

Program for the Education of Children and Youth Who Are Neglected, Delinquent, or At Risk of Educational Failure (Title I, Part D)

Annual Program Performance Report School Year 2006–07



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Title I, Part D, of the No Child Left Behind Act of 2001

Section 1401 of the No Child Left Behind Act states that the purpose of Title I, Part D, is

- (1) to improve educational services for neglected or delinquent children and youth so that such children and youth have the opportunity to meet the same challenging State academic content standards and challenging State student academic achievement standards that all children in the State are expected to meet;
- (2) to provide such children and youth with the services needed to make a successful transition from institutionalization to further schooling or employment; and
- (3) to prevent at-risk youth from dropping out of school, and to provide dropouts, and children and youth returning from correctional facilities or institutions for neglected or delinquent children and youth, with a support system to ensure their continued education.

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Contributors to this report included Stephanie Lampron, Sarah Bardack, Mariesa Cash, Dory Seidel, and Lou Danielson, along with other staff of NDTAC.

Special gratitude is given to the Title I, Part D, Program Manager, John McLaughlin, who continuously strives to improve the program's national evaluation efforts and emphasizes the importance of providing high-quality educational services for students who are neglected, delinquent, or at risk of educational failure.

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Executive Summary

Title I, Part D, of the No Child Left Behind Act of 2001 (NCLB)—also known as The Prevention and Intervention Programs for Children and Youth Who Are Neglected, Delinquent, or At Risk—provides financial assistance to States for educational programs for youth who are educated within the justice and child welfare systems, as well as youth at risk of contact with those systems. This report summarizes results from the third accountability data collection and reporting for Title I, Part D, programs. The report presents data submitted by all 50 States, the District of Columbia, and Puerto Rico.

In school year (SY) 2006–07, Title I, Part D, served more than 485,000 students by providing funding to supplement and assist education programs in the amount of \$151,152,609 to State education agencies (SEAs) and local education agencies (LEAs). Students served by Part D were enrolled in a variety of programs and institutional settings. Programs for students in juvenile detention and juvenile correctional facilities were the most common. Additional students participated through adult correctional facilities or through facilities or programs that served youth who are neglected (e.g., group homes) or are at risk of dropping out.

The information presented in the report suggests that the Part D program is meeting its goals and established purposes by helping to (1) improve educational services for children and youth who are neglected or delinquent (N or D) so that they have the opportunity to meet challenging academic achievement standards, (2) provide children and youth with services so that they can successfully transition from programs back into their schools and communities, and (3) prevent youth from dropping out of school and provide support systems for youth who have dropped out and for youth returning from correctional facilities.

The reported data show that substantial numbers of youth are improving their performance in core academic subject areas, while also earning course credits and diplomas. States also reported positive outcomes in the area of transition, as well as for students who were identified as “at risk.” Specifically,

- ❖ Nearly 43 percent of students earned one or more high school credits,
- ❖ Over 8 percent enrolled in General Educational Development (GED) programs,
- ❖ Approximately 6 percent earned a high school diploma or equivalent,
- ❖ Almost one-third of students returned to their local district schools upon exit, and
- ❖ About 70 percent of long-term students showed improvement on reading and mathematics performance tests.

These results and related information continue to play an important role in Federal assessments of the program’s effectiveness. In the most recent Performance Report, the program demonstrated improvement in two of its five performance targets under the Government Performance and Results Act (GPRA).

The quality of the data presented in this report is greatly improved over the program’s first report from SY 2004–05. States provided considerably more complete and reliable data than in the past. The U.S. Department of Education (ED) continues to support States as they further improve the quality of their reported data and use those data to improve programming for students who are N or D.

Introduction to the Report

Title I, Part D, of the No Child Left Behind Act of 2001 (NCLB)—also known as The Prevention and Intervention Programs for Children and Youth Who Are Neglected, Delinquent, or At Risk—is administered by the Office of Student Achievement and School Accountability Programs (SASA), within the U.S. Department of Education’s (ED’s) Office of Elementary and Secondary Education. Title I, Part D, provides financial assistance to educational programs for children and youth who are “neglected,” “delinquent,” or “at risk”¹ (N or D) through two separate programs.

1) **The State Agency Program** (Title I, Part D, Subpart 1) was originally authorized in 1966 and serves youth in State-operated institutions or community day programs.

2) **The Local Agency Program** (Title I, Part D, Subpart 2) was originally authorized in 1994 and supports school district programs that collaborate with locally operated correctional facilities and programs for youth who are N or D.

The shared purposes of both programs under Title I, Part D, are to

- Improve educational services for children and youth who are N or D so that they have the opportunity to meet challenging State academic content and achievement standards,
- Provide children and youth who are N or D with services so that they can successfully transition from institutionalization to further schooling or employment, and
- Prevent youth from dropping out of school and provide youth who have dropped out and youth returning from correctional facilities with a support system to ensure their continued education.²

This report summarizes results from the third comprehensive accountability data collection and reporting for Title I, Part D, programs, which reflects SY 2006-07. The report highlights data submitted by all 50 States, the District of Columbia, and Puerto Rico regarding the programs operated and students served with Part D funding, including data on the outcomes and academic performance of the program’s students.

The first section of the report presents an overview of Title I, Part D, with basic demographic information about participants, and outcome and performance data as they relate to the program’s statutory purposes. The second and third sections of the report review performance information for the State and Local Agency Programs separately. The body of the report is followed by two-page data summaries for the Nation and each State. Additional appendixes provide a summary of programming by State, a glossary of terms, and a section on the analytic methods used throughout this report.

¹ The term “neglected,” when used with respect to a child, youth, or student, means an individual who has been committed to an institution (other than a foster home) or voluntarily placed under applicable State law due to abandonment, neglect, or death of his or her parents or guardians.

The term “delinquent,” when used with respect to a child, youth, or student, means an individual who resides in a public or private residential facility other than a foster home that is operated for the care of children and youth who have been adjudicated delinquent or in need of supervision.

The term “at-risk,” when used with respect to a child, youth, or student, means a school-age individual who is at risk of academic failure, has a drug or alcohol problem, is pregnant or is a parent, has come into contact with the juvenile justice system in the past, is at least 1 year behind the expected grade level for the age of the individual, has limited English proficiency, is a gang member, has dropped out of school in the past, or has a high absenteeism rate at school.

² Section 1401. No Child Left Behind Act (2001).

History of Measures and Data Collection

NCLB established the first requirements for Title I, Part D, grantees to submit annually evaluation data to ED. The law requires all agencies receiving Title I, Part D, funds to evaluate their programs' impact on the ability of students to

- ❖ Maintain and improve educational achievement,
- ❖ Accrue school credits that meet State requirements for grade promotion and secondary school graduation,
- ❖ Transition to a regular program or other education program operated by an LEA,
- ❖ Complete secondary school (or secondary school equivalency requirements) and obtain employment after leaving a correctional facility or institution serving children and youth who are N or D, and
- ❖ Participate in postsecondary education and job training programs, as appropriate.³

Following the enactment of NCLB, ED pursued the development of a uniform model to help States evaluate their Part D programs. The creation of this model included the development of performance measures that aligned with the evaluation requirements outlined above. The measures were developed through an extensive process involving consultation with a panel of experts and practitioners in the fields of juvenile justice and education, a review of existing literature, and in-depth reviews of existing evaluation models.⁴

Selection of academic performance measures for reading and math was a critical part of the process in developing the evaluation model. Annual State accountability tests—from which the performance of many school programs is assessed—are typically not suited for the types of programs receiving Title I, Part D, funding, as students residing in juvenile justice institutions are frequently transitioning in and out of placement. The majority of incarcerated youth, for example, are in placement for less than 6 months.⁵ As a result, a significant portion of a program's annual student population may not be enrolled in a Part D program on the day of the State assessment, and a review of a program's performance based on the results would be inappropriate. Taking these factors into account, ED supported the use of an alternative method for assessing the academic performance of students enrolled in N or D programs. The model developed requires States to report on the results of pre- and posttest scores in reading and mathematics for long-term students (i.e., those enrolled for 90 or more consecutive days).

The final set of data elements was established in time for the SY 2004–05 collection. The elements in the evaluation model include basic programming information, student demographics, pre- and posttest results in reading and mathematics, and outcome data in the following areas:

- ❖ **Academic**—Earning transferrable high school course credits, transition to local district schools, acceptance and enrollment in postsecondary education, enrollment in GED courses, and attainment of a GED or high school diploma.
- ❖ **Vocational**—Enrollment in elective job training, enrollment in external vocational training programs, and employment upon release.

³ Section 1431. No Child Left Behind Act (2001).

⁴ Existing models included Performance-based Standards, developed by the Council of Juvenile Correctional Administrators; the Alternative Schools Accountability Model used in California; and the Juvenile Justice Education Enhancement Program in Florida.

⁵ In the SY 2006–07 Consolidated State Performance Report (CSPR) data, students were enrolled for an average of 4 months in State Agency Programs, and 3 months in Local Agency Programs.

