incoming youth for English proficiency. According to LFP coordinators, more than a quarter of local facilities (26 percent) regularly assessed ELs' English proficiency after the initial pretest and before any post-test.

Nearly two-thirds of SA coordinators (65 percent) and less than half of LFP coordinators (42 percent) said their facilities served any ELs. Whereas SA coordinators with facilities that served ELs most frequently said their facilities used ESL pull-out services (57 percent), LFP coordinators serving ELs most frequently reported using sheltered instruction in the general classroom (53 percent). In sheltered instruction, teachers integrate language and content instruction and content is provided in a manner that is comprehensive to ELs (i.e., they do not focus solely on language development). There was a large and statistically significant difference in SA versus LFP coordinators' reported use of English as a second language (ESL) pull-out services in their facilities (57 percent and 38 percent, respectively; see Exhibit 24).

At the state level, the use of ESL pull-out was the only practice where justice SAs were not significantly more likely than child welfare SAs to report their facilities' use (67 percent and 44 percent, respectively). Among LFP coordinators, on the other hand, justice facilities used ESL pull-out with significantly greater frequency than child welfare facilities (46 percent and 16 percent, respectively; see Exhibit C-10).

Exhibit 24.   **Percentage of state agency and local facility program coordinators reporting their facilities used various learning models to support English learners, 2016–17**
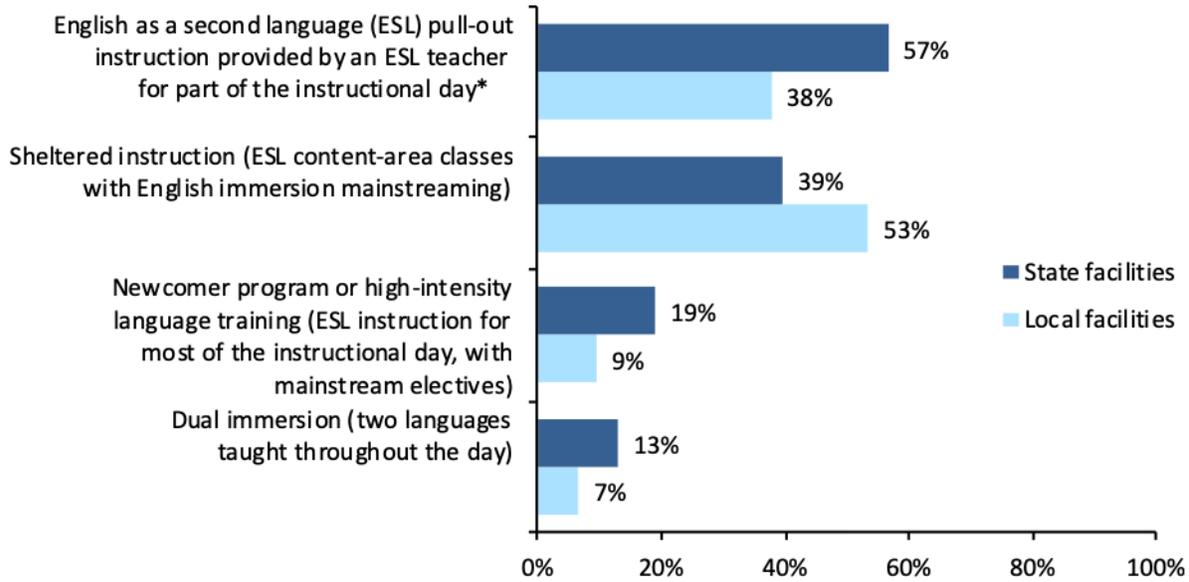
Exhibit reads: Of those that served English learners, 57 percent of state agency (SA) coordinators and 38 percent of local facility program (LFP) coordinators reported their facilities used English as a second language pull-out instruction to support English learners.

Notes: Respondents include only those coordinators who responded affirmatively to a previous question about whether they served youth who were English learners: SA Coordinator survey, item C16 (*n* = 64) and LFP Coordinator survey, item C21 (*n* = 553). Asterisks indicate a statistically significant difference between SA and LFP facilities: *p < .05.
Sources: SA Coordinator survey, item C17 (*n* = 39); LFP Coordinator survey, item C22 (*n* = 217).

Local facilities in all five case study sites stated that they had a relatively small EL population, across all student ages. Most facilities conducted an assessment for students to determine their level of English fluency. Three of the five case study sites indicated that they had ESL-certified staff in their facilities. Across the five case study states, staff reported that EL services typically were funded and leveraged through non-Part D funding sources, including general education funds, the *Workforce Innovation and Opportunity Act*, and adult basic education.

One case study state described offering training sessions on special education and ELs during an annual conference for Part D-funded institutions. These training sessions gave teachers and providers across the state an opportunity to learn about promising and best practices in instruction and curricula and to share information with peers. Some facilities in this state used Part D funds to support staff attendance.

Social and Emotional Learning and Behavior Management

There is growing awareness in the United States among educators and policymakers about the importance of better understanding how to foster social and emotional development for successful student performance. Research shows that social and emotional skills play a key role in the ability of youth to meet the demands of the classroom, to engage fully in learning, and to benefit from instruction (National Education Association n.d.).

Most state and local facilities taught formal or informal social and emotional skills or competencies.

Seventy-three percent of SEA coordinators and 64 percent of school district coordinators reported that increasing access to social and emotional learning for students served by Part D was a moderate to major focus of their program. Moreover, 91 percent of SA coordinators and 92 percent of LFP coordinators reported that their facilities taught formal or informal social emotional skills or competencies in some or all of their facilities.

Across the case study states, social and emotional well-being was described as a broad concept, and respondents' discussion of it ranged from a more clinical focus on addressing mental and behavioral health issues — particularly in residential treatment facilities — to building youths' self-esteem and motivation. Some SEA coordinators believed that education staff in more secure correctional settings place less emphasis on social and emotional needs than in less restrictive settings. Regardless of the perception of social emotional learning, instructional staff in the case study states described making efforts to connect with and relate to youth on a personal level — to motivate them, respect them, build their trust, be patient with them, and take the time necessary to get to know them, as well as to maintain overall positive relationships that help build self-esteem and motivation for learning. An SA coordinator in one case study state described implementing a program to foster relationships between students and teachers, which included training in leadership and social-emotional learning techniques for teachers and resulted in a contract between the teacher and a student representing a collaborative agreement of behavior in the classroom. SA and district coordinators across several case study states emphasized the interpersonal relationships fostered by program staff as helping youth to build self-esteem and motivation for learning.

Classroom and student behavior management is important in most state and local facilities.

Implementing classroom and student behavior management strategies to foster a positive climate for learning was a major or moderate focus for state and local facilities, according to 84 percent of SA coordinators and 89 percent of LFP coordinators. More than two-thirds of LFP coordinators (76 percent) reported that their facility used a tiered model of behavior management with youth served by Part D, with responses to youth behavior tailored to the severity of the behavioral violation. Furthermore, nearly all LFP coordinators (98 percent) reported that, at least once a day, staff in their facility encouraged youth served by Part D to think about how their actions affected others. Additionally, 90 percent of SA coordinators and 89 percent of LFP coordinators said their facilities offered instructional and support staff professional development opportunities focused on student behavior management or positive behavior strategies within the last three years.

SAs and local facilities in four of the five case study states described implementing positive behavioral interventions and supports (PBIS) as a schoolwide strategy to address behavior management in a nonpunitive and trauma-informed way. One SA coordinator discussed how the state's facilities used Part D funds to provide PBIS training and coaching to teachers and how every campus funded by the SA had a PBIS committee on-site to facilitate integration of PBIS principles into facility culture and practice.

Across all the case study states, teachers and administrators described the use of rewards and incentives to motivate youths to engage in academic programming and to build self-esteem. Examples included pizza parties for making honor roll; increased phone time for positive behavior; passes for field trips; and celebrations of success, including graduation parties.

Chapter 3 Summary

The study findings in this chapter show that both SAs and local facilities used Part D funds mainly for personnel costs, most commonly in support of core instructional and supplemental teachers and counselors. More than half of state facilities and more than 40 percent of local facilities experienced shortages of qualified instructional and support staff, and roughly a third of all facilities faced challenges employing teachers within their credentialed content areas. However, roughly half of SAs and less than 40 percent of school districts reported offering incentives for hiring or retaining staff in facilities for neglected or delinquent youth.

Nearly all SA coordinators and most LFP coordinators said facilities conducted formal screenings and assessments to determine students' behavioral risk and needs and their academic proficiency and needs upon entry into placement. To meet students' needs and improve academic outcomes, facilities prioritized individualized instruction informed by student achievement data and implementing evidence-based practices in mathematics and in reading/English language arts. Nearly all state facilities and roughly half of local facilities also provided CTE, most often in the areas of construction and architecture, consumer and culinary services, computer and information sciences, and business.

