

# 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 2008–09



U.S. Department of Education  
Office of Elementary and Secondary Education  
Student Achievement and School Accountability Programs  
2011



Bardack, S., Seidel, D., Seiter, L., & Lampron, S. (2011). *Annual performance report for School Year 2008–09: Program for the education of children and youth who are neglected, delinquent, or at risk of educational failure*. Washington, DC: National Evaluation and Technical Assistance Center for the Education of Children and Youth Who Are Neglected, Delinquent, or At-Risk (NDTAC).

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## Acknowledgments

This report was prepared by the U.S. Department of Education's (ED's) National Evaluation and Technical Assistance Center for the Education of Children and Youth Who Are Neglected, Delinquent, or At Risk (NDTAC). NDTAC is supported by the Office of Student Achievement and School Accountability (SASA) Programs, under ED's Office of Elementary and Secondary Education.

Contributors to this report are Sarah Bardack, Liann Seiter, Dory Seidel, Stephanie Lampron, and Lou Danielson, along with NDTAC staff.

We appreciate the leadership of John McLaughlin—the Title I, Part D, program officer—who continually promotes the need for high-quality educational services for students who are neglected, delinquent, or at risk of educational failure and the important role accurate and high-quality data plays in supporting such services.

In addition, we would like to thank the many administrators and teachers—particularly the Title I, Part D, coordinators—for all they do to improve services for students enrolled in neglect, delinquent, and at-risk programs, and for contributing to the Title I, Part D, data collection effort.

We also are grateful for the assistance provided by our editorial and production staff—including Marty Leff, Patti Louthian, Lisa Knight, and Sue Bratten—who contributed significantly to the quality of the report through their editorial reviews and design.

# Executive Summary

Title I, Part D—also known as the Prevention and Intervention Programs for Children and Youth Who Are Neglected, Delinquent, or At Risk—of the Elementary and Secondary Education Act (ESEA), as amended in 2001<sup>1</sup> provides financial assistance to States for educational programs for students who are educated within the justice and child welfare systems and students who are at risk of educational failure. The goals of the Title I, Part D, program are to facilitate (1) the improvement of educational services for students who are neglected, delinquent or at risk (N or D), so that they have the opportunity to meet challenging academic achievement standards; (2) the provision of services to students so that they can successfully transition from programs back into their schools and communities; and (3) the prevention of dropping out and provision of supports for students who have either dropped out or are returning from correctional facilities. This report summarizes results from the fifth accountability data collection for school year (SY) 2008–09 and reflects data submitted by all 50 States, the District of Columbia, and Puerto Rico. This report also presents the data from the Title I, Part D, collections longitudinally, from SY 2006–07 to SY 2008–09, for the first time.

During SY 2008–09, data were reported for approximately 498,264 students who were neglected, delinquent, or at risk (N or D) and served by the Title I, Part D, program.<sup>2</sup> The program provided \$186,977,876 in supplemental education funding to State education agencies (SEAs) to distribute among State and local agencies with N or D facilities and programs. Students served by Part D represented a diverse population and were enrolled in a wide variety of programs and institutional settings. Juvenile detention and juvenile corrections represented the settings that most commonly received funds. Students also participated through adult correctional facilities or facilities that served students who were neglected (e.g., group homes) or at risk of dropping out.

The data reported by States across the 3-year period show that the majority of students enrolled in N or D programs regularly show improvement in the core academic subject areas of reading and mathematics. A smaller, but consistent group of students also have routinely earned high school course credits and high school diplomas. Trends in academic outcomes from SY 2006–07 through SY 2008–09 include the following:

- ❖ Forty percent or more of students earned one or more high school credits each year.
- ❖ At least 7 percent of students earned a high school diploma or equivalent each year.
- ❖ Nearly 30 percent of students returned to their local school districts on exiting a facility or program each year.
- ❖ At least 60 percent of long-term students showed improvement on reading and mathematics performance tests.

The results demonstrated in this report suggest that N or D facilities and programs continue to facilitate States' efforts to fulfill the Title I, Part D, programs' educational purpose and goals, and students in N or D programs are using such opportunities to improve their educational outcomes. The U.S. Department of Education (ED) continues to support States in improving the quality of educational programming for students who are N or D. The data highlighted in this report provide a key source of information in this process.

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<sup>1</sup> Also known as the No Child Left Behind Act (NCLB) of 2001.

<sup>2</sup> This reflects students served across both State agency (Subpart 1) and local agency (subpart 2) Title I, Part D, programs.

# Introduction

## Purpose of Title I, Part D, Funding

Title I, Part D, of the Elementary and Secondary Education Act (ESEA), as amended in 2001,<sup>1</sup> is administered by the Office of Student Achievement and School Accountability (SASA) Programs within the U.S. Department of Education's (ED's) Office of Elementary and Secondary Education (OESE). The purpose of Title I, Part D—also known as the Prevention and Intervention Programs for Children and Youth Who Are Neglected, Delinquent, or At Risk—is to provide supplemental education funding to programs for children and youth who are neglected, delinquent, or at risk<sup>2</sup> (N or D). This purpose is achieved through two separate programs:

- ❖ **The State agency (SA) program** (Title I, Part D, Subpart 1), originally authorized in 1966, serves children and youth in State-operated institutions or community day programs.
- ❖ **The local education agency (LEA) program** (Title I, Part D, Subpart 2), originally authorized in 1994, supports school district programs that collaborate with locally operated correctional facilities and programs for children and youth who are N or D.

Both programs under Title I, Part D, share the same purposes:

- ❖ 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
- ❖ To provide children and youth who are N or D with services so that they can successfully transition from institutionalization to further schooling or employment
- ❖ To 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<sup>3</sup>

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<sup>1</sup> Also known as the No Child Left Behind Act (NCLB) of 2001.

<sup>2</sup> The term “neglected”—when used with respect to a child, youth, or student—refers to an individual who has been committed to an institution (other than a foster home) or voluntarily placed under applicable State law because of abandonment, neglect, or death of his or her parents or guardians. The term “delinquent”—when used with respect to a child, youth, or student—refers to 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—refers to 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 his or her age, has limited English proficiency, is a gang member, has dropped out of school in the past, or has a high absenteeism rate at school.