All of the Title I, Part D, performance measures were vetted through ED's SASA office and incorporated into ED's Consolidated State Performance Report (CSPR). This report focuses on the third year of data collection, which reflects the data from SY 2006–07.

Interpreting the Data

National educational outcome data on students in N or D programs is currently limited. As such, the information collected and presented in this report provides a rare picture of the academic and vocational accomplishments of youth who are N or D. However, there are several factors to consider in the interpretation of the outcome data, including the nature of the funding, the program's data collection format, and the population of students served under Title I, Part D.

The Nature of Part D Funding

Title I, Part D, funds are intended to complement and supplement other funding sources that are dedicated to serving youth in the justice and child welfare systems. In SY 2006–07, the average per-pupil expenditure for the program was \$318, which represents only a portion of the education funds N or D programs receive when considering all State and local funding sources. As a result, the academic achievement and outcome results that are presented in this report cannot be attributed solely to the funding support provided through Part D.

Collection Format and Reporting Data

The format of the data-reporting model limits the complexity of the analysis and results presented in this report. All Part D data reported through the CSPR are provided by States in aggregate form and do not include student-, school-, or facility-level data. Cross-tabulations—such as those that might examine outcomes by gender, age, race, or facility—are not possible within this data set.

In relation to the academic performance data in reading and mathematics, N or D programs typically have the flexibility to select the pre- and posttest assessments best suited to their populations. Few States require all SA or LEA programs to use the same assessment. Data presented in the academic performance section of this report reflect compilations of results from a number of different reading and mathematics testing instruments.

Additionally, the information presented in this report reflects the data as they were reported to ED. Marked improvements were made to the completeness and quality of the data reported by States in this third collection for SY 2006–07. However, in some cases, data completeness and reliability issues are still present. Data quality is examined in greater detail in a separate section of the report, and specific notes are provided on the individual State pages in appendixes D and E.

Student Population

The population served by Part D is unique in many ways. Students served by Part D often enter N or D programs facing many academic challenges. For example, in SY 2006–07, States reported that over one-half of long-term students entered the program testing below grade level in reading and math (55 and 56 percent, respectively).

The reasons for this are evident in research and extant data about youth in the juvenile justice system, which suggest that the incidence of learning disabilities in these youth ranges from

9 percent up to 76 percent.⁶ One study found that at least 37 percent of incarcerated youth are eligible for services under the Individuals with Disabilities Education Act, whereas less than 9 percent of the overall public school population are eligible for the same services.⁷ Also, the incidence rate for mental health issues among youth in juvenile and neglect systems is reported to be as high as 70 percent by some research.⁸ These, along with the other challenges students who are N or D encounter as they approach their education, should be kept in mind when examining the data presented throughout the report.

⁶ Rutherford, R.B., Bullis, M., Anderson, C.W., & Griller-Clark, H.M. (2002). Youth with disabilities in the correctional system: Prevalence rates and identification issues. Retrieved October 10, 2008, from <http://cecp.air.org/juvenilejustice/docs/Youth%20with%20Disabilities.pdf>.

⁷ Quinn, M., Rutherford, R., Leone, P., Osher, D., & Poirer, J. (2005). Youth with disabilities in juvenile corrections: A national survey. *Exceptional Children*, 71(3), 339-345.

⁸ Shufelt, J.L., & Cocozza, J.J. (June 2006). *Youth With Mental Health Disorders in the Juvenile Justice System: Results From a Multi-State Prevalence Study*. Retrieved October 6, 2008, from <http://www.ncmhjj.com/pdfs/publications/PrevalenceRPB.pdf>.

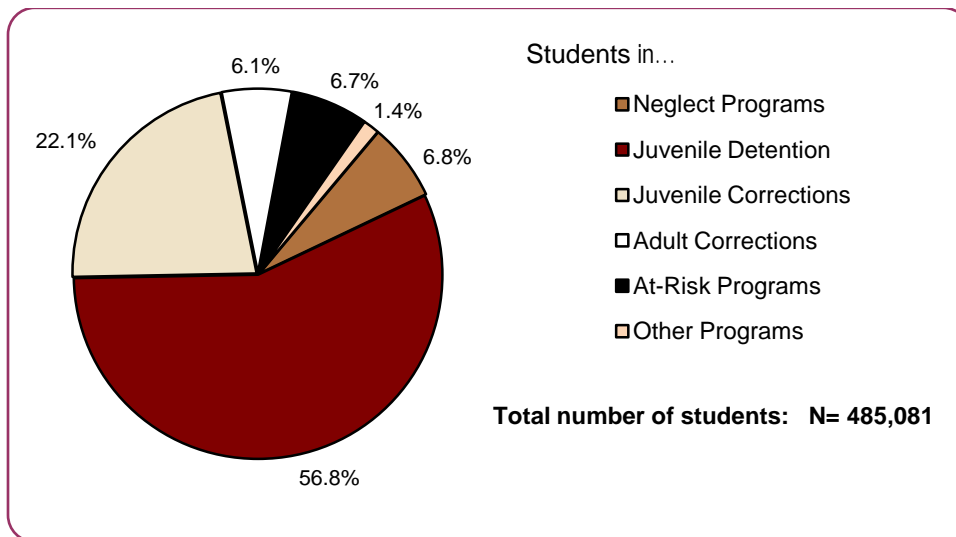
Title I, Part D, Summary

In SY 2006–07, Title I, Part D, served approximately 485,081 students who were neglected, delinquent, or at risk, by providing supplemental educational funding in the amount of \$151,152,609 to State education agencies (SEAs) to distribute to their State agency (SA) and local education agency (LEA) programs. Students served by Part D were enrolled in a variety of programs and institutional settings and had the opportunity to achieve a number of different academic and vocational outcomes.

Student Enrollment and Characteristics

Students benefitting from Part D funds were most commonly enrolled in either juvenile detention or juvenile correctional facilities (79 percent combined). Additional students were enrolled in facilities that serve youth who are neglected (e.g., group homes), in adult correctional facilities, and through programs targeted at youth who are “at-risk” (see figure 1).

Figure 1. Student enrollment by program type



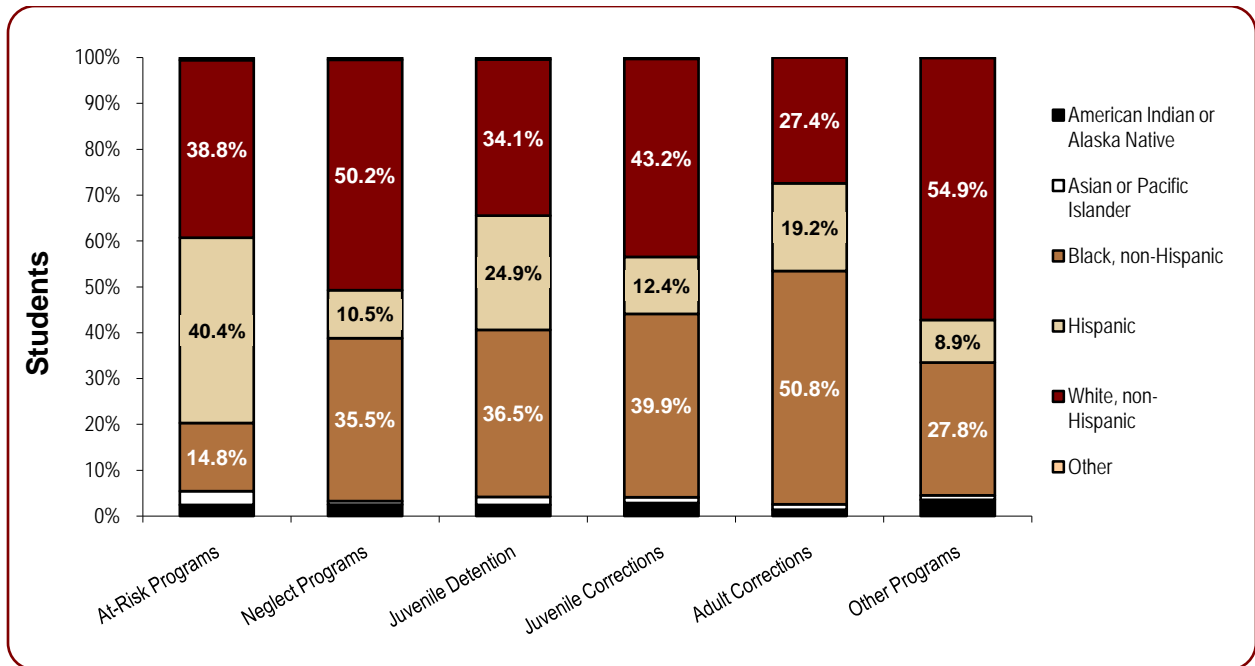
Note: Values represent unduplicated counts of students within facilities. Students who returned to the same location multiple times within the school year are counted only once.