Most SA and LFP coordinators said their facilities employed a variety of strategies to serve students with disabilities, including in-class services provided by special education teacher and modified curricula delivered by general education teachers. For ELs, most SA coordinators said their facilities provided ESL pull-out services, whereas LFP coordinators said facilities predominantly used sheltered instruction.

Chapter 4. Transitioning Students Back Into the Community

The successful transition of youth from residential placement back into their homes, schools, and communities is vitally important for youth who are neglected or delinquent (Griller Clark et al. 2016). Each year, nearly 100,000 juvenile delinquents are released from out-of-home correctional or custodial facilities (Snyder 2004), and at least 45 percent of delinquent youth will be arrested for another crime following their release (Lipsey 1999; Wilson, Lipsey, and Soydan 2003). High recidivism rates and other poor outcomes for youth formerly involved in the child welfare and juvenile justice systems have resulted in research and a wide variety of strategies to meet the needs of youth returning to their communities and to help them retain the education and behavior skills they acquired while in residential placement (e.g., Dworsky, Smithgall, and Courtney 2014; Seigle, Walsh, and Weber 2014).

This chapter examines the transition services and supports provided to youth in facilities that received Part D funds and the challenges of transitioning neglected or delinquent youth from out-of-home placement back into their homes, schools, and communities.

Transition Planning and Supports While in Placement

On average, SAs spent 17 percent of Part D funds on transition services and supports across their funded facilities, and local facilities spent 29 percent.

Title I, Part D requires that all SAs receiving Subpart 1 funds reserve no less than 15 percent and no more than 30 percent of their Part D funds across their facilities for transition services and supports. There are no similar thresholds for school districts or local facilities receiving Subpart 2 funds. According to coordinators, SAs spent anywhere from less than one percent to 50 percent of their Subpart 1 funds on transition services and supports in their facility or facilities (an average of 17 percent).[27] LFP coordinators who said their facility uses Part D funds to conduct transition activities (34 percent of LFP coordinators)[28] reported spending anywhere from less than one percent up to 100 percent of Subpart 2 funds on transition (an average of 29 percent). SAs and state facilities used their transition funds predominantly for general support services for children and youth, such as personal and academic counseling and job placement (with 62 percent of transition funds) and spent the least on preplacement programs in postsecondary institutions and family support services (see Exhibit 25). LFPs most frequently supported programs specifically for youth exiting residential placement and returning to schools (57 percent of transition funds) and used the least funds for health and social services and substance abuse prevention programs (see Exhibit 26).[29]

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[27] Four SA coordinators reporting spending greater than 30 percent of their Subpart 1 funds for transition purposes, indicating they were out of compliance with statutory requirements.

[28] Although 35 percent of LFP coordinators reported using Part D, Subpart 2 funds for transition purposes, 23 of those coordinators subsequently reported spending zero percent of funds on transition and were retroactively excluded from the count of LFPs using Part D funds for transition.

[29] The transition-focused uses of Part D funds listed in the surveys varied for SAs and LFPs based primarily on differing requirements for Subpart 1 and Subpart 2 recipients in the Title I, Part D statute (e.g., ESEA § 1418(a)(1) and (2) for SAs and ESEA § 1424(1) and (2) for LFPs).

Exhibit 25.   Distribution of Part D transition-focused funds used by state agencies or state facilities for various transition activities, 2015–16
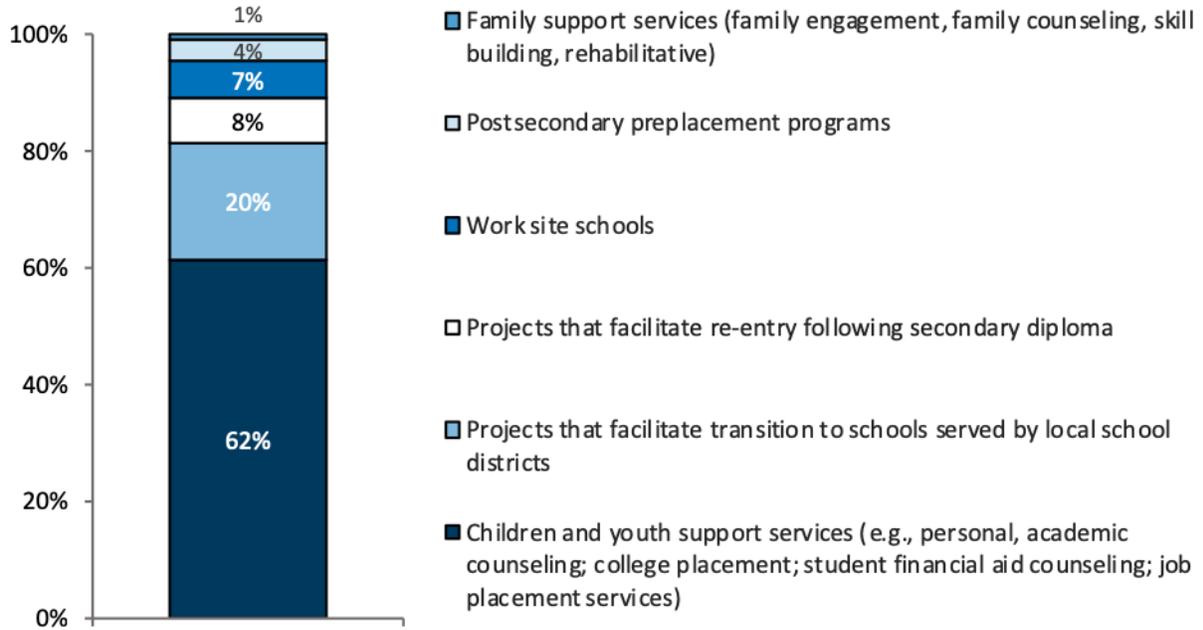
Exhibit reads: State agency (SA) coordinators reported that their funded agencies spent 62 percent of transition funds on general children and youth support services.

Sources: SA Coordinator survey, item F3 (*n* = 36).

Exhibit 26.   Distribution of Part D transition-focused funds used by local facilities for various transition activities, 2015–16
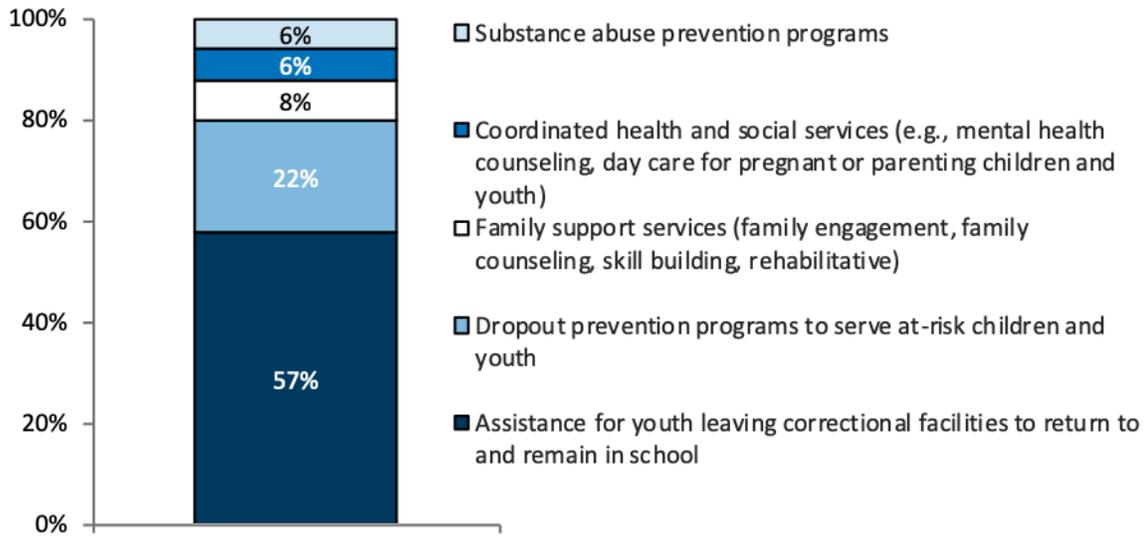
Exhibit reads: Local facility program (LFP) coordinators reported that their facilities that used Part D funds for transition activities spent 57 percent of transition funds on programs to assist youth leaving correctional facilities in returning to and remaining in school.

Note: Respondents include only those LFP coordinators who responded affirmatively to a previous question about whether they used Part D funds to support transition activities: LFP Coordinator survey, item F3 (*n* = 534).
Source: LFP Coordinator survey, item F5 (*n* = 350).