<sup>3</sup> Section 1401. ESEA (2001).

## History of the Title I, Part D, Data Collection

ESEA, as amended in 2001, established the first requirements for Title I, Part D, grantees to submit evaluation data to ED.<sup>4</sup> The law requires all agencies that receive Title I, Part D, funds annually to evaluate program impact on the basis of student outcomes, including

- ❖ Maintaining and improving educational achievement
- ❖ Accruing school credits that meet State requirements for grade promotion and secondary school graduation
- ❖ Transitioning to a regular program or other education program operated by an LEA
- ❖ Completing secondary school (or secondary school equivalency requirements) and obtaining employment after leaving a correctional facility or institution serving children and youth who are N or D
- ❖ Participating in postsecondary education and job training programs, as appropriate

After ESEA, as amended in 2001, was enacted, ED initiated the development of a uniform model to assist States in evaluating their Title I, Part D, programs. As a result of this effort, performance measures were developed to align with the evaluation requirements outlined above. On the basis of consultations with a panel of experts and practitioners in the fields of juvenile justice and education, and reviews of existing literature and evaluation models,<sup>5</sup> ED selected a set of 12 academic and vocational outcome and performance measures.

- ❖ **Academic**—earning transferrable high school course credits, transitioning to schools in a local district, being accepted into postsecondary education, enrolling in postsecondary education, enrolling in GED courses, attaining a GED, obtaining a high school diploma, and pre- and posttest results in reading and mathematics
- ❖ **Vocational**—enrolling in elective job training, enrolling in external vocational training programs, and attaining employment on release

In addition to these 12 measures, the evaluation model also included basic program and student demographic information. All the Title I, Part D, performance measures were vetted through SASA and incorporated into ED's collection via the Consolidated State Performance Report (CSPR). The first collection took place in 2006, reflecting data from SY 2004–05. With minor revisions, the measures have remained the same through the SY 2008–09 collections.

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<sup>4</sup> Section 1431. ESEA (2001).

<sup>5</sup> 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, used in Florida.

## This Report

This report summarizes results from the SY 2008–09 accountability data collection and reporting across both of the subparts of Title I, Part D, program. Additionally, as a change from reports in previous years, data for the program also are presented longitudinally, inclusive of data from the most recent three collections (SY 2006–07 through SY 2008–09). Individual State data pages can be found online and are no longer included within this report.<sup>6</sup>

The data used in this report were submitted by all 50 States, the District of Columbia, and Puerto Rico in relation to the programs operated and students served with Title I, Part D, funding. The information presented reflects data as they were reported by States to ED with minor exceptions.<sup>7</sup> Section II of the report summarizes the results and analyses from these data collections across the following areas: student enrollments, student demographics, academic and vocational outcomes and academic performance in reading and mathematics. Section III provides additional background information and context for interpreting the data throughout the report and the appendixes provide longitudinal summaries of program funding, student enrollment, and performance, by subpart and program.

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<sup>6</sup> Individual State data are provided on the National Evaluation and Technical Assistance Center for the Education of Children and Youth Who Are Neglected, Delinquent, or At-Risk (NDTAC) Web site at [http://www.neglected-delinquent.org/nd/data/fastfacts\\_SP1.php](http://www.neglected-delinquent.org/nd/data/fastfacts_SP1.php).

<sup>7</sup> Exceptions include cases where (1) reasonable assumptions could be made about incomplete data or (2) updated data were obtained through conversations with States. Any data that have been modified from the original ED submissions are referenced in the methodology section (appendix C) of this report.

# Title I, Part D, Results

## Overview of Funding, Program, and Student Distribution

Title I, Part D, funds focused on providing supplemental education funding to SEAs for use in both State and local N or D programs. For SY 2008–09, the Title I, Part D, program provided \$186,977,876 in supplemental educational funding to SEAs to distribute to their SA and LEA grantees. These funds were used to serve approximately 498,264 students who were N or D and enrolled in a variety of programs and institutional settings.

The total funding for Title I, Part D, over the past 3 years has not consistently mirrored the number of programs served and student population served. The overall funding for Title I, Part D, has increased consistently each year since SY 2006–07, with the total increase in funding between SY 2006–07 and SY 2008–09 at approximately \$36 million. Table 1 highlights the distribution of funding, as well as the number of programs and the student population for the past 3 years.

**Table 1. Funding and Student Summary Across Title I, Part D, Programs,\* From SY 2006–07 Through SY 2008–09**

	SY 2006–07	SY 2007–08	SY 2008–09
Total funding	\$151,152,609	\$164,673,522	\$186,977,876
❖ Mean	\$2,906,781	\$3,166,799	\$3,595,728
❖ Median	\$1,572,226	\$1,901,626	\$1,926,939
❖ Range	\$211,438–\$22,638,007	\$185,747–\$30,524,158	\$205,906–\$36,791,701
Number of grantees	All 50 States, District of Columbia, and Puerto Rico	All 50 States, District of Columbia, and Puerto Rico	All 50 States, District of Columbia, and Puerto Rico
Number of programs that reported receiving Title I, Part D, funds	3,207	4,015	3,483
Number of students served (unduplicated)	485,081	484,306	498,264
Average length of stay	3.26 months	3.45 months	3.38 months

\* Data in this table reflect both the State and local agency programs, combined.

Title I, Part D, funds may be distributed to a wide variety of N or D programs, including juvenile detention, juvenile corrections, adult corrections,<sup>1</sup> neglect, and at-risk programs.<sup>2</sup> States elect how best to distribute their funds annually and may choose not to provide funding to all facilities or programs that are eligible. The number of N or D programs receiving funding between SY 2006–07 and SY 2008–09 ranged between 3,207 and 4,015 programs, peaking in SY 2007–08. Appendix A further details the types of programs (neglect, detention, etc.) receiving funding, per State for SA and LEA programs.