Student Race and Ethnicity. The program served a racially diverse group of students. Non-Hispanic Black and White students each comprised more than one-third of the total population (37 percent each) and Hispanics approximately one-fifth (22 percent), and the remaining students were American Indian or Alaska natives, Asian or Pacific Islanders, or of an “other” race/ethnicity.⁹

⁹ The race/ethnicity category of “other” did not appear on the official reporting forms. However, some States provided data on students in this category through supplemental comments that accompanied the States’ submissions to ED to account for students with mixed or unknown race.

Non-Hispanic Black students were represented at the highest rate in adult correctional facilities, non-Hispanic White students were represented at the highest rate in neglect and other programs, and Hispanic students were represented at the highest rate in at-risk programs (see figure 2).^{10,11}

Figure 2. Student enrollment by race/ethnicity and program type



Note: The total unduplicated number of students reported by race per program type was 32,526 for at-risk programs, 33,087 for neglect programs, 275,426 for juvenile detention, 107,231 for juvenile corrections, 27,749 for adult corrections, and 6,711 for other programs.

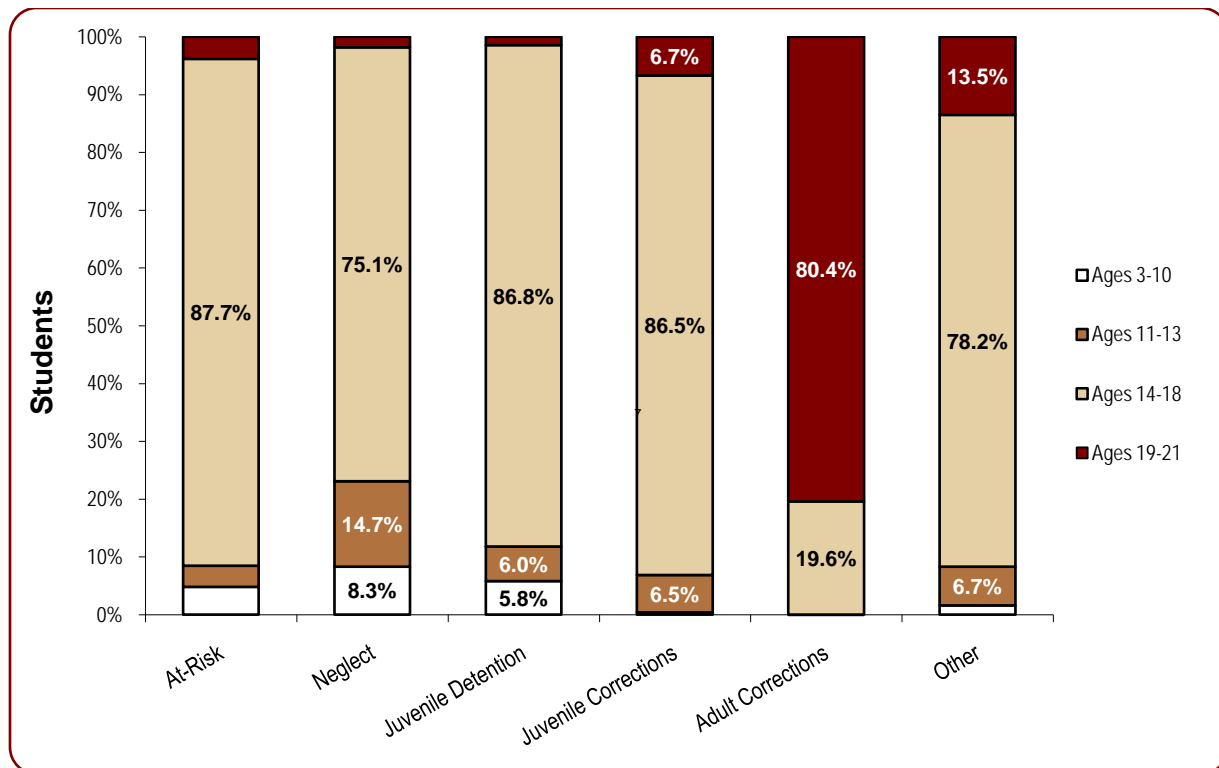
¹⁰ Due to space restrictions, labels for groups that represent less than 5 percent of the population are not displayed.

¹¹ For figures 2–4, the numbers of students per program vary, as States were not always able to provide demographic data that aligned with the overall unduplicated student count.

Student Age. In the SY 2006–07 collection, States reported student age by individual years, rather than by predefined groupings (e.g., 5–10, 11–15, 16–18, and 18-21 years of age), as in previous collections.

Over half of the population served by Part D was between 16 and 18 years of age (54 percent), and students between 14 and 18 years of age comprised 82 percent of the population. Younger students were primarily enrolled in neglect and at-risk programs, while students in institutions for delinquency (juvenile detention, juvenile corrections, and adult corrections) tended to be older (see figure 3).¹²

Figure 3. Student enrollment by age and program type

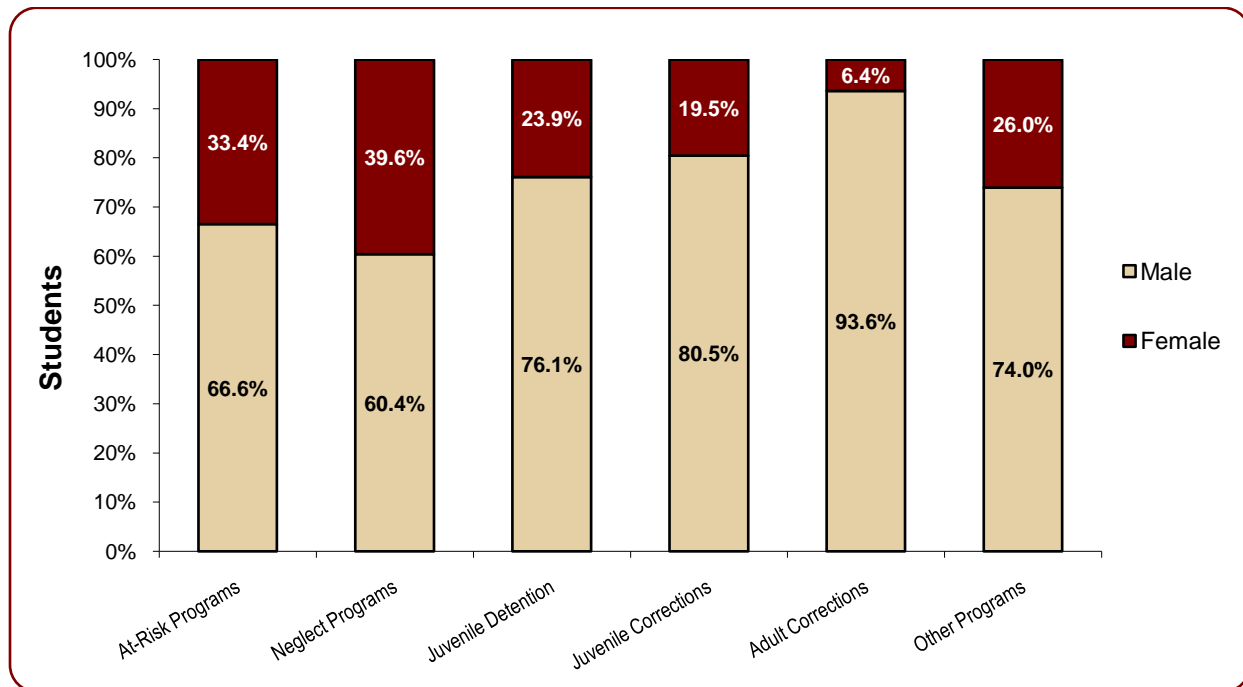


Note: The total number of students reported by age per program type was 31,203 for at-risk programs, 33,099 for neglect programs, 276,226 for juvenile detention, 106,823 for juvenile corrections, 27,775 for adult corrections, and 6,689 for other programs.

¹² Due to space restrictions, labels for groups that represent less than 5 percent of the population are not displayed.

Student Gender. The majority of students who were enrolled in Part D programs were male (76 percent), but the proportions differed across program types. For example, males outnumbered females by approximately 4 to 1 in institutions for delinquency (i.e., juvenile detention and juvenile and adult corrections) and by 3 to 2 in programs for youth who are neglected (see figure 4).

Figure 4. Student enrollment by gender and program type



Note: The total unduplicated number of students reported by gender per program type was 32,526 for at-risk programs, 33,121 for neglect programs, 275,454 for juvenile detention, 103,185 for juvenile corrections, 29,686 for adult corrections, and 6,713 for other programs.

Program Performance

Accountability provisions under NCLB require agencies receiving Part D funds “to determine the program’s impact on the ability of participants to maintain and improve educational achievement” by using “appropriate measures of student progress.”¹³ The federal reporting measures, as developed by ED, include 10 academic and vocational outcomes, as well as student performance in the subject areas of reading and mathematics. The 10 academic and vocational outcomes are reported for all students, regardless of the length of their program enrollment. Academic performance data (i.e., pre- and posttest results) are reported only for students enrolled in a program for 90 or more consecutive calendar days (“long-term students”).