Across the case study states, state and local coordinators stated that transition planning generally began when students entered facilities and that the types of transition services varied by program and were tailored to students' needs (e.g., vocational, educational, family). Agency and facility staff

> *"Everything we do relates to transition…. That is our goal, to get [youth] thinking about their futures."*
>
> — *State agency Part D program director*

explained that initial student assessments not only helped identify students' academic, vocational, and social-emotional needs but also were used to guide individualized, transition-related activities. Many case study facilities employed dedicated full or part-time transition staff. Respondents commonly described transition as related to everything they do.

Less than 25 percent of all students entered state or local facilities with an existing transition plan; more than half had a transition plan developed while in placement.

"Thinking exit at entry" is often highlighted as an important strategy for residential facilities: Facilities plan a youth's exit from placement from the time he or she enters care (O'Rourke and Satterfield 2005). Preparing a youth for transition typically includes a formal transition plan that documents the youth's strengths, needs, and goals, both for the time in placement and after exit (Griller Clark et al. 2016). Survey respondents indicated that 15 percent of youth entering state facilities and 25 percent entering local facilities had an existing transition plan from a previous facility or placement,[30] with significantly

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[30] The study did not examine the use and quality of existing transition plans.

more youths in local facilities having existing plans than youth in state facilities. SA and LFP respondents noted that, more commonly, youths have a transition plan created upon arrival to a facility (56 percent in state facilities and 60 percent in local facilities). In addition, nearly two-thirds of youth had a transition plan, whether pre-existing or developed while in their current placement, modified while in placement (65 percent in state facilities and 54 percent in local facilities; see Exhibit 27).

Youth in state justice facilities were significantly more likely than youth in state child welfare facilities to enter care with an existing transition plan (19 percent and 15 percent, respectively) while youth in local child welfare facilities with significantly greater frequency than youth in local justice facilities entered with existing plans (38 percent and 16 percent, respectively) and had plans modified while in placement (66 percent and 53 percent, respectively; see Exhibit C-11 in Appendix C). Of some importance to note is that across case study states, local facility staff mentioned that facilities typically did not develop distinct written transition plans but, rather, included transition planning as part of students' overall education plans.

Exhibit 27.   Percentage of youth with various transition plan statuses upon arrival and while in placement in state and local facilities, 2016–17
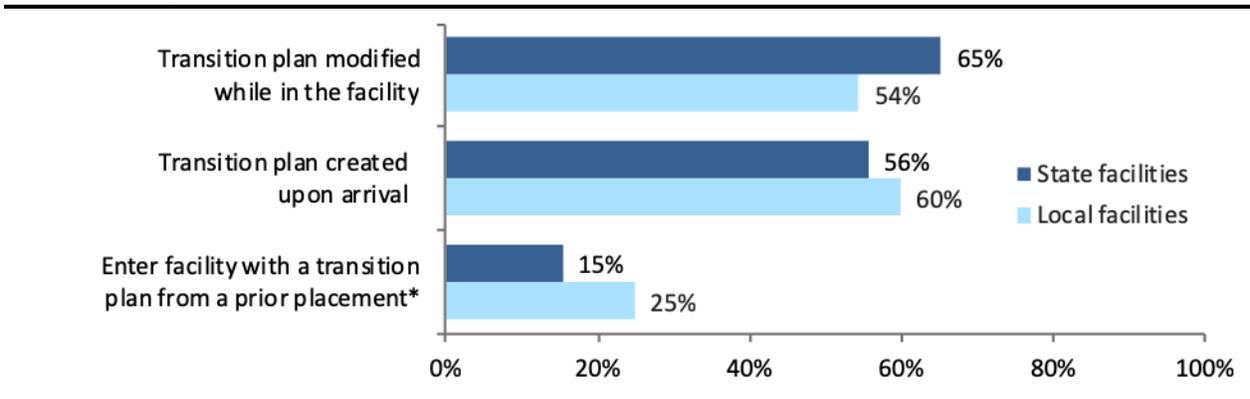
Exhibit reads: Sixty-six percent of youths in state facilities and 54 percent of youths in local facilities had a transition plan modified while in the facility.

Note: Asterisks indicate a statistically significant difference between state agency (SA) and local facility program (LFP) facilities: *$p < .05$.
Sources: SA Coordinator survey, item C32 (*n* = 53); LFP Coordinator survey, item C33 (*n* = 520).

Many SA and LFP coordinators reported youth were substantially involved in their transition planning; parents and other family members were less involved.

Youth and family involvement in transition planning are important components of a youth's successful transition back into the community (Griller Clark et al. 2016; Torrico Meruvia 2011). Family support generally is a vital preventive mechanism that supports youth resiliency and has a significant impact on the successful reentry of youth in the corrections system back to their homes and communities (Brock, Burrell, and Tulipano 2006). Many SA and LFP coordinators said youths were substantially involved in transition planning activities, including identifying their strengths and needs (72 percent and 63 percent, respectively), identifying their goals and objectives (75 percent and 63 percent, respectively), and in informing their education plans (65 percent and 46 percent, respectively). On the other hand, fewer SA and coordinators reported substantial involvement by parents and other family members (ranging from 14 percent to 16 percent in state facilities and from 18 percent to 23 percent in local facilities).

Regarding youth involvement, justice SA coordinators were significantly more likely than child welfare SA coordinators to report substantial youth involvement in informing education plans within transition planning (78 percent and 56 percent, respectively; see Exhibit C-12). Looking at parent and family involvement, child welfare SA coordinators reported parents and family members were substantially involved in identifying youths' strengths and needs (47 percent and 12 percent, respectively) and identifying goals and objectives (37 percent and 11 percent, respectively) with significantly greater frequency than justice SA coordinators. There were no significant differences between reports of substantial youth or parent and family member involvement in transition planning between justice and child welfare LFP coordinators (see Exhibit C-13).

All case study states offered examples of ways in which facilities work to engage parents, guardians, and other family members in transition planning. Though generally described as challenging, approaches range from sending letters and making phone calls before a youth's transition to hosting family-focused events around milestones (e.g., high school graduation) and involving parents, guardians, and family members in formal meetings (e.g., multidisciplinary team meetings) to plan for transition.

> **SA and LFP coordinators reported that, on average, for roughly 75 percent of youths, facilities regularly monitored transition progress during placement and assessed the completion of transition goals prior to exit.**

The majority of youths in state and local facilities were monitored regularly during placement for transition progress (77 percent and 76 percent, respectively) and assessed on fulfillment of transition goals before exit (76 percent and 72 percent, respectively). Far fewer youths were assessed on their progress in meeting transition goals after exiting state or local placement (31 percent and 30 percent, respectively; see Exhibit 28).

Youth in state justice facilities were significantly more likely than youth in state child welfare facilities to have their progress monitored (85 percent and 66 percent, respectively) and outcomes assessed while in placement (83 percent and 62 percent, respectively) and after exit (41 percent and 23 percent, respectively). There were no significant differences for youth in local justice and local child welfare facilities (see Exhibit C-14).

Exhibit 28. **Percentage of youth who had transition progress and outcomes tracked while in placement and after exiting state and local facilities, 2016–17**
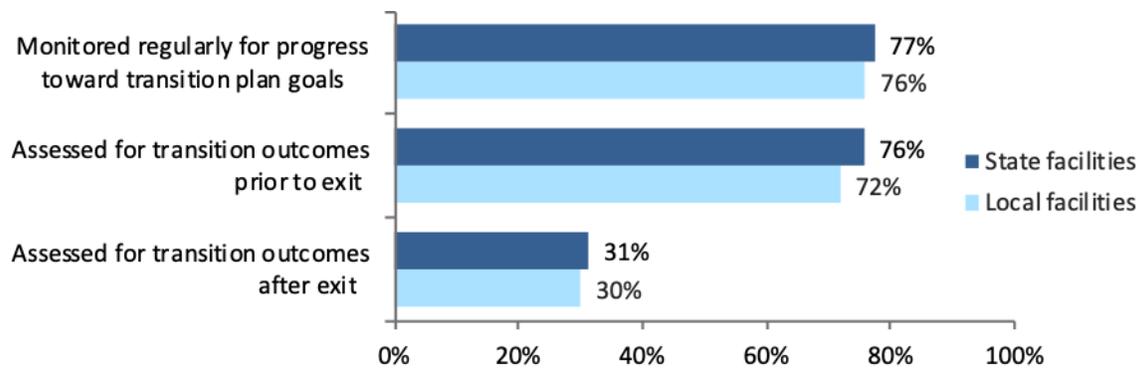

Exhibit reads: For seventy-six percent of youths in state facilities and 75 percent of youths in local facilities, progress toward meeting transition plan goals was monitored during placement.

Sources: State Agency Coordinator survey, item C32 (*n* = 53); Local Facility Program Coordinator survey, item C33 (*n* = 520).

To best prepare youths for success after exiting, and to help staff meet the needs of youths at their next placement, 77 percent of SA coordinators and 84 percent of LFP coordinators said transition plans were shared with the next placement for some or all youth. More than half of LFP coordinators (51 percent) reported that transition plans were shared with a youth's next placement at some point before the day of the youth's exit.