The students served by Title I, Part D, in these approximately 3,000–4,000 N or D programs each year reflect a subset of the total number of children and youth in the juvenile justice and child welfare programs. On average, the program serves 489,217 students annually. In contrast

<sup>1</sup> Adult corrections may receive funding only under State agency programs.

<sup>2</sup> At-risk programs may receive funding only under local agency programs.

to the number of programs receiving funds, the number of students served dipped to 484,306 in SY 2007–08, and then increased (by 13,958 students) in SY 2008–09. This fluctuation reflects student enrollment patterns in LEA programs (which serve a larger number of students than SA programs). Appendix D provides the student enrollment data for SA and LEA programs. Of the 498,264 students benefitting from Title I, Part D, funds in SY 2008–09, 49 percent were served across six States: California (19 percent), Florida and Texas (7 percent each), and Pennsylvania, Ohio, and New York (5 percent each).

The length of a student's enrollment in a program depends on the type of facility and its purpose. For example, students tend to spend less time in detention programs than correctional programs. Overall, across all program types, students' stays in Title I, Part D, programs have remained consistent over the past 3 years, with the average length of stay ranging from 3.26 months in SY 2006-07 to 3.45 months in SY 2007-08. Appendixes D, E, F and G provide longitudinal funding, programming, student demographic, and student outcome data, by Title I, Part D, program, and by SA and LEA programs separately.

## Overall Student Enrollment and Characteristics

Title I, Part D, funding is distributed slightly differently across the two subparts. SA programs (Subpart 1) may elect to distribute the funds to educational programs in juvenile correctional facilities, juvenile detention facilities, adult correctional facilities (serving youth), neglect programs, and other programs serving children and youth who are N or D. LEA programs (Subpart 2) similarly may serve juvenile detention, juvenile corrections, and neglect programs; however, they do not use funding in adult correctional facilities but may choose to support programs for youth at risk of academic failure. When examined across SA and LEA programs, students enrolled in Title I, Part D, programs are predominantly:

- ❖ Enrolled in juvenile detention or correctional facilities
- ❖ Of Black, White, or Hispanic race/ethnicity
- ❖ Between 14 and 18 years of age
- ❖ Male

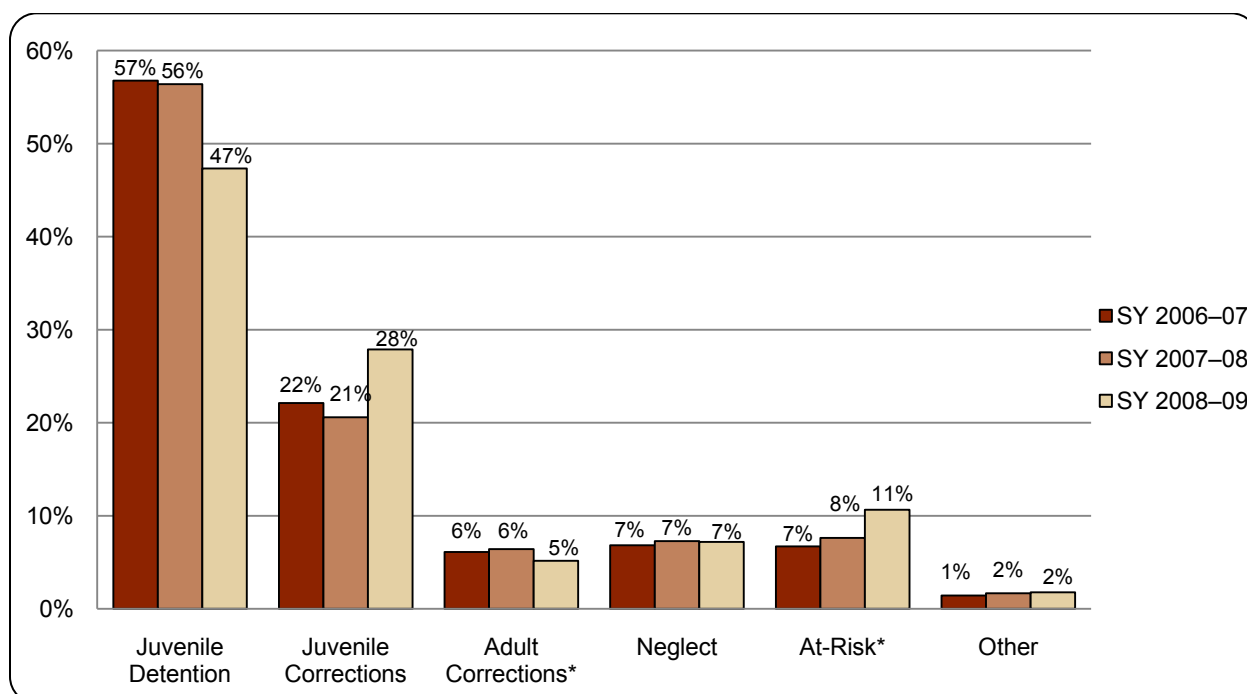
This section provides the enrollment distribution and characteristics (race, age, gender) of students served by Title I, Part D, in SY 2008–09, and also highlights student characteristics across the past three collections.

## Student Enrollment by Program

As noted previously, States are granted wide discretion in determining which programs receive Title I, Part D, funds each year, and subsequently, which students benefit from the funding. In SY 2008–09, 75 percent of students served by Title I, Part D, were enrolled in juvenile detention and juvenile corrections programs and 11 percent were served in at-risk programs.

Similarly, enrollment in juvenile detention and juvenile corrections has accounted for 75 percent or more of the Title I, Part D, student population in the past three collections. Figure 1 displays the number of students enrolled, per program type, from SY 2006–07 to SY 2008–09.

**Figure 1. Breakdown of Student Enrollment in Title I, Part D, Programs, by Program Type, From SY 2006–07 Through SY 2008–09**



\*Adult corrections are funded only through SA programs (Subpart 1), and at-risk programs are funded only through LEA programs (Subpart 2).