This section presents an overview of the SY 2006–07 program performance results and is organized according to the three purposes of Part D, as detailed in Section 1401 of NCLB. In this section, the performance data from programs administered through both SAs and LEAs are combined to provide a unified overview of the accomplishments of programs receiving Title I,

¹³ Section 1431. No Child Left Behind Act (2001).

Part D, funding.¹⁴ The statutory purpose and evaluation framework that they share in common permit the combined presentation.

Purpose 1: “To improve educational services for neglected or delinquent children and youth so that such children and youth have the opportunity to meet the same challenging State academic content standards and challenging State student academic achievement standards that all children in the State are expected to meet.”

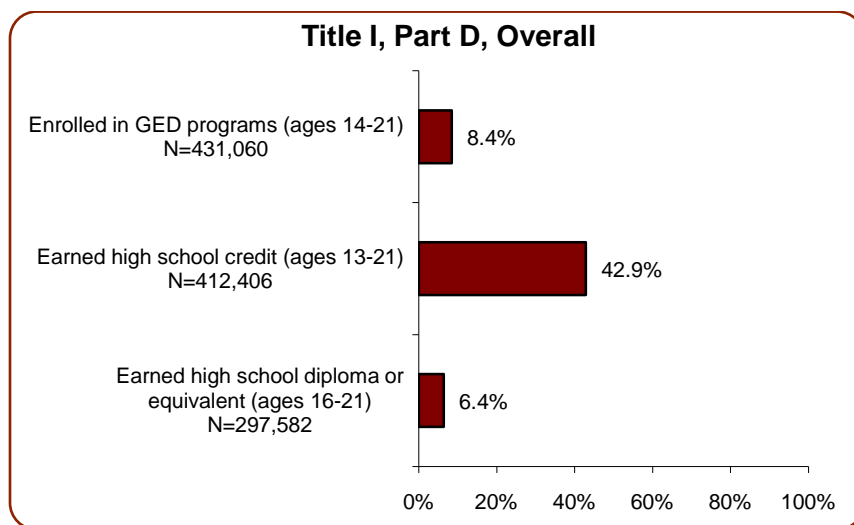
The Part D evaluation model focuses on measures of academic progress and outcomes that are consistent with this purpose and align with the educational goals of students in noninstitutional settings. For example, States report on the earning of high school course credits and diplomas, as well as results from assessments in reading and mathematics.

The reported data indicate that Part D students made measurable academic progress.

- ❖ More than 40 percent of 13- to 21-year-olds earned high school course credit.¹⁵
- ❖ Almost 10 percent of 14- to 21-year-olds enrolled in GED programs.
- ❖ Over 6 percent of 16- to 21-year-olds earned a high school diploma or GED.

These data are displayed in figure 5.

Figure 5. Percent of students attaining academic outcomes¹⁶



Note: N values represent the unduplicated number of age-eligible students; these numbers vary by indicator, depending on the States that had data that could be included in the final calculations. See appendix C for more details on the methodology.

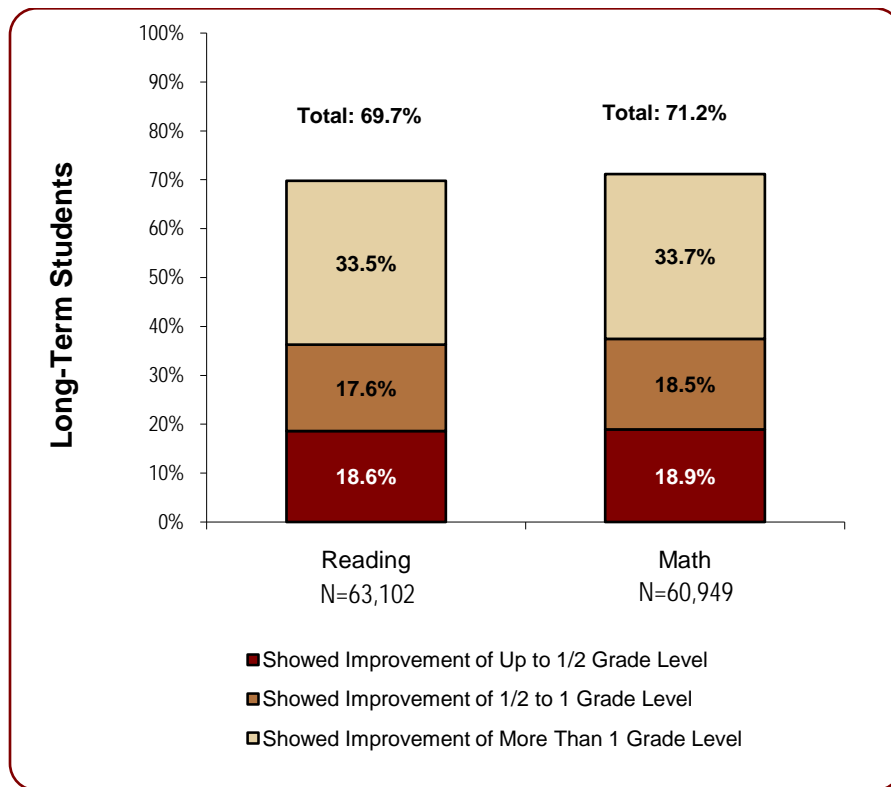
¹⁴ The combined data mask significant differences between State and Local Agency Programs. For example, the average length of stay for students in State Agency Programs is 125 days, whereas it is 85 days for Local Agency Programs. Direct comparisons between the programs for any specific performance metric are not appropriate.

¹⁵ This measure excludes students in adult corrections facilities, since high school credit is typically not a focus of those institutions' educational programs, which focus primarily on the adults in their care and emphasize GEDs.

¹⁶ Student counts are unduplicated, meaning individual students are not counted more than once for the same outcome (e.g., two or more course credits). However, individual students may be counted once for each outcome they achieved (e.g., once for a high school credit and once for a diploma).

In addition, the academic assessment results¹⁷ demonstrate the educational progress made by students in Part D programs. In reading and math, 70 and 71 percent of long-term students¹⁸ showed improvement,¹⁹ respectively, from their pre- to posttest (see figure 6).

Figure 6. Percent of long-term students demonstrating improvement in reading and math



Note: N values represent the unduplicated number of long-term students who had pre- and posttesting data available.

Purpose 2: “To provide children and youth with the services needed to make a successful transition from institutionalization to further schooling or employment.”

States annually report on measures that demonstrate the successful transition, or progress toward transition, of students back into the community.²⁰ For Part D, examples of successful transition could include further schooling at the primary, secondary, or postsecondary levels, or employment following release from an institutional environment. Preparing for transition may include such activities as enrolling in vocational training courses in order to develop skills for further employment.

¹⁷ N or D programs individually select the pre- and posttest assessments best suited to their populations; assessment data reflect State compilations of test results, typically from a number of different reading and mathematics assessment instruments.

¹⁸ Long-term refers to students who were enrolled for 90 or more consecutive calendar days.

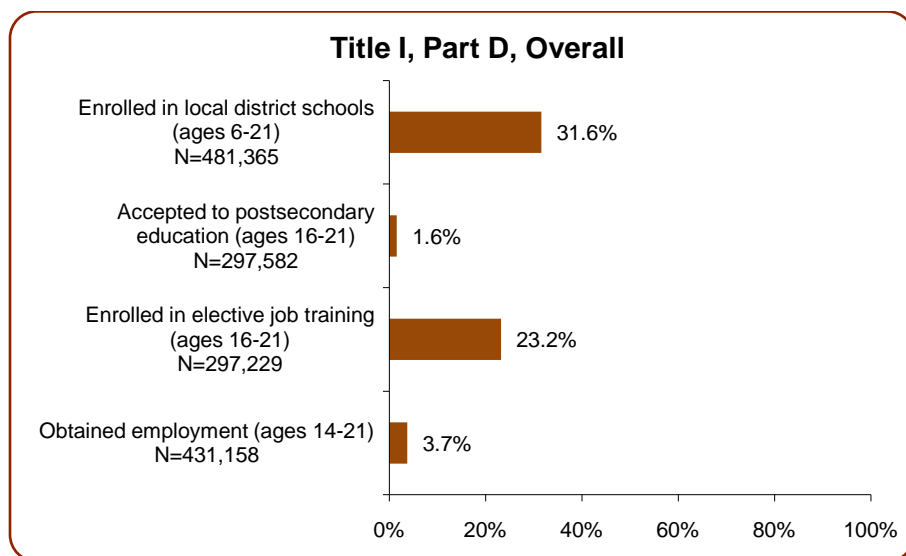
¹⁹ “Improvement” on pre- and postprogram assessments in reading and math is reported by the States in one of three categories: Improvement up to one-half grade-level improvement, improvement from one-half up to one full grade level, and improvement of more than one full grade level.

²⁰ Students not reflected in the transition outcomes either had not yet transitioned due to their continued enrollment within the N or D program beyond the end of SY 2006–07, or transition data were not available. Data on the percentage of students in each of these groups were not available.