Local facility staff in the case study states described the development of transition portfolios or packets that document students' coursework, credits earned, certificates received, updated résumé, and activities. In some cases, staff formally transferred these portfolios or packets to the receiving school with student records. The interviewees emphasized these portfolios as important tools through which youth were engaged in transition planning, better understood their academic and career needs and aspirations, and were sharper advocates for themselves after exit.

Relationships with receiving school districts varied among the case study facilities; however, interviewees consistently described efforts to inform schools well before a youth transitions back into a school. For example, transition specialists call the local school district to alert them that the student will be returning or is participating in reentry meetings with the receiving school. Respondents stated that exchange of student records occurs at both intake and exit. Local facilities described strategies for facilitating this exchange as well as challenges and delays in receiving records and sending records to school districts. In some instances, transition staff physically delivered student records to receiving schools, whereas other programs made efforts to digitize records for exchange. Facilities in two states described shared county- or school district-level databases that facilitate exchange of student's enrollment status, grades, and other records as well as outcome tracking. The databases helped facilities verify the educational status of incoming youth and allowed the transition specialist to see if youth reenrolled in a community school after exit. One short-term facility also described using an on-line spreadsheet program, to document youth progress (e.g., positive behavior intervention data, rewards or certificates earned; CTE work started or completed) and then being able to share the data in read-only mode with counselors at receiving school districts or other transition destinations. As such, the on-line spreadsheet served as a youth's "transition portfolio."

Staff in case study states also described efforts to examine where the credits or vocational programming that youths completed or began in facilities would be best supported. In some cases, this meant transitioning students to traditional schools outside their home district, to alternative schools, or to secondary or postsecondary vocational or technical schools.

## Aftercare Services and Supports

For many agencies and facilities, the transition process does not end once a youth has exited care. Research indicates that aftercare services can help to maintain the gains that were made during residential placement and contribute to better long-term outcomes (Harder, Kalverboer, and Knorth 2011).

> **More than half of SA and LFP coordinators said their funded facilities provided some form of services to youth after exiting the facility, such as supports for continued secondary and postsecondary education and mental and behavioral health counseling.**

SA coordinators more frequently said their facilities offered some form of services or supports to youth after exiting the facility (aftercare) than did local facilities (59 percent and 51 percent, respective). Where services where offered, general education support was the most common (as reported by 59

percent of SA coordinators and 51 percent of LFP coordinators), followed by mental or behavioral health counseling (49 percent and 48 percent, respectively) and substance abuse counseling (48 percent and 32 percent, respectively; see Exhibit 29). SA coordinators were significantly more likely than LFP coordinators to report offering the less common supports of substance abuse counseling, CTE support, job training, and financial support.

Exhibit 29.   Percentage of state agency coordinators and local facility program coordinators reporting their facilities offered various aftercare services to youth who exited placement, 2016–17
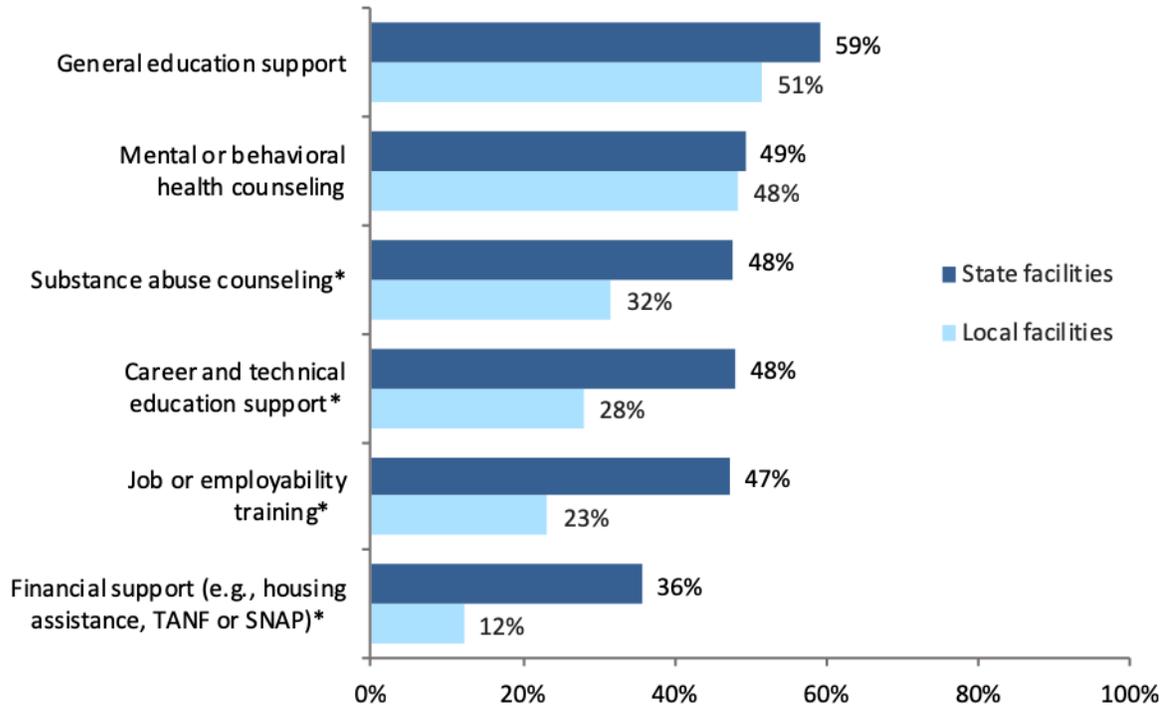
Exhibit reads: Sixty-two percent of state agency (SA) coordinators and 52 percent of local facility program (LFP) coordinators reported their facilities provided general education support as an aftercare support.

Note: TANF = Temporary Assistance for Needy Families; SNAP = Supplemental Nutrition Assistance Program. Asterisks indicate a statistically significant difference between SA and LFP facilities: *p < .05.
Sources: SA Coordinator survey, item C39 (*n* = 60); LFP Coordinator survey, item C40 (*n* = 538).

For state facilities, justice SA coordinators were significantly more likely than child welfare SA coordinators to report their facilities providing the full range of aftercare services, with the exception of job and employability training and general education support, with the latter more frequently reported by child welfare SAs. On the other hand, justice LFP coordinators reported with significantly greater frequency than child welfare LFP coordinators providing general education aftercare support (63 percent and 42 percent, respectively; see Exhibit C-15).

When aftercare services were offered, they typically were offered for less than two months.

Research shows that how quickly youth reconnect to school and community after exiting placement and how long they stay connected to school or work have a direct effect on whether they return to residential care (Bullis and Yovanoff 2006). More than half of SA coordinators (55 percent) and nearly two-thirds of LFP coordinators (65 percent) reported that their facilities that offered aftercare services did so for less than two months, whereas less than one-quarter of responding SA and LFP coordinators said facilities offered services for six months or more (23 percent and 17 percent, respectively).[31] There was no significant difference between SA and LFP respondents (see Exhibit 30).

The difference between justice and child welfare coordinators varied within both the state and local levels. For example, justice SAs were significantly more likely to report their facilities offered aftercare for less than two months (57 percent and 44 percent, respectively), while child welfare SAs reported with significantly greater frequency than justice SAs that facilities provided aftercare for at least six months (17 percent and 7 percent, respectively). Among LFP coordinators, those in justice facilities reported with significantly greater frequency than those in child welfare facilities providing aftercare for at least six months (10 percent and 2 percent, respectively) while child welfare LFPs were significantly more likely than justice LFPs to provide aftercare for eight months or more (15 percent and 8 percent, respectively; see Exhibit C-16).

Exhibit 30.   **Percentage of state agency and local facility program coordinators reporting various durations of aftercare service provided to youth who exited facilities, 2016–17**
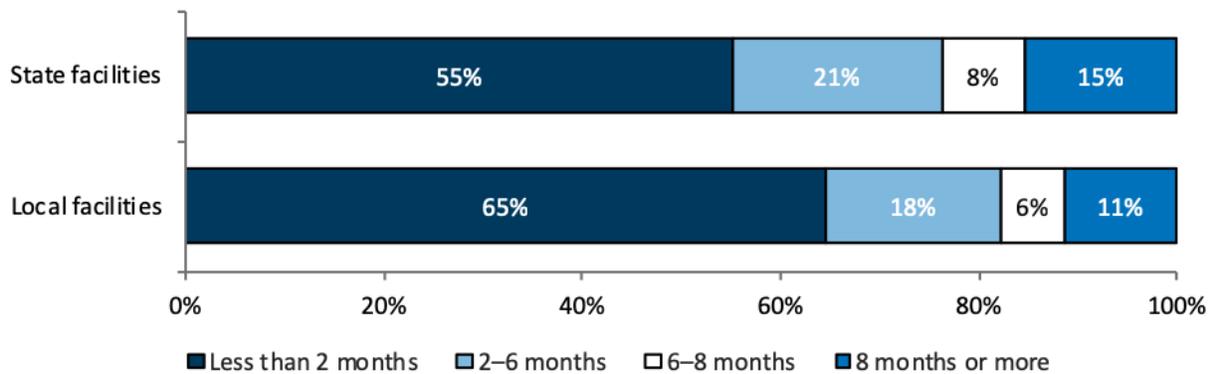
Exhibit reads: Fifty-five percent of state agency (SA) coordinators and 65 percent of local facility program (LFP) coordinators reported that their facilities provided aftercare services to youth for less than two months after exiting placement.