Note: Percentages are calculated based on the unduplicated counts of students within facilities. The total unduplicated count of students was 485,081 in SY 2006–07, 484,306 in SY 2007–08, and 498,264 in SY 2008–09. Students who returned to the same location multiple times within a school year are only counted once.

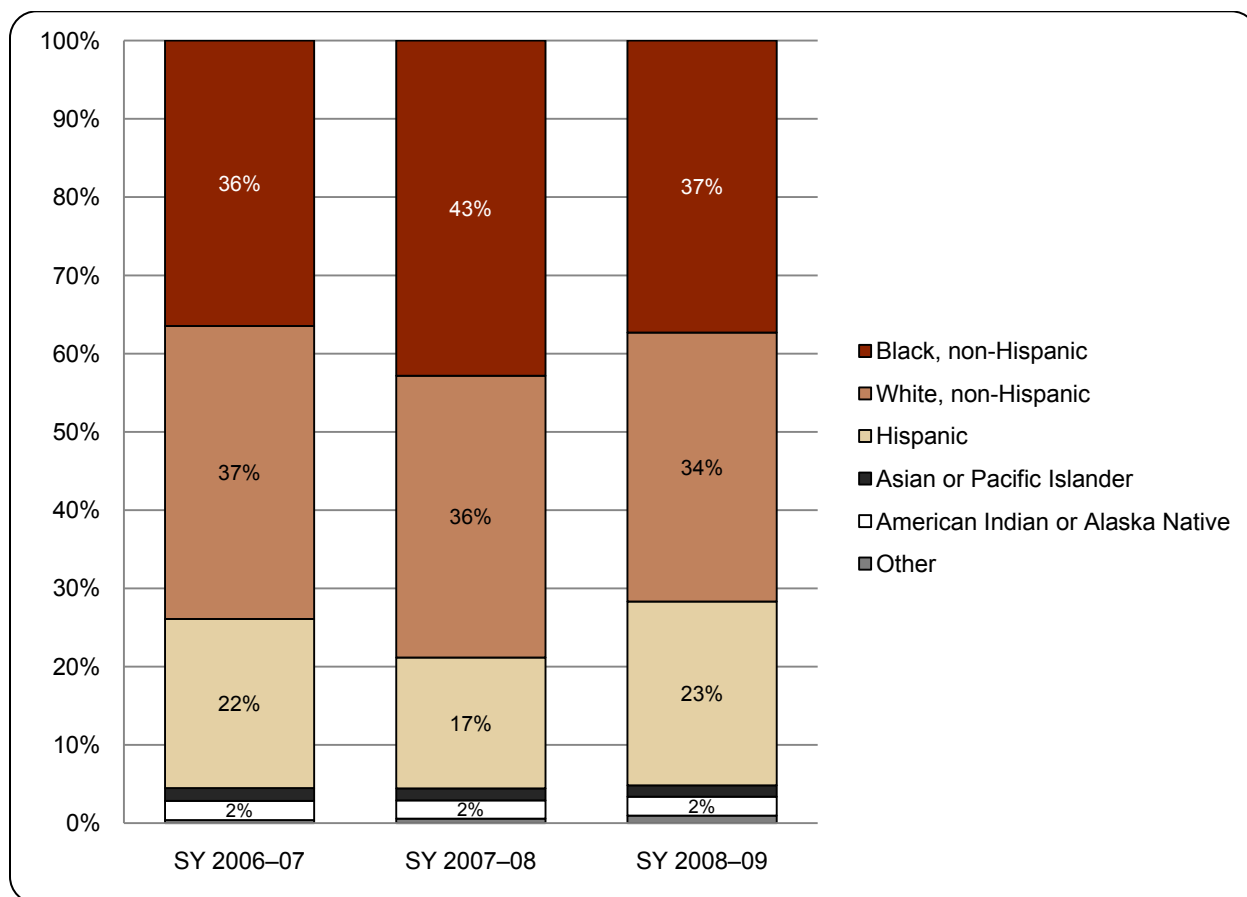
Additionally, across the 3-year period, student enrollment has decreased in SA (Subpart 1) programs (from 132,229 in SY 2006–07 to 125,456 in SY 2008–09), while fluctuating in LEA (Subpart 2) programs (352,852 in SY 2006–07, 325,446 in SY 2007–08, and 372,808 in SY 2008–09). Appendix D provides additional data on student enrollment, by subpart, program type, and year.

## Race/Ethnicity

In SY 2008–09, 71 percent of students enrolled in Title I, Part D, programs were either Black, non-Hispanic (37 percent) or White, non-Hispanic (34 percent). Hispanic students represented the third-largest category (24 percent) of students enrolled in Title I, Part D, programs.

As demonstrated in figure 2, race/ethnicity trends have stayed relatively consistent over the past 3 years, with students from Black, non-Hispanic and White, non-Hispanic racial/ethnic groups representing more than one-third each of the enrolled student population. Asians or Pacific Islanders, American Indians or Alaska Natives, and other race/ethnicity categories, combined, comprised a maximum of 5 percent of the student population each year.