The reported data suggest that students in Part D programs made measurable progress toward successful transition (see figure 7).²¹

- ❖ Nearly one-third of students aged 6–21 returned to their local district schools.
- ❖ Over 20 percent of 16- to 21-year-olds enrolled in elective vocational training courses while in the facility.
- ❖ More than 3 percent of 14- to 21-year-olds obtained employment while enrolled in or within 30 days of exiting the program or facility.

Figure 7. Percent of students attaining transitional outcomes



Note: N values represent the unduplicated number of age-eligible students; these numbers vary by indicator, depending on the States that had data that could be included in the final calculations. See appendix C for more details on the methodology.

Purpose 3: “To prevent at-risk youth from dropping out of school, and to provide dropouts, and children and youth returning from correctional facilities or institutions for neglected or delinquent children and youth, with a support system to ensure their continued education.”

The data presented above provide evidence of the Part D program’s efforts to improve the academic performance and vocational preparedness of all students enrolled in Part D programs, nearly all of whom are at high risk of educational failure and dropping out of school. Among these students, 32,584 students were specifically identified as being served through “at risk” or targeted prevention programs. In SY 2006–07, such students constituted approximately 7 percent of the Title I, Part D, population and were enrolled exclusively in Local Agency Programs.²²

²¹ Student counts are unduplicated, meaning individual students are not counted more than once for the same outcome. Individual students may be counted once for each outcome they achieved (e.g., once for enrolling in a job training program and once for obtaining employment).

²² Part D funds are administered to “at-risk” programs only under the Title I, Part D, Local Agency Program. The State Agency Program does not specifically serve students through such programs, although it may serve students with similar characteristics in programs for youth who are identified as either N or D.

Students in “at-risk” programs demonstrated progress in a number of areas—academic and vocational— which research suggests may decrease the likelihood that they will drop out of school.²³ The following are performance highlights from students enrolled in “at-risk” programs:

- ❖ Over 50 percent of long-term students showed improvement on reading and mathematics performance tests.²⁴
- ❖ Approximately 12 percent of 13- to 21-year-olds earned high school course credit.
- ❖ More than 7 percent of 16- to 21-year-olds enrolled in elective or external job training.

Summary

The results demonstrated here suggest that the Part D program is contributing to State efforts to fulfill the program’s tripartite purpose. Students in N or D programs are being offered the opportunity to meet educational standards similar to those for students in noninstitutional programs; they are seizing those opportunities by improving their performance in core academic subject areas, earning high school course credits, and attaining GEDs and high school diplomas. States also reported positive outcomes for students in the process of transitioning back into schools and the community, as well as for students who are enrolled in “at risk” programs.

FEDERAL PROGRAM ASSESSMENTS

Beginning with its enactment in 1993, the Government Performance Results Act (GPRA) required that Federal agencies develop performance measures for their major programs. Under GPRA, ED established and annually reports to Congress the following performance measures for Title I, Part D:

- ❖ The percentage of long-term N or D students who improve reading skills as measured through State-approved pre-post assessments.
- ❖ The percentage of long-term N or D students who improve mathematics skills as measured through State-approved pre-post assessments.²⁵
- ❖ The percentage of age-eligible N or D students who obtain a secondary school diploma or diploma equivalent.
- ❖ The percentage of age-eligible N or D students who earn high school course credits.²⁶
- ❖ Cost per high school diploma or equivalent.

The SY 2006–07 data presented in this report provided the second year of comparison data to the SY 2004–05 baselines. The program has set an ambitious goal of an annual 5 percent increase for the educational outcome measures. In SY 2006–07, increases in student

²³ Allensworth, E., & Easton, J.Q. (2007). *What Matters for Staying On-Track and Graduating in Chicago Public High Schools: A Close Look at Course Grades, Failures and Attendance in the Freshman Year*. Chicago: Consortium on Chicago School Research.

²⁴ Not all students in at-risk programs are required to participate in pre- and posttesting. Of the students who had pre- and posttest results (1,973 in reading and 1,844 in math), 57 percent and 50 percent showed improvement in reading and math, respectively.

²⁵ The achievement in mathematics measure was added to the performance reports in 2008. SY 2005–06 data set the baseline for this measure.

²⁶ The baseline was reset for this indicator as greater age-specific data were collected in the CSPR and a more accurate definition of age-eligible students could be defined.

performance were demonstrated for two of the four academic outcomes, though not at the 5 percent level (see table 1).

Table 1. GPRA Performance Measures for Title I, Part D			
Indicator	SY 2004–05 Baseline performance	SY 2005–06 Actual performance	SY 2006–07 Actual performance
The percentage of N or D students who obtained a secondary school diploma or diploma equivalent	10.50%	11.23%	10.27%
Cost per high school diploma or equivalent	\$5,095	\$4,421	\$4,974
The percentage of N or D students earning high school course credits	--	--	50.06%
The percentage of N or D students who improved reading skills	72.53%	70.11%	70.25%
The percentage of N or D students who improved mathematics skills	NA	72.11%	72.85%
NA indicates data was not applicable, due to the fact that the indicator was not collected in SY 2004–05.			

State Agency Program

Title I, Part D, provides for the distribution of Federal funds to SEAs, based on a formula using the number of youth in State-operated institutions and the State's per-pupil educational expenditures. SEAs then make subgrants to other State agencies (SAs)—such as the department of youth services or department of corrections—that provide education services to youth who are N or D. This portion of the Part D program is referred to as the State Agency Program.

Funding for programs run by SAs totaled \$48.55 million and accounted for approximately 32 percent of total Part D funding in 2006–07. Although significant differences in funding and programming exist across institutions and agencies, the national per pupil expenditure (PPE) for the program was \$367. The modest PPE reflects the program's general purpose, which is to provide supplementary funds to States for the education of youth who are N or D.

Agencies that receive funds may allocate their funding to facilities under their jurisdiction according to an assessment of need. The types of programs and facilities eligible for funding include programs serving youth who are neglected, juvenile detention facilities, juvenile correctional facilities, and adult correctional facilities (see appendix B for a glossary of program types and reporting terms).

State Agency Programs are intended to focus on providing participants with the knowledge and skills they need for successful completion of secondary school or to transition successfully to further education or employment. Appropriate uses of funds include the following:

- ❖ Providing educational services to children and youth identified by the State agency as failing, or most at risk of failing, to meet the State's challenging academic content standards and student academic achievement standards;
- ❖ Supplementing and improving the quality of the educational services provided to such children and youth by the State agency;
- ❖ Acquiring education-related equipment; and
- ❖ Meeting program evaluation requirements.

Some statutory and programming characteristics are unique to State Agency Programs. For example, State Agency Programs allow for the funding of programs that serve youth in adult correctional facilities; Local Agency Programs do not. State Agency Programs also have slightly different eligibility criteria than Local Agency Programs. Facilities eligible to receive Part D funds under these programs must have an average length of stay of 30 days or longer. Funds are not intended to serve students in very short-term placements, such as those in detention centers.²⁷ Federal statute also requires that each State agency that receives funds through this program reserve funds to provide transition services for students leaving the juvenile justice or child welfare systems.

²⁷ Detention centers meeting the length of stay requirement are eligible for funding, however.

At a Glance State Agency Programs in SY 2006–07

Grantees: All 50 States, the District of Columbia, and Puerto Rico.

Allocation to grantees:
\$48,552,075
Mean: \$933,694
Median: \$670,827
Range: \$73,084 (North Dakota)
to \$3,633,576 (Texas)

Programs funded: 905

Students served: 132,229

Average length of stay: 125 days

The typical student was either non-Hispanic Black or White (78 percent), male (83 percent), and between 11 and 18 years of age (79 percent).

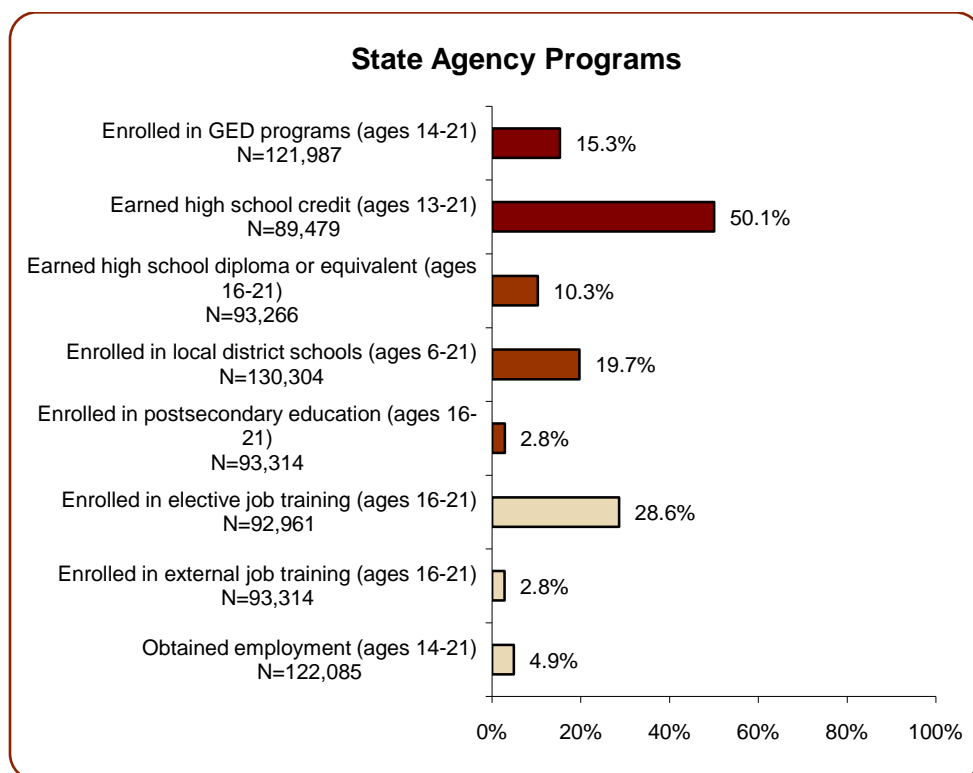
For additional data and figures, see the U.S. page in appendix D.