Sources: SA Coordinator survey, item C38 (*n* = 54); LFP Coordinator survey, item C39 (*n* = 497).

Among the case study states, interviewees less frequently discussed providing formal aftercare programming. For example, staff at only two local facilities in different states described formalized programming and support provided to youth for an established period of time after exit. In one facility,

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[31] Neither the Title I, Part D statute nor regulations include any requirements as to the duration — minimum or maximum — of any aftercare services or supports using Part D funds.

youths are asked to sign a document on their release that allows the aftercare coordinator to establish a "continuing care plan" and contact the youth and their caseworkers periodically during the first six months post-exit. The follow up contact included a variety of actions, depending on the youth, including checking to see if the student was enrolled in school or vocational training or was employed (if such data were not otherwise available), ensuring that any student records or transition portfolios ended up where they needed to be, and providing support and encouragement. The aftercare coordinator said that about 90 percent of youths signed the release, making access to students after exit much easier as compared to those sites that relied on informal follow-up alone. In another state, one facility developed a community-based aftercare program in which aftercare staff become involved with the youth 45 days before exit and stay connected for three to six months after exit to facilitate continuity throughout the transition phase.

In most facilities across the case study states, providing aftercare and following up with youth post-exit were described as challenges. Many facility staff across the states discussed relying on collaboration from child protective services or probation agencies to access information about former students.

Local facility staff in case study states described many informal strategies they use to continue to support youth after exit. Strategies included offering booklets containing information on community resources, providing business cards with staff contact information, periodically sending emails and making phone calls to youth, following up with probation officers, and maintaining an "open-door policy" for youth to reach out to staff as needed. Interview participants commonly described these efforts as strategies to address the challenges of providing formal aftercare programs with limited resources.

Nearly two-thirds of SA and LFP coordinators said their facilities collaborated with external partners to support youth transition. Local facilities more frequently collaborated with community schools and districts than did state facilities.

Successful transition is rarely accomplished solely by the justice and child welfare facilities in which youth reside. Rather, cooperation across child-serving agencies increases a youth's chances of successfully transitioning by leveraging resources and eliminating service gaps and redundancies (Gonsoulin and Read 2011). As many as 80 percent of SA coordinators and as many as 88 percent of LFP coordinators indicated that facilities collaborated very closely or somewhat closely with their external partners. Whereas state facilities were most likely to collaborate with physical, mental, and behavioral health services (as reported by 80 percent of SA coordinators), local facilities were significantly more likely to partner with community schools and school districts (88 percent of LFP coordinators) and with social services or child and family services providers (87 percent). Both SA and LFP coordinators, for both justice and child welfare facilities, identified employers as the partners with whom facilities coordinated the least (see Exhibit 31).

While there were no significant differences between SA justice and child welfare coordinators, justice LFPs were significantly more likely than child welfare LFPs to report close collaboration with justice and law enforcement (87 percent and 66 percent, respectively), and child welfare LFPs reported with significantly greater frequency than justice LFPs collaborating closely with social and child and family services (96 percent and 83 percent, respectively; see Exhibit C-17).

Exhibit 31.   Percentage of state agency coordinators and local facility program coordinators reporting their facilities collaborated with various external partners to support youth transition, 2016–17

Percentage of coordinators who reported that facilities collaborated somewhat closely with each external partner

Partner	State facilities	Local facilities
Health services (including mental and behavioral)	80%	82%
Justice and law enforcement	76%	81%
Workforce development (e.g., job training/placement)	72%	49%
Community-based organizations	70%	72%
Social services or child and family services*	63%	87%
Community schools and school districts*	60%	88%
Employers	45%	35%

Exhibit reads: Eighty percent of state agency (SA) coordinators and 82 percent of local facility program (LFP) coordinators reported that their facilities collaborated very closely or somewhat closely with external health services in support of youth transition.

Note: Asterisks indicate a statistically significant difference between SA and LFP facilities: *p < .05.
Sources: SA Coordinator survey, item C36 (*n* = 63); LFP Coordinator survey, item C36 (*n* = 542).

Case study facility administrators and staff described efforts to link youths to employment opportunities and community-based services. These opportunities and services included vocational programming, counseling, substance use recovery services, and services focused on assisting ex-offenders. In each of these examples, administrators and staff described forging relationships with other agencies and community organizations to provide information to youth or to make formal referrals or facilitate enrollment before a youth's exit. One SA shared the example of an existing partnership with large contracting companies that agreed to consider some of their youth for employment after release on the basis of certain criteria. When youth met those criteria, the transition staff directly connected them to the employer before their exit.

> *"When schools see 'residential facility' coming in on the paper, they don't think the kid is ready to come back to their school full time. So, the biggest barrier is not having support from the receiving school — not giving my [youth] a fair chance to be successful, even after they have demonstrated success here."*
>
> *— Local facility principal*

Facilities across the case study states described general challenges to transition, the most common of which were the transient nature of the population served and resource constraints at the facility level. In discussing challenges to transitioning youth, staff expressed concern that home districts often "stigmatize" this population (e.g., as bad kids or troublemakers) and that districts sometimes are not welcoming or amenable to youth returning. Other challenges included determining how to plan for transition when a youth's length of stay is unknown or out of the control of facility staff (e.g., determined solely by another agency, such as child protective services). Facility staff also described challenges to ensuring that credits that youth earned are transferrable to a school or district. Solutions to some of these challenges from the case study states are discussed in Chapter 5, on assessing educational outcomes of youth served by Part D.

Chapter 4 Summary

The study findings in this chapter show that, on average, SAs spent 17 percent of Subpart 1 funds on transition services and supports across their funded facilities and local facilities spent 29 percent of Subpart 2 funds on these services and supports. Whereas SAs used their transition funds largely for general supports to children and youth, such as personal and academic counseling and job placement, LFPs most frequently supported programs specifically for youth exiting residential placement and returning to schools. More than half of students had transition plans at some point during placement, and more than half of SA and local facility coordinators said youth were substantially involved in informing and creating those plans. Approximately three-quarters of youth in state and local facilities were monitored for progress toward and achievement of transition goals while in placement, and most facilities shared transition plans with youths' next placements.

The majority of SA coordinators and more than half of LFP coordinators reported that, once youth exited placement, their facilities provided some form of aftercare services, though typically for less than two months after a youth's exit. Among facilities that provided aftercare services, the most common were general education support, mental health counseling, and substance abuse counseling. Most facilities collaborated with external partners to support transition, with state facilities partnering most closely with health services providers and justice and law enforcement and local facilities working most closely with community districts and schools and social services or family services providers.

Chapter 5. Assessing Educational Outcomes of Youth Served by Part D

Monitoring students' educational and related progress and outcomes is not only important for assessing how well students are doing (or not doing) but also for helping program administrators and staff evaluate the effectiveness of programming and make more informed decisions about instruction and support practices (Safer and Fleischman 2005). SEAs receiving Part D funds are required to collect and report data on the progress and outcomes of students served through Part D within their state and local facilities for the annual Consolidated State Performance Report and the Department's ED*Facts* initiative. These data include student demographic information, special education and EL status, performance on reading and mathematics pretests and post-tests,[32] and educational and vocational outcomes. However, given the supplemental purpose of Part D funds, these data do not directly demonstrate the impact of Part D funds within facilities. Nonetheless, the data are an important component of understanding the needs of youth entering facilities, measuring youths' progress while engaged in programming and supports, and informing youths' subsequent academic and career and technical paths once back in the community.

This chapter includes findings related to how Part D-funded programs assessed youths' educational and related progress and outcomes, if and how programs used data, and challenges that facilities face in tracking outcomes for youth after exiting care.

Measuring Academic Progress and Outcomes While in Placement

Nearly all state and local facilities measured students' education outcomes through formal and informal assessments and course grades and credits while youth were in placement.