**Figure 2. Student Distribution, by Race/Ethnicity, From SY 2006–07 Through SY 2008–09**



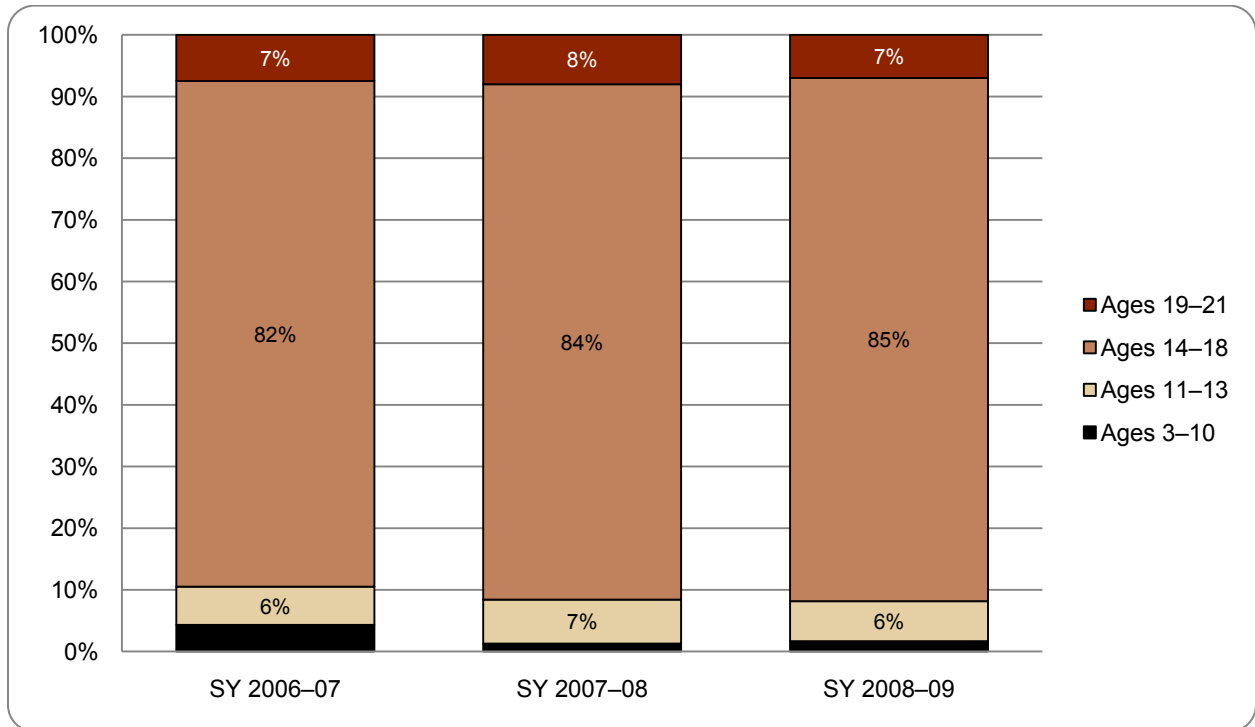
Note: The total unduplicated number of students reported by race/ethnicity was 482,730 in SY 2006–07, 484,324 in SY 2007–08, and 498,256 in SY 2008–09.

In general, across the racial/ethnic groups, Black, non-Hispanic students have been predominantly represented in juvenile detention and juvenile and adult correction programs in SA programs, and in juvenile detention in LEA programs (see appendix tables E.1 and E.2). White, non-Hispanic students have more frequently been enrolled in neglect programs for both SA and LEA programs than students of other races or ethnicities. Appendix E provides additional data on racial/ethnic breakdowns by subpart, program type, and year.

## Age

The majority of students (85 percent) enrolled in Title I, Part D, programs in SY 2008–09 were between 14 and 18 years of age. As highlighted in figure 3, the concentration of students in the 14- to 18-year age range has been consistent from SY 2006–07 through SY 2008–09, and the percentage of students within this age group has increased by 1 to 2 percentage points each year. Student enrollment in adult corrections programs represents the exception to this trend, with the majority of students in the 19- to 21-year age group (74 percent or more each year). Appendix E provides additional data on student age, by subpart, program type, and year.

**Figure 3. Student Distribution, by Age, From SY 2006–07 Through SY 2008–09**

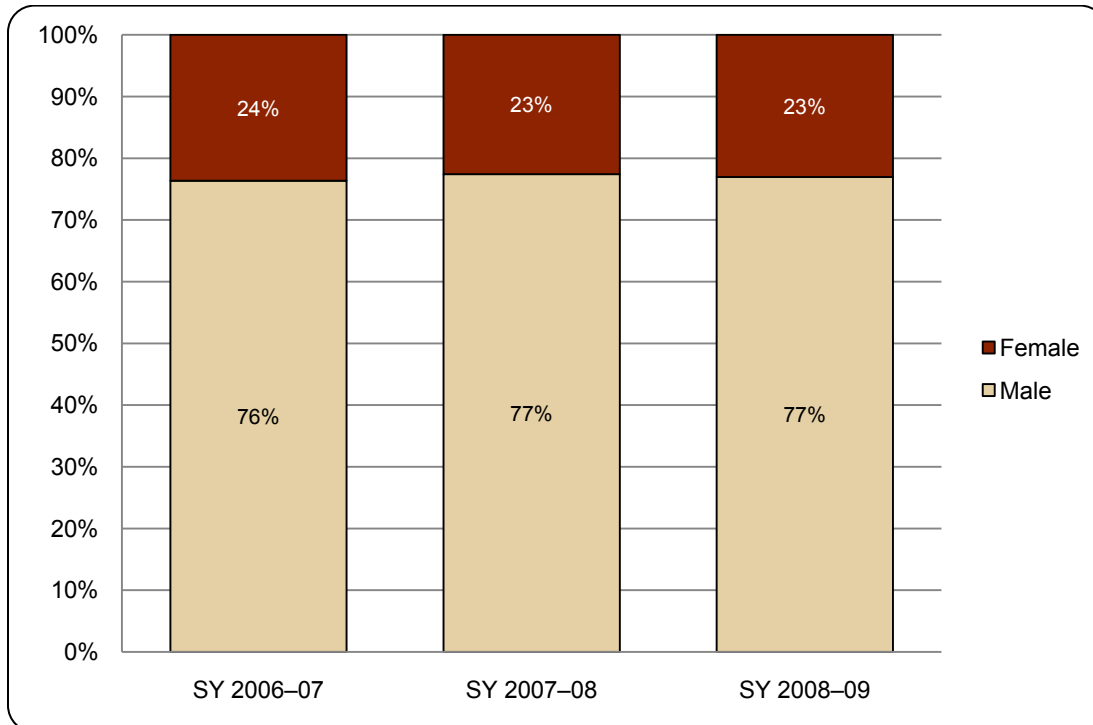


Note: The total unduplicated number of students reported by age was 481,815 in SY 2006–07, 484,235 in SY 2007–08, and 497,811 in SY 2008–09.