Performance Summary: Academic and Vocational Outcomes

Figure 8 shows the attainment levels for the program's academic and vocational outcome measures. Highlights include the following:²⁸

- ❖ One-half of the students earned one or more high school course credits.
- ❖ More than 10 percent of the students earned their high school diploma or equivalent while enrolled or within 30 days after release.
- ❖ Almost 5 percent of students obtained employment while enrolled or within 30 days after release.

Figure 8. Percent of students in State Agency Programs attaining academic and vocational outcomes



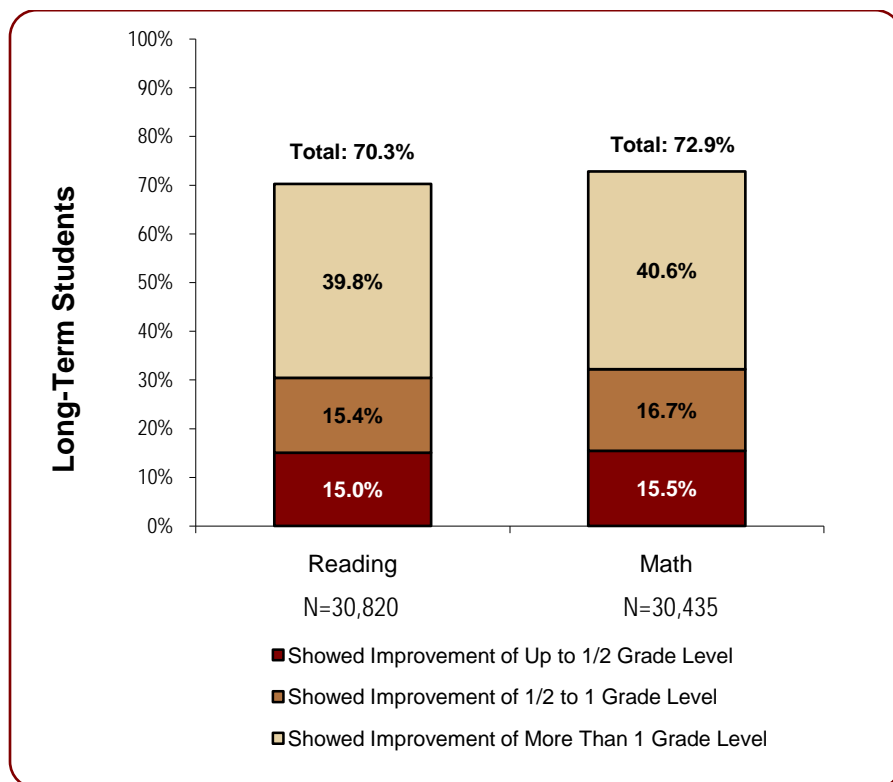
Note: N values represent the unduplicated number of age-eligible students; these numbers vary by indicator, depending on the States that provided data that could be included in the final calculations. See appendix C for more details on the methodology.

²⁸ Individual students may be counted once for each outcome they achieved (e.g., once for a high school credit and once for a diploma). However, individual students are not counted more than once for the same outcome (e.g., two or more course credits).

Performance Summary: Academic Progress

Students enrolled in a program for 90 days or longer (i.e., “long-term students”) are assessed in the areas of reading and math by using a set of pre- and posttests. States report results according to three major categories: Students who showed negative grade-level change, students who showed no measurable change, and students who showed improvement. The improvement category is further divided into three levels of improvement as shown in figure 9. The majority of long-term students²⁹ with testing data demonstrated improvement in both reading and mathematics (70 and 73 percent, respectively).

Figure 9. Percent of long-term students in State Agency Programs demonstrating improvement in reading and math assessments



Note: N values represent the unduplicated number of long-term students who had pre- and posttesting data available.

Performance Summary: Transition Outcomes

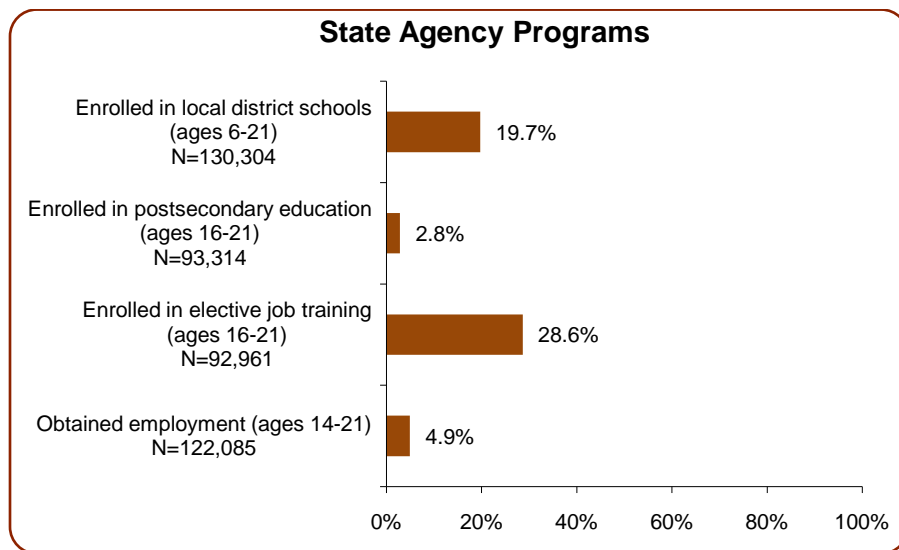
The State Agency Program places emphasis on the transition process by requiring that each State agency reserve between 15 percent and 30 percent of its Federal allocation for transition-related activities and support. The specific uses of the reserved funds are determined by each State and can vary. Examples of appropriate uses include counseling, mentoring, and reentry orientation programs.

The impact of State’s transition efforts, including services funded through the required reservations of funds, is presented in figure 10. Figure 10 shows that while enrolled in the facility, almost 30 percent of 16- to 21-year-olds enrolled in job training, and while enrolled or

²⁹ Long-term refers to students who were enrolled for 90 or more consecutive calendar days.

within 30 days of exiting the facility, nearly 20 percent of students enrolled in a local school district, and almost 5 percent obtained employment.³⁰

Figure 10. Percent of students in State Agency Programs attaining transitional outcomes



Note: N values represent the unduplicated number of age-eligible students; these numbers vary by indicator, depending on the States that were included in the final calculations. See appendix C for more details on the methodology.

Across all outcomes, there is evidence of positive performance nationally for students enrolled in State Agency Programs. See appendix D for detailed data on the State Agency Programs of each State, Washington, DC, and Puerto Rico.

³⁰ Individual students may be counted once for each outcome they achieved (e.g., once for enrolling in a job training program and once for obtaining employment).

Local Agency Programs

Title I, Part D, also provides for a separate distribution of Federal funds to SEAs based on an annual count of caseloads from eligible local institutions that serve youth who are delinquent. SEAs redistribute funding to LEAs (e.g., school districts) that can in turn allocate funds to a wide variety of at risk and neglect programs and juvenile detention and juvenile correctional facilities. This portion of Part D is referred to as the Local Agency Program.

In SY 2006–07, programs run by local agencies accounted for about 68 percent of total Part D funding, with a national distribution of \$102.6 million. Although the distribution of funds to agencies differs from State to State, the national PPE was \$291. The modest PPE reflects the program's general purpose, which is to provide additional funding to school districts for the education of youth who are N or D.

The Local Agency Program helps school districts and local facilities to accomplish the following:

- ❖ Carry out high-quality education programs to prepare children and youth for secondary school completion, training, employment, or further education;
- ❖ Provide activities to facilitate the transition of children and youth from a correctional program to further education or employment; and
- ❖ Operate programs in local schools for children and youth returning from correctional facilities and programs that may serve children and youth who are at risk.