Ninety-four percent of SA coordinators and 88 percent of LFP coordinators said facilities assessed student education outcomes. The SA and LFP coordinators with facilities that measured outcomes most frequently reported using informal assessments — content-driven and performance-driven, rather than data-driven, measures — as reported by 95 percent and 96 percent of coordinators, respectively). These were followed by standardized formative assessments (93 percent and 90 percent, respectively) and standardized summative assessments (84 percent and 85 percent, respectively). Compared with SA coordinators, significantly more LFP coordinators reported that their facilities assessed outcomes using course grades (92 percent and 76 percent, respectively) and course credits (89 percent and 73 percent, respectively; Exhibit 32).

When looking at response differences between justice and child welfare coordinators with facilities that tracked education outcomes, both justice SA coordinators and justice LFP coordinators were significantly more likely than child welfare SA and LFP coordinators to report that facilities used informal assessments to measure youths' educational outcomes while in placement (97 percent and 90 percent for SAs, respectively; 100 percent and 95 percent for LFPs, respectively; see Exhibit C-18 in Appendix C).

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[32] This is required only for students who reside in facilities that receive Part D funds for 90 days or longer.

Exhibit 32. Percentage of state agency and local facility program coordinators reporting their facilities used various methods to measure youths' educational outcomes while in placement, 2016–17
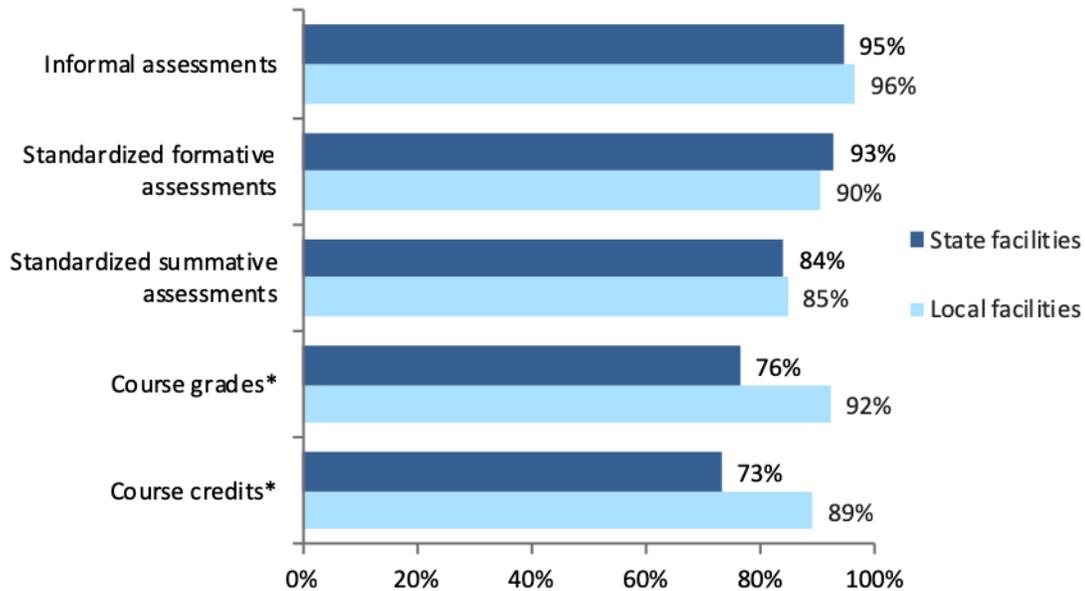
Exhibit reads: Of those facilities that measured youths' educational outcomes while in placement, 96 percent of both state agency (SA) and local facility program (LFP) coordinators reported their facilities used informal assessments.

Note: Respondents include only those coordinators who responded affirmatively to a previous question about whether they assessed youths' educational outcomes while in placement: SA Coordinator survey, item E1 (*n* = 64) and LFP Coordinator survey, item E2 (*n* = 553). Asterisks indicate a statistically significant difference between SA and LFP facilities: *p < .05.
Sources: SA Coordinator survey, item E2 (*n* = 61); LFP Coordinator survey, item E3 (*n* = 466).

Also, 44 percent of SA coordinators reported that facilities measured outcomes for one or more specific subpopulation of students.[33] Among those SA coordinators with facilities that measured outcomes for specific student subpopulations, the most commonly reported student group was youth with disabilities (93 percent), followed by tracking by gender (78 percent), for ELs (76 percent), and for black students (76 percent). When all LFP coordinators were asked if their facilities measured outcomes for any of the student subpopulations listed, they most frequently reported tracking outcomes specifically for students with disabilities (79 percent), followed by black students (63 percent), Hispanic/Latino students (61 percent), and by gender (60 percent).

Many local facilities in case study states reported that most youth resided in the facility for a few days or weeks at most. Consequently, these facilities usually were able to assess youth only upon entry, but not again before exit, making any evaluation of progress or outcomes impossible.

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[33] LFP coordinators were not asked a screening question about whether or not they measured outcomes for specific student subpopulations.

Tracking Long-Term Outcomes After Exit

Nearly two-thirds of SA coordinators and more than half of LFP coordinators said it was very difficult for facilities to track outcomes for students after exiting. Roughly half of SA and LFP coordinators said facilities could not track any students after exit.

Nearly two-thirds of all SA coordinators (66 percent) and more than half of all LFP coordinators (51 percent) reported that it was very difficult for their facilities to track outcomes for youth who exited placement, while less than 10 percent of both SA and LFP coordinators said it was not very difficult (Exhibit 33). Additionally, 58 percent of all SA coordinators and 47 percent of all LFP coordinators said their facilities were unable to track outcomes for any youth once they exited placement.

There were no significant differences between justice and child welfare coordinators' reported difficulty for facilities to track outcomes of youth who exited placement (see Exhibit C-19), but significantly fewer child welfare coordinators than justice coordinators at both the state and local levels said facilities could track outcomes for some or all youth after exit (37 percent and 47 percent for SAs, respectively; 39 percent and 62 percent for LFPs, respectively; see Exhibit C-20).

Exhibit 33.   Percentage of state agency and local facility program coordinators reporting various degrees of difficulty for facilities in tracking outcomes for youth who exited placement, 2016–17
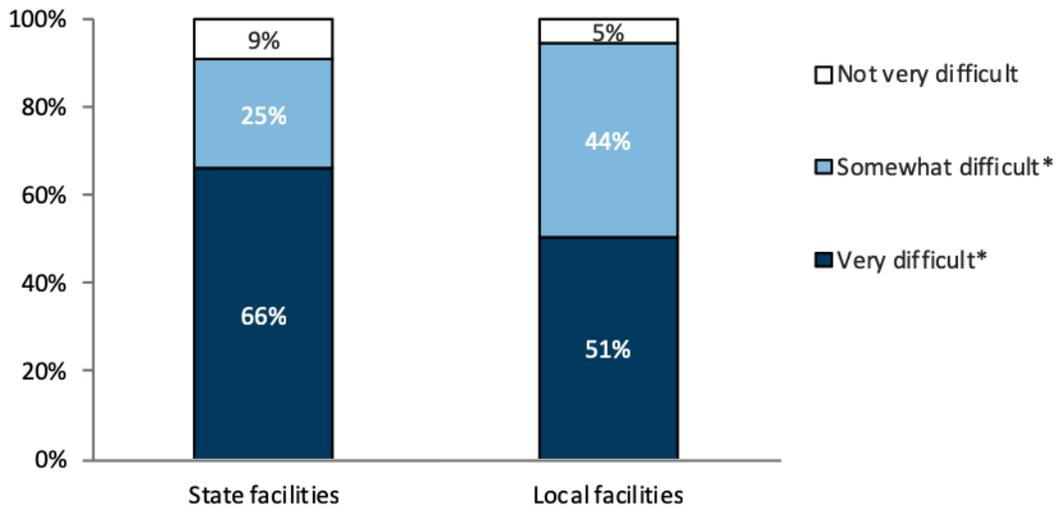
Exhibit reads: Sixty-six percent of SA coordinators and 51 percent of LFP coordinators reported that tracking outcomes for youth who exited placement was very difficult for their funded facilities.

Note: Asterisks indicate a statistically significant difference between SA and LFP facilities: *p > .05.
Sources: SA Coordinator survey, item C40 (*n* = 62); LFP Coordinator survey, item C41 (*n* = 547).

The most common challenges for state and local facilities in tracking student outcomes after exit were a lack of cooperation from youths' post-exit placements; a lack of staff, funding, or other resources; and a lack of or disconnected student information systems.

Facilities for neglected or delinquent youth face many structural and legal obstacles when tracking what happens to youth after they exit placement. SA coordinators were significantly more likely than LFP coordinators to report that a lack of willingness or cooperation from youths' post-exit placements was a major or moderate challenge for their facilities (84 percent and 66 percent, respectively), as they were for a lack of staff, funding, or other resources dedicated to tracking these outcomes (82 percent and 72 percent, respectively), and a lack of student information systems (75 percent and 65 percent, respectively). Privacy concerns and regulations were less of a challenge, significantly so for local facilities (see Exhibit 34).