## Gender

Over the past 3 years, the majority of students enrolled in Title I, Part D, programs have been male (ranging from 76 to 77 percent), as demonstrated in figure 4. The gender breakdowns of students by program and by year show that, in comparison to other program types, females have been enrolled at higher rates in neglect and at-risk programs. For example, female enrollment in neglect programs ranged between 37 and 43 percent in SA programs over the past 3 years, in comparison to 12 to 14 percent in SA juvenile corrections programs. Appendix E provides additional data on the gender breakdown by subpart, program type, and year.

**Figure 4. Student Distribution, by Gender, From SY 2006–07 Through SY 2008–09**



Note: The total unduplicated number of students reported by gender was 480,685 in SY 2006–07, 484,465 in SY 2007–08, and 497,261 in SY 2008–09.

## Overall Student Performance

Accountability provisions under ESEA, as amended in 2001, require agencies that receive Title I, 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.”<sup>3</sup> The Federal reporting measures, as developed by ED, include 10 academic and vocational outcomes, as well as student performance in reading and mathematics. The 10 academic and vocational outcomes are reported for every student, regardless of the length of his or her enrollment in a program. Academic achievement performance data (as measured by progress on pre- and posttests in reading and mathematics) are reported only for students who are enrolled in a program for 90 or more consecutive calendar days. These students are referred to as long-term students.

This section presents an overview of student performance results from SY 2006–07 through SY 2008–09 and summarizes data on academic outcomes, academic performance of long-term students in reading and mathematics, and vocational outcomes. Like the demographic data, the outcome and performance data for students who are enrolled in both SA and LEA programs are combined to provide a unified overview of the accomplishments of programs that are receiving Title I, Part D, funds.<sup>4</sup> The statutory purpose and evaluation framework that they have in common allow for the combined presentation. Appendixes F and G provide additional program-specific outcome and performance results for SA and LEA programs.

### Academic Outcomes and Academic Performance

The Title I, Part D, evaluation focuses on measures and outcomes that are consistent with the purpose of Title I, Part D, and that align with the educational and transition goals of students in noninstitutional settings. Academic outcome measures include earning high school course credits, enrolling in GED programs, attaining a GED or high school diploma, and accepting or enrolling in postsecondary education. Academic outcome data are reported for all students who are enrolled in Title I, Part D, programs, and are not limited by students’ length of stay.

Highlights of the academic and vocational outcomes for students in Title I, Part D, programs in SY 2008–09 included the following:

- ❖ More than 40 percent of students earned high school course credits.
- ❖ Nearly one-third of students enrolled in their local school district.
- ❖ Almost 70 percent of students demonstrated improvement in reading and mathematics.
- ❖ Nineteen percent of students enrolled in elective job training.

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<sup>3</sup> Section 1431, ESEA, as amended in 2001.

<sup>4</sup> Combined data mask differences between SA and LEA programs. For example, students were enrolled for an average of 128 days in SA programs and 65 days in LEA programs. For this reason, direct comparisons between SA and LEA programs for any specific outcome or performance metrics are not appropriate.

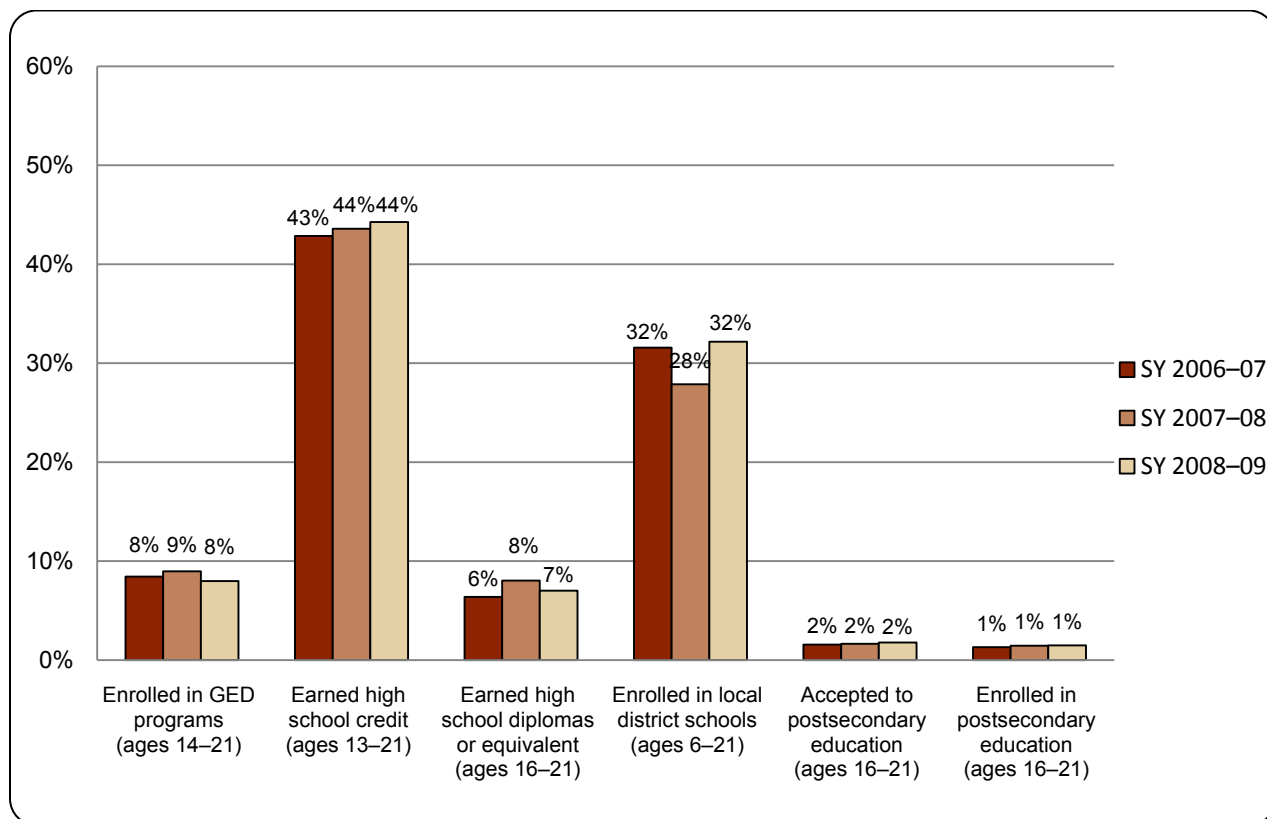
The data related to academic outcomes (and, later, vocational outcomes) are examined in the context of students who are eligible to attain a specific outcome. For example, elementary school-aged students, who are likely enrolled in neglect or at-risk programs, are able to benefit from Title I, Part D, funding, but less likely to be able to attain outcomes targeted at older aged students—such as earning high school course credits or taking a GED course. The age group of students able to attain an outcome varies per indicator. Table 2 summarizes the age ranges per indicator and the overall number of students in each age group across the 3-year period.