Funds from the program may be put to a variety of uses, including the following:

- ❖ Transition programs to serve children and youth returning to local schools from correctional facilities;
- ❖ Dropout prevention programs for children and youth who are at risk;
- ❖ Coordination of health and social services, such as daycare, drug and alcohol counseling, and mental health services, intended to raise the likelihood students will complete their education;
- ❖ Special programs to meet the unique academic needs of children and youth who are N or D, including vocational and technical education, special education, career counseling, curriculum-based youth entrepreneurship education, and student loan assistance; and
- ❖ Programs providing mentoring and peer mediation.

At a Glance Local Agency Programs in SY 2006–07

Grantees: 43 States
(Delaware, the District of Columbia, Georgia, Hawaii, Illinois, Maine, Rhode Island, Puerto Rico, and Utah did not fund LEA-based N or D programs.)

Allocation to grantees:
\$102,600,534
Mean: \$1,973,087
Median: \$841,357
Range: \$32,738 (Vermont) to \$19,759,419 (California)

Programs: 2,302

Students: 352,852

Average length of stay: 85 days

The typical student was either non-Hispanic Black or White, non-Hispanic or Hispanic (95 percent), male (74 percent), and between 16 and 18 years of age (54 percent). For additional data and figures, see the U.S. page in appendix E.

One of the elements of the Local Agency Program that sets it apart from the State Agency Program is the provision the Part D statute makes for running programs for youth who are “at risk.”³¹ The actual portion of Part D that is used for this type of programming is relatively small, however. In SY 2006–07, 292 at-risk programs reported receiving Part D funding, and students in programs for youth who are at risk accounted for 9.2 percent of the entire Local Agency Program population. In addition, because students in these types of programs are typically enrolled in their local community school and included in a district’s annual statewide assessment program, their academic performance data are not always collected under the Part D evaluation model.

Performance Summary: Academic and Vocational Outcomes

Figure 11 shows the attainment levels for the program’s academic and vocational outcome measures. Highlights include the following:³²

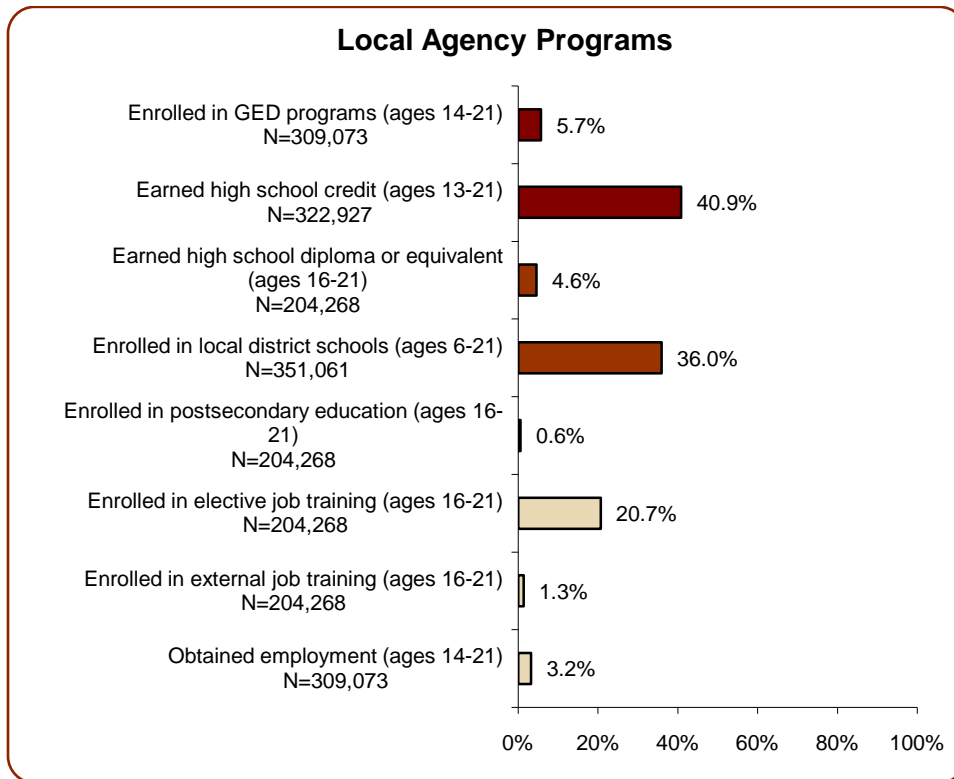
- ❖ More than 40 percent of 13- to 21-year-old students earned one or more high school course credits.
- ❖ Almost 5 percent of 16- to 21-year-old students earned their high school diploma or equivalent.
- ❖ Approximately 6 percent of 14- to 21-year-old students enrolled in a GED program.

See figure 11 for details on the academic and vocational outcome attained by students in Local Agency Programs.

³¹ This provision allows districts to provide programs to serve “at-risk children and youth, including pregnant and parenting teens, children and youth who have come in contact with the juvenile justice system, children and youth at least 1 year behind their expected grade level, migrant youth, immigrant youth, students with limited English proficiency, and gang members.”

³² Individual students may be counted once for each outcome they achieved (e.g., once for a high school credit and once for a diploma). However, individual students are not counted more than once for the same outcome (e.g., two or more course credits).

Figure 11. Percent of students in Local Agency Programs attaining academic and vocational outcomes



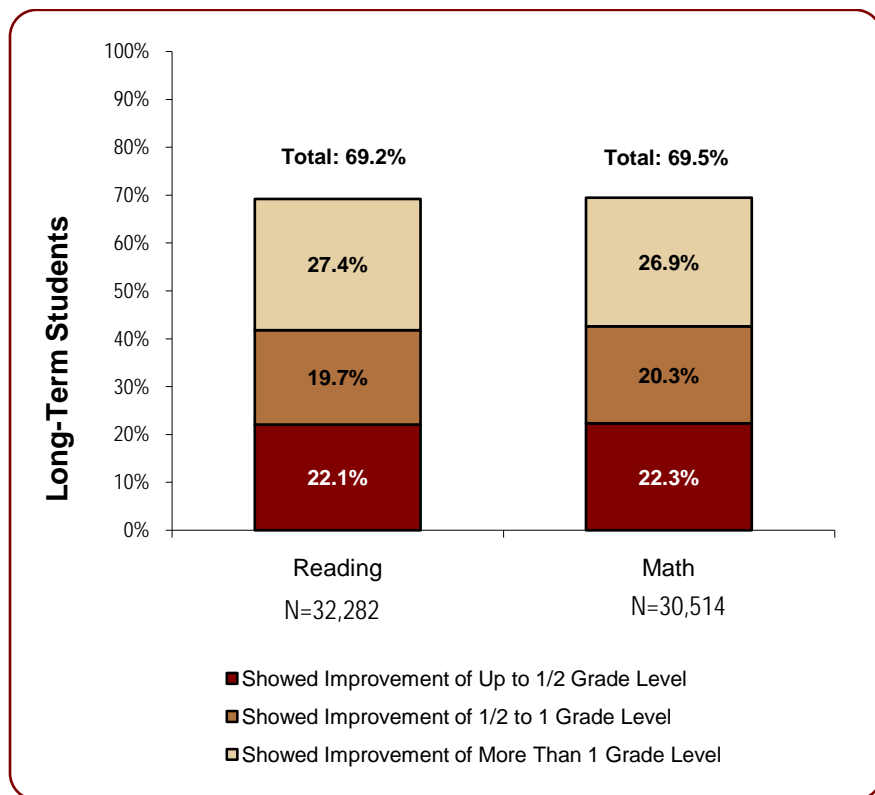
Note: N values represent the unduplicated number of age-eligible students; these numbers vary by indicator, depending on the States that were included in the final calculations. See appendix C for more details on the methodology.

Performance Summary: Academic Progress

Local Agency Programs use and report on academic progress for long-term students in the same manner as State Agency Programs. Figure 12 shows that almost 70 percent of long-term students³³ with test results showed an improvement in their reading and math skills.

³³ Long-term refers to students who were enrolled for 90 or more consecutive calendar days.

Figure 12. Percent of long-term students in Local Agency Programs demonstrating improvement on reading and math assessments



Note: N values represent the unduplicated number of long-term students who had pre- and posttesting data available.