Child welfare SA coordinators were significantly more likely than justice coordinators to report major or moderate challenges across all areas, with the exception of state laws and regulations and a lack of facility staff, funding, or other resources, particularly disconnected or siloed student information systems (90 percent of child welfare SA coordinators compared to 74 percent of justice SA coordinators). There were no significant differences between justice and child welfare LFP responses (see Exhibit C-21).

Exhibit 34. **Percentage of state agency and local facility program coordinators reporting that facilities faced various challenges in tracking outcomes for youth who exited placement, 2016–17**
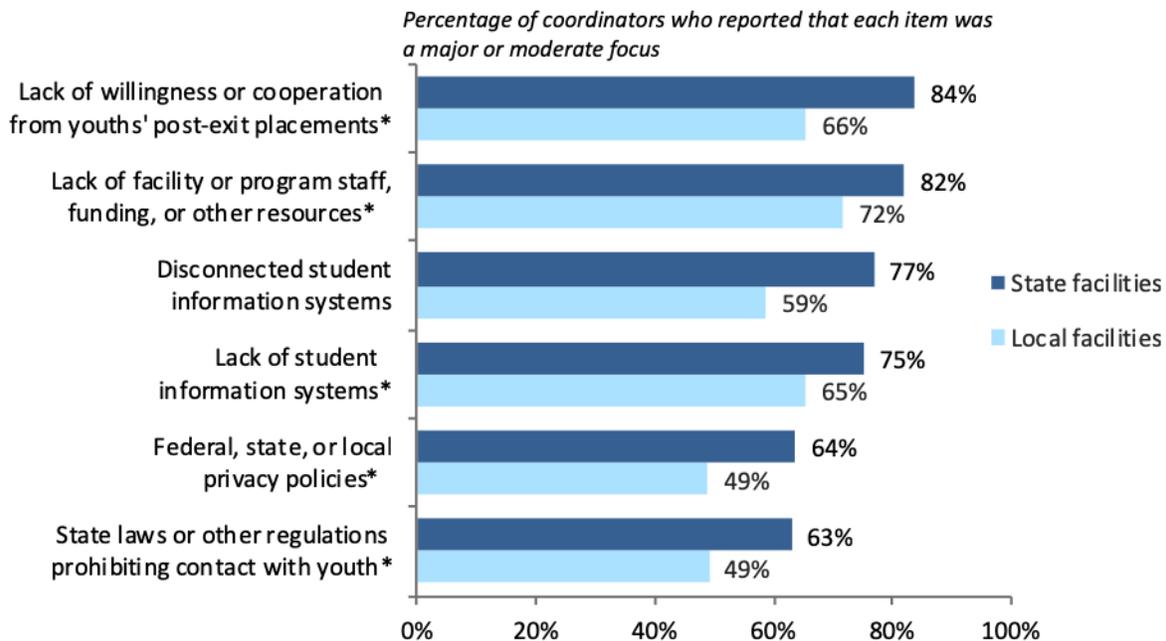
Exhibit reads: Eighty-four percent of state agency (SA) coordinators and 66 percent of local facility program (LFP) coordinators reported that a lack of willingness or cooperation from a youth's post-exit placement was a major or moderate challenge in tracking outcomes for youth who exited their funded facilities.

Note: Asterisks indicate a statistically significant difference between SA and LFP facilities: *p < .05.
Sources: SA Coordinator survey, item C41 (*n* = 63); LFP Coordinator survey, item C42 (*n* = 529).

Some local facilities in case study states explained that transition specialists informally track long-term students after they leave the facility and therefore have anecdotal information on education and labor outcomes (e.g., high school graduation, employment) of some of the youths. Local facilities described some of the informal approaches, including directly following up with the youth or family members as well as asking parole officers or child welfare case workers how youths were doing.

Case study facilities discussed some of their solutions to overcoming challenges to tracking students after exit. For example, in one facility, youth were asked to sign follow-up release forms so that staff were then able to track retention, graduation, and school dropouts. Other facilities shared that, for youth who exited detention settings, relationships with probation agencies was a commonly discussed means through which facilities continued to access information about their former students. One SA used the SEA's student information database to track high school equivalency credential attainment and employment outcomes for youth who left a facility.

In one case study state, an SEA coordinator described instituting a centralized database across Subpart 1 and Subpart 2 for all the juvenile justice department sites, in which staff can search by student's name, birth date, or school identifiable number, as well as see a youth's assessment history. Two of the case study states described having state education-level databases to which subgrantees have access. These systems facilitate access to information such as students' grades and enrollment histories.

In a different case study state, a school district representative described how the district formalized interagency relationships to better track youth after exit by instituting memoranda of understanding (MOUs). The district described how using the MOUs with child protective services and juvenile probation agencies helped them overcome barriers to information sharing. Whereas prior to the MOUs, the school district provided a wealth of information on its students to probation officers and case workers but did not receive needed information due to confidentiality policies, after the MOUs, information flowed in both directions.

> **Both state and local facilities often tracked high school equivalency credentials earned and high school graduation rates. Whereas state facilities most frequently tracked employment, local facilities most often tracked high school credits.**

For those facilities that were able to track outcomes after youth exited placement, there were some differences in which outcomes were most frequently tracked at the state and local levels. For state facilities that could track outcomes, high school equivalency credentials earned (reported by 68 percent of SA coordinators)[34] was the predominant outcome tracked, followed by employment and other labor market outcomes (65 percent), high school graduation rates and diplomas awarded (63 percent), and postsecondary acceptance and enrollment (61 percent). Looking at local facilities that could track outcomes, high school graduation rates and diplomas and high school equivalency credentials earned were also frequently tracked (reported by 74 percent and 69 percent of LFP coordinators, respectively), but not as frequently as high school course credits awarded (76 percent; see Exhibit 35).

There were significant differences in coordinator responses by agency and facility type. For example, while child welfare SA coordinators more frequently than justice SA coordinators said their facilities

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[34] The surveys were administered before full implementation of ESSA, which emphasizes youth receiving a regular high school diploma.

tracked many of the outcomes, justice SA coordinators were significantly more likely than child welfare SA coordinators to report that their facilities tracked postsecondary education dropout or incompletion rates (30 percent and 0 percent, respectively). Among LFPs, postsecondary acceptance and enrollment rates (64 percent and 37 percent, respectively) and employment and other labor market outcomes (57 percent and 30 percent, respectively) were the only outcome that child welfare coordinators reported tracking with significantly greater frequency than justice coordinators (see Exhibit C-22).

Exhibit 35.   Percentage of state agency and local facility program coordinators reporting their facilities tracked various, long-term, education-related outcomes for youth who exited placement, 2016–17
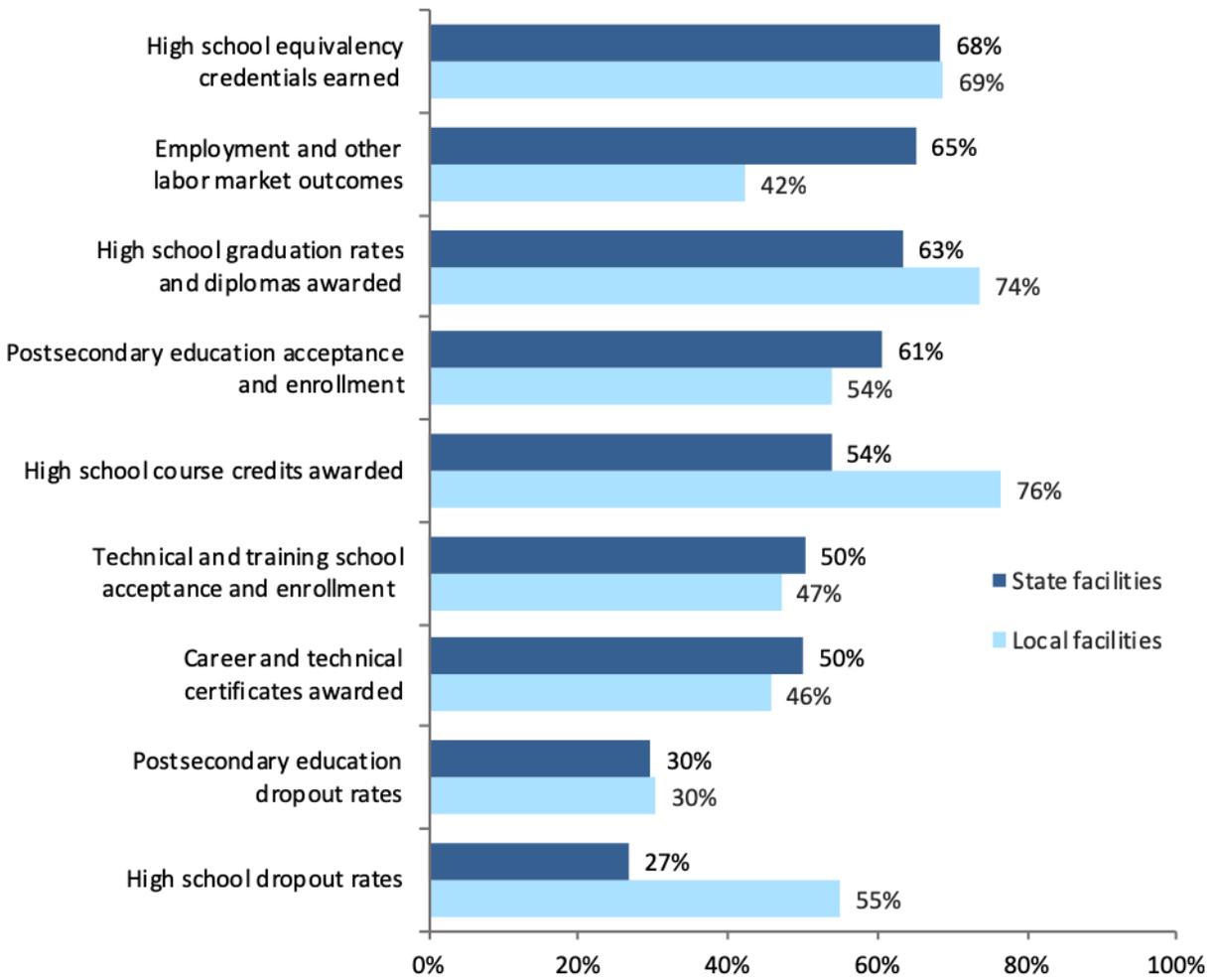
Exhibit reads: For those who could track youth outcomes after exit, 68 percent of SA coordinators and 69 percent of LFP coordinators reported their facilities tracked high school equivalency credentials earned by youths who exited placement.