**Table 2. Number of Age-Eligible Students and Age-Eligible Groupings for Academic Outcomes**

Academic outcomes	Eligible age group	Total number of students in age-eligible group		
		SY 2006–07	SY 2007–08	SY 2008–09
Enrolled in GED programs	14–21 years	431,060	443,534	457,137
Earned high school course credits	13–21 years	412,406	433,146	451,490
Earned high school diploma or equivalent	16–21 years	297,582	300,592	311,209
Enrolled in local school district schools	6–21 years	481,365	484,000	497,589
Accepted to postsecondary education	16–21 years	297,582	300,592	311,209
Enrolled in postsecondary education	16–21 years	297,582	300,592	311,209

Using the data in table 2 as a baseline for the eligible student population, figure 5 provides the percentage of age-eligible students attaining these outcomes. Figure 5 shows that the academic outcomes students in Title I, Part D, programs most commonly achieved in each of the past 3 years were earning high school course credits (ranging from 43 to 44 percent of students 13 to 21 years of age) and enrolling in local district schools upon exiting programs or facilities (ranging from 28 to 32 percent of students 6 to 21 years of age). The percentages of students enrolled in GED programs (approximately 8 percent), accepted into postsecondary education programs (2 percent), and enrolled in postsecondary education programs (1 percent) have remained stable across the 3-year period for students in Title I, Part D, programs.

**Figure 5. Percent of Age-Eligible Students Achieving Academic Outcomes in Title I, Part D, Programs From SY 2006–07 Through SY 2008–09**



Note: Academic outcome percentages are based on the number of age-eligible students, per indicator, as identified in table 2.

The only variation from this trend occurred in adult corrections programs; over the 3-year period, within adult corrections programs, students were more likely to enroll in GED programs (ranging from 37 percent to 42 percent of students 14 to 21 years of age) than to attain the other academic outcomes. Appendix F provides additional data on the academic outcomes, by program type and by year, and section III provides additional information and context for interpreting the student outcome and achievement data presented here.

## Academic Achievement of Long-Term Students in Reading and Mathematics

For students in Title I, Part D, programs, academic assessments in reading and mathematics are reported based on pre- and posttest results.<sup>5</sup> Because pre- and posttests often are not sensitive enough to track progress over short stays, reading and mathematics data are reported for long-term students only. “Long-term” is defined as being enrolled in a program for 90 or more consecutive calendar days.

Figure 6 shows the percentage of long-term students who tested below grade level on entry to the program from SY 2006–07 through SY 2008–09.<sup>6</sup> In SY 2008–09, the majority of long-term students entered N or D programs testing below grade level in reading (53 percent) and mathematics (58 percent). These values demonstrate a jump in the percentage of students testing below grade level over the previous 2 years in both subject areas; however, this increase should be interpreted with caution.<sup>7</sup> In general, more students in SA programs tended to test below grade level upon entry than students in LEA programs. For example, on average, 61 percent of long-term students in SA programs tested below grade level in reading, and 29 percent of long-term students in LEA programs tested below grade level in reading, over the 3-year period. Appendix G provides detailed data on testing below grade level, by subpart. Section III further discusses the academic challenges facing students as they enter N or D programs.

### An Alternative Measure of Academic Performance

For N or D programs, annual State accountability tests typically are not useful for tracking academic performance, because students residing in such programs frequently transition in and out of placement. As a result, students may not be enrolled on the day of the State assessment. For this reason, a review of a program’s performance on the basis of the results of these annual assessments would be inappropriate.

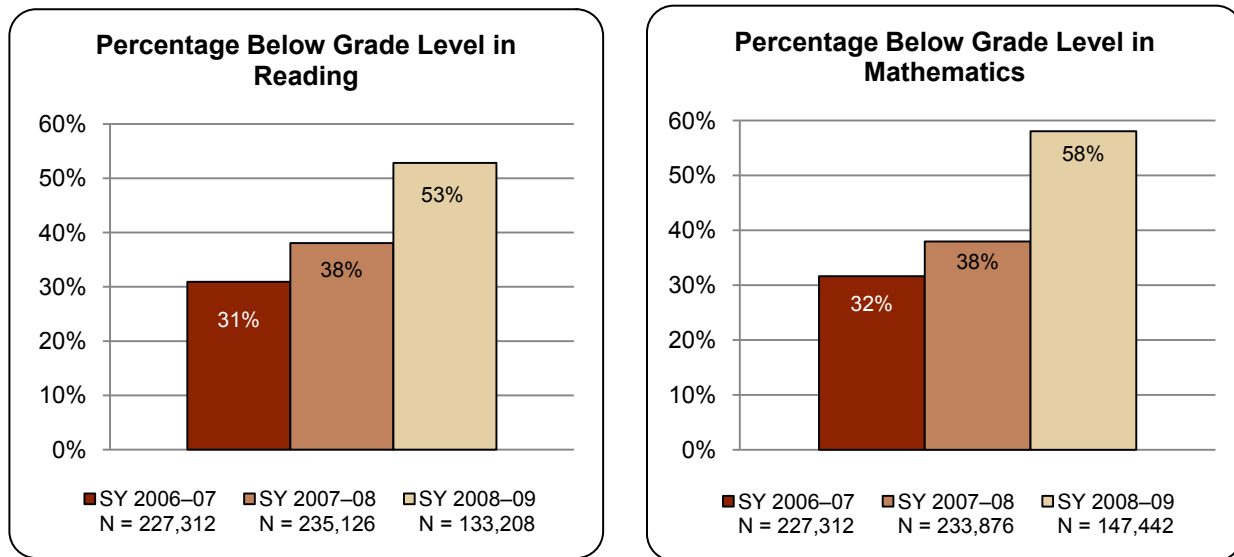
Taking these factors into account, ED supports the use of pretest and posttest reading and mathematics scores for long-term students, to assess the academic achievement of students enrolled in N or D programs.

<sup>5</sup> 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 several reading and mathematics assessment instruments.

<sup>6</sup> In 2007–08, reporting instructions were clarified to indicate that data should be collected on the number of long-term students who were reported to have pretest results, posttest results, or both pre- and posttest results.

<sup>7</sup> In SY 2008–09, States experienced difficulties reporting long-term student counts, and the drop in the long-term student count and subsequent increase in percentages may reflect these complications, particularly in LEA programs. Section III provides additional information about data interpretation.

**Figure 6. Percent of Long-Term Students Testing Below Grade Level, Upon Entry, in Reading and Mathematics From SY 2006–07 Through SY 2008–09**



**Results on Reading Pre-Posttest Exams**

The progress of long-term students in reading and mathematics on pre-posttests are reported by grade level improvement to determine how many students showed negative change, no change, or improvement between the pretest and most recent posttest. Table 3 provides the number of long-term students with complete pre-posttesting data in reading, and figure 7 further shows the percentage of students improving in reading over the past 3 years.<sup>8</sup>

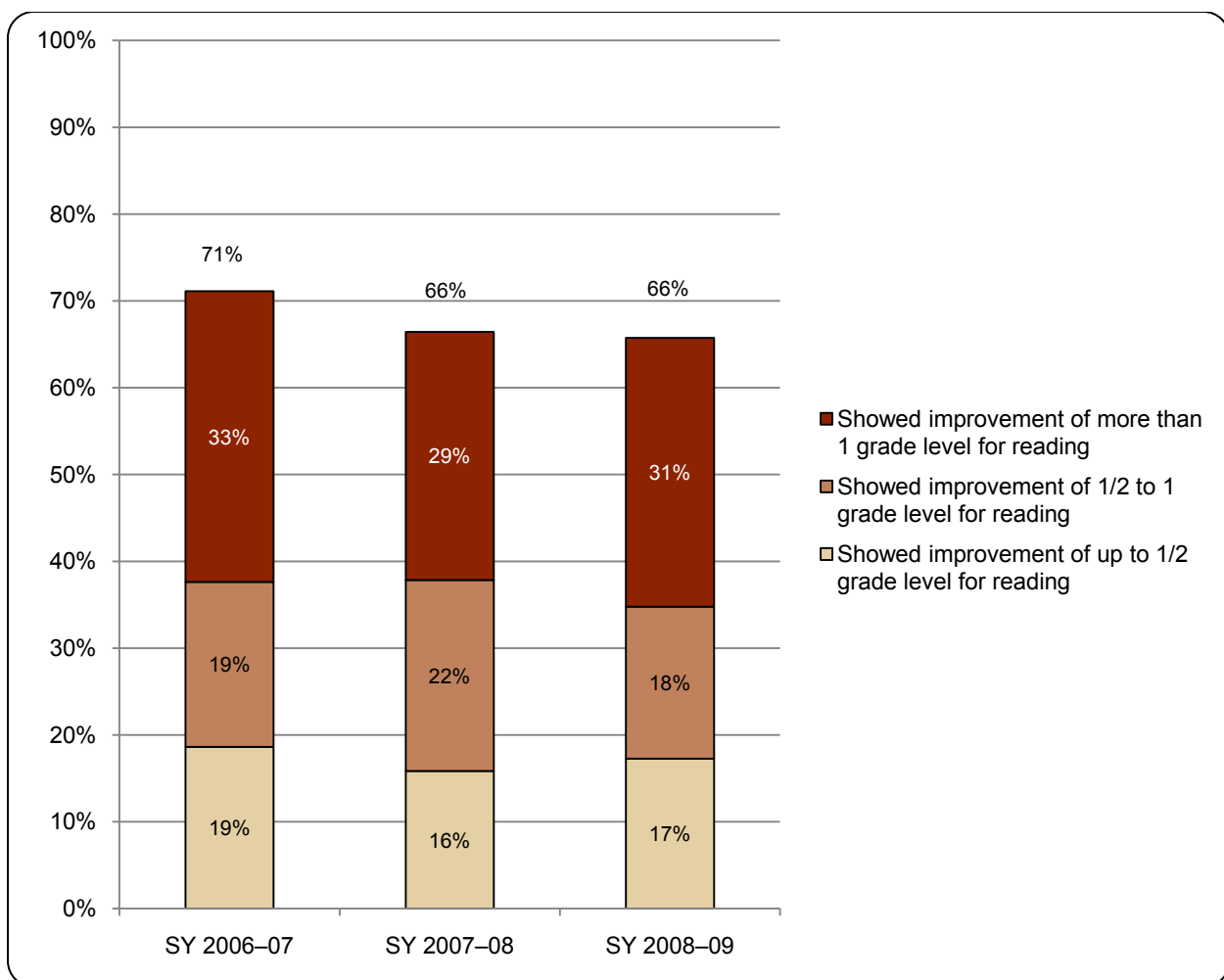
<sup>8</sup> In SY 2008–09, States experienced difficulties reporting long-term student performance data as a result of a new required reporting format via ED Facts. Section III provides additional information about data interpretation.

**Table 3. Number of Long-Term Students With Complete Pre-Posttest Data and Demonstrating Results for Reading From SY 2006–07 Through SY 2008–09**

Academic outcome denominators	SY 2006–07	SY 2007–08	SY