Performance Summary: Transition Outcomes

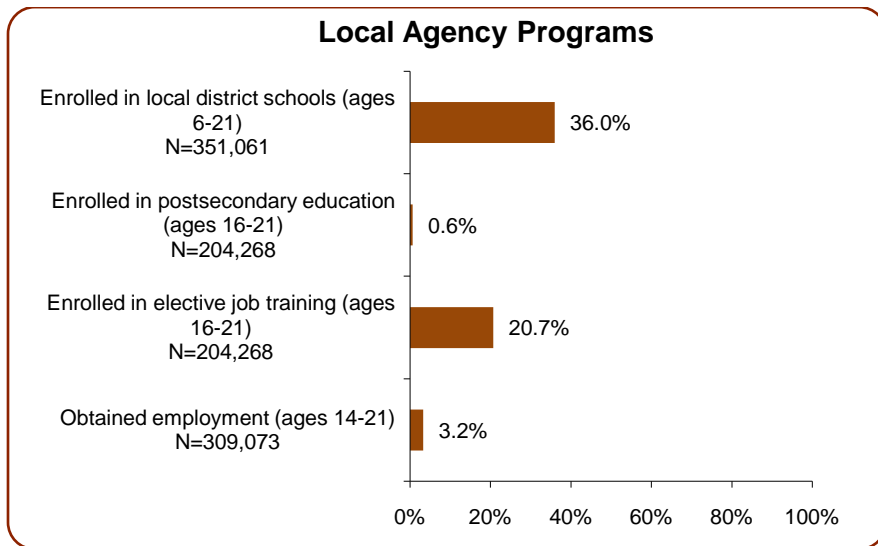
Unlike the State Agency Program, Local Agency Programs are not required to reserve a specific amount of funds for transition services. However, LEAs are required to operate a program of support for students who are returning from local correctional facilities if more than 70 percent of the children and youth enrolled in the facility will reside within the boundaries of the LEA after leaving the facility.³⁴ The results of those and other transition efforts are presented in figure 13.

Figure 13 shows that while enrolled in the facility, over 20 percent of 16- to 21-year-olds enrolled in job training courses, and while enrolled or within 30 days of exiting the facility, over one-third of students enrolled in a local school district and approximately 3 percent obtained employment.³⁵

³⁴ As detailed in the Special Rule under Section 1422 (b). No Child Left Behind Act (2001).

³⁵ Individual students may be counted once for each outcome they achieved (e.g., once for enrolling in a job training program and once for obtaining employment).

Figure 13. Percent of students in Local Agency Programs attaining transition outcomes



Note: N values represent the number of age-eligible students; these numbers vary by indicator, depending on the States that were included in the final calculations. See appendix C for more details on the methodology.

The Local Agency Program data presented above reflect the program's performance nationally. For detailed performance data on a State-by-State basis, see appendix E.

Data Quality

The Federal model for evaluating Title I, Part D, was first put in place for SY 2004–05. Prior to that data collection, Federal efforts to gather complete performance information were less comprehensive. To assist States with the new reporting requirements, ED provided technical assistance (TA) to SEA officials via technical conferences and training sessions, online presentations, and resources meant to prepare programs and facilities for the collection. Following the first data collection, ED also worked closely with States to review the submitted data in an effort to address data quality issues. Despite making many important strides forward in establishing a new system, many limitations and issues remained in the final data set.

Following the first data collection, ED worked closely with States to review the submitted data in an effort to address data quality issues in advance of the next collection. For the second two collections (SY 2005–06 and SY 2006–07), States were more familiar with the evaluation model and collection requirements. Throughout the process, ED has remained committed to providing TA around the data collection and reporting process. The results have been a marked improvement in the data reported. For nearly every area of the data collection, a greater number of States were able to provide data, and the data provided has improved in quality and usability.

For the purpose of this report, the larger issue of data quality is examined by two subcategories: data completeness and internal consistency.

Data Completeness

In the SY 2004–05 collection, numerous States were unable to report large portions of information. This was especially true for data about academic/vocational outcomes and academic performance data. For example, less than one-fifth of States were able to provide complete outcome data for their State Agency Programs. The data indicate a tremendous improvement by the second collection and, overall, continued improvement or maintenance of improvements in the most recent collection. To illustrate the improvements in data completeness, tables 2 and 3 provide an overview of States' ability to fulfill various reporting requirements in each collection year.

Table 2. Percent of States providing student participation data (State Agency Programs)						
Program Type	Unduplicated Student Counts			Average Length of Stay		
	SY 2004–05	SY 2005–06	SY 2006–07	SY 2004–05	SY 2005–06*	SY 2006–07
Neglect programs	82%	86%	100%	76%	93%	100%
Juvenile detention	68%	100%	95%	74%	85%	95%
Juvenile corrections	86%	100%	100%	84%	98%	98%
Adult corrections	93%	100%	100%	75%	89%	96%

Note: Percentages do not reflect the 52 grantees. Values are based on the number of States that provided funding for each program type in each year, which may be less than the total number of national grantees. Appendix A provides programming per State for SY 2006–07.
*Data for average length of stay was only considered valid if greater than zero.

**Table 3. Percent of States reporting on all
10 academic and vocational outcome indicators
(State Agency Programs)**

Program Type	SY 2004–05	SY 2005–06*	SY 2006–07*
Neglect programs	6%	57%	94%
Juvenile detention/corrections	24%	74%	94%
Adult corrections	5%	72%	96%
<small>Note: Percentages do not reflect the 52 grantees. Values are based on the number of States that provided funding for each program type in each year, which may be less than the total number of national grantees. Appendix A provides programming per State for SY 2006–07. *The percentages include States that reported “zero” for the academic and vocational outcome indicators. This methodology differs from SY 2004–05 where “zeros” were assumed to indicate missing data. See Appendix C on the methodology for more detail.</small>			

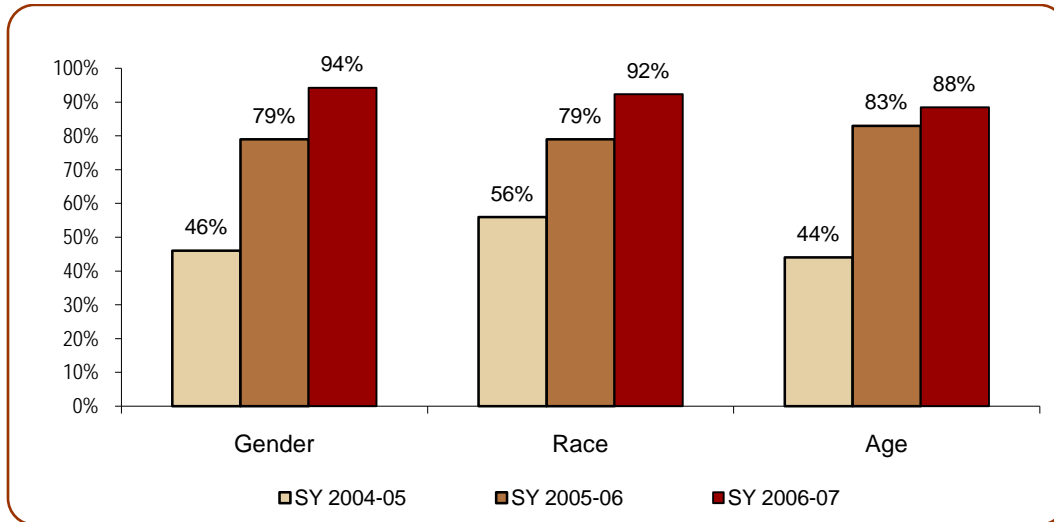
The one area of data completeness States noted struggling with in the third collection was the reporting of age data. This is likely due to the fact that in SY 2006–07, the requirements for the age data changed from reporting in a categorical format (5–10 years, 11–15 years, 16–18 years, and 19–21 years) to reporting predominantly by each individual year (3–5 years, 6 years old, 7 years old, 8 years old, etc.). In their reporting comments, seven States specifically indicated that they were unable to provide the data in this more disaggregated format and provided the categorical data instead. This may have also impacted the slower rate of improvement of the age data, as demonstrated in figure 14 in the next section.

Internal Consistency

In addition to issues related to data completeness, the data submitted for the SY 2004–05 collection displayed problems related to internal consistency. For example, student counts did not always match across demographic categories (i.e., the sum of both gender groups did not match the sum of all age groups, or the sum of race/ethnicity did not equal the total number of students served). In other cases, the number of students reported to have earned a particular outcome (e.g., a diploma) exceeded the total number of students in the eligible age range. These and other issues severely affected the analysis of the data and ED’s ability to assess the performance of the program accurately.

In this area as well, marked improvements were evident in the data reported for SY 2005–06. In the first year, barely one-half of grantees were able to provide reliable demographic data; by the third year, almost 90 percent of States provided data that were aligned with the student counts. This improvement across all demographic categories is displayed in figure 14. The slower rate of progress for the age data may be attributed to the change in the collection format.

Figure 14. Percent of States providing demographic data in alignment with the overall student count (State Agency Programs)



Similarly, figure 15 shows the improvement in States' ability to provide consistent and complete academic performance data. States are asked to report (1) the number of students who have complete pre- and posttest data in reading and math, and (2) the number of students who fall into one of several predefined areas of performance (e.g., negative performance, no change in performance, and improved performance). One indicator of reliability is equality between those two data points.

Figure 15 shows that only 42 percent and 54 percent of States reported data that aligned in reading and math, respectively, for the 2004–05 report. By the 2005–06 report, the number of States with aligned data jumped dramatically to 88 percent and 85 percent for reading and math, respectively, and continued to maintain or improve their data quality in the third year.

Figure 15. Percent of States in which the number of students reported as having completed pre- and posttest data aligns with the number of students for whom test results were reported (State Agency Programs)