Note: Respondents include only those coordinators who responded affirmatively to a previous question about whether they could track long-term outcomes for students after exiting placement: SA Coordinator survey, item E4 (*n* = 64) and LFP Coordinator survey, item E5 (*n* = 553). Sources: SA Coordinator survey, item E5 (*n* = 29); LFP Coordinator survey, item E6 (*n* = 274).

Using Student Progress and Outcome Data

More than 75 percent of SEA coordinators reported having a formal process for their Subpart 1 and Subpart 2 subgrantees to monitor program progress toward educational and related goals. Seventy percent of SA coordinators and 49 percent of school district coordinators reported the same for their funded facilities.

Knowing whether or not agencies and facilities collect data on students' academic and related progress and outcomes is important, but this does not tell the whole story. The study also sought information on whether agencies and facilities used the data they collected and, if so, how.

More than three-quarters of SEA coordinators (77 percent) and more than two-thirds of SA coordinators (68 percent) said their agency has a formal process to monitor the Part D programs' progress toward achieving statewide or agencywide educational and related goals (e.g., a continuous quality improvement process). Although roughly half of district coordinators reported the same (51 percent), 79 percent of LFP coordinators said the district from which they receive funds requires their facility to implement *its own* program monitoring and/or improvement process. Relatedly, the majority of SA coordinators who have a program improvement process reported that their agency often used process data and outcome data to monitor program fidelity (57 percent and 72 percent respectively) and to identify areas for program improvement (58 percent and 67 percent, respectively).[35]

Chapter 5 Summary

The study findings in this chapter show that nearly all state and local facilities measured students' educational outcomes, using formal and informal assessments and course grades and credits while youth were in placement. However, most SA and LFP coordinators said it was very difficult for their facilities to track outcomes after youth exited placement. In fact, about half of all SA and LFP coordinators reported that their facilities were unable to collect outcomes for any youth post-exit. The most commonly reported challenges to tracking student outcomes after release included lack of willingness or cooperation from youths' post-exit placements; a shortage of staff, funding, or other resources available for tracking student outcomes after exit; and a lack of or disconnected student information systems. For state facilities that were able to track youth outcomes post-exit, the most frequently tracked outcome was high school equivalency credentials earned, followed by employment and other labor market outcomes, high school graduation rates and diplomas awarded, and postsecondary acceptance and enrollment. Local facilities also tracked high school graduation rates and diplomas but more frequently tracked high school course credits awarded. Local facilities were also more than twice as likely as state facilities to track high school dropout rates. When it comes to using student outcome data, nearly three-quarters of SA coordinators and the majority of LFP coordinators indicated their facilities had a formal process to monitor Part D programs' progress toward achieving statewide or agencywide educational and related goals (e.g., a continuous quality improvement process).

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[35] Questions around use of process and outcome data by LFPs was asked of *all* LFP coordinators, not just those with formal program monitoring or improvement processes, making a comparison to SAs inappropriate.

Conclusion

The tens of thousands of children and youth residing in juvenile detention and correctional facilities and child welfare group homes on any given day represent a uniquely vulnerable student population — one at risk of academic failure, decreased rates of secondary and postsecondary education completion, and diminished opportunities for meaningful employment. Many of these young people have histories of negative educational experiences, high rates of mobility and disconnection, and exposure to childhood and ongoing trauma. In addition, their placement in residential institutions further increases the complexity of their educational and related needs.

This study showed that, in support of meeting these youths' needs, state and local justice and child welfare facilities use Title I, Part D allocations — a relatively small percentage of their overall education funding — alongside other federal, state, and local education funds to administer those funds and to provide supplemental services and supports to youth in their care. With funding almost entirely allocated by formula, the declining numbers of neglected or delinquent youth in residential placement have led to roughly half of grantees experiencing a decrease in funding within the last three years. Within facilities, funds were predominantly used for personnel costs, in support of core instructional teachers and supplemental teachers and counselors. Many facilities experienced shortages of qualified instructional and support staff, and roughly a third of facilities faced challenges employing teachers within their credentialed content areas. However, roughly half of SA coordinators and less than 40 percent of LFP coordinators reported offering any incentives for hiring or retaining staff in facilities for neglected or delinquent youth.

To improve students' academic outcomes, state and local facilities prioritized individualized instruction informed by student achievement data and implementing evidence-based practices in mathematics and in reading and English language arts. In addition, nearly all SAs and roughly half of LFPs said their facilities offered CTE across a wide range of career pathways. With respect to students with disabilities and ELs, most facilities screened for special education needs, and many facilities assessed youths' English proficiency. Nearly all facilities serving students with disabilities and ELs used a range of services provided by both general and special education teachers to meet these students' needs. State and local facilities also prioritized, to differing extents, social and emotional learning and student behavior management.

With an eye toward preparing youth to exit residential care, SAs and local facilities spent, on average, between 17 percent and 29 percent of their Part D budgets, respectively, on transition-related services and supports. These services and supports ranged from general supports for youth to programs specifically for youth exiting residential placement and returning to schools. While less than 25 percent of youth entered secure care with an existing transition plan, more than half of youth had transition plans created or modified at some point during placement, with substantial youth involvement in many facilities but little family involvement in informing the plans. Most youth were monitored for progress toward and achievement of transition goals while in placement, and most facilities shared transition plans with each youth's next placement. Once youth exited placement, the majority of state facilities and more than half of local facilities provided some form of aftercare services, although typically for less than two months after a youth's exit. Most state and local coordinators reported collaborating with external partners to support transition, with state facilities working most closely with health services providers and justice and law enforcement, and local facilities partnering most closely with community districts and schools and with social services or family services providers.

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Nearly all state and local facilities measured students' educational progress and outcomes through formal and informal assessments and through course grades and credits, including specifically for youth subpopulations (e.g., by gender, race/ethnicity, youth with disabilities) while youth were in placement. However, both state and local facilities experienced challenges in tracking the long-term outcomes of youth after they exited the facilities. The biggest challenges they faced were a lack of willingness or cooperation from youths' post-exit placements; a shortage of staff, funding, or other resources available for tracking student outcomes after exit; and a lack of or disconnected student information systems. For those facilities that could track outcomes, most focused on high school graduation and dropout rates and on high school equivalency credentials earned, as well as on postsecondary education acceptance and enrollment and on employment and other labor market outcomes.

Despite Part D funds representing less than 10 percent of SA education budgets and less than 20 percent of LFP education budgets, the agencies and facilities that serve youth who are neglected or delinquent generally indicated that the funds enabled them to directly support and complement a wide range of academic instruction, supports, and strategies aimed at meeting youths' unique needs and preparing them for success after exiting care. Nevertheless, state and local facilities faced substantial challenges in serving this student population, including a shortage of instructional and support staff and a shortage of staff teaching in their credentialed areas; insufficient resources and technological infrastructure to track students as they move into, between, and out of facilities; and the means to support students post-exit for the length of time that has been shown to foster more positive, long-term results.

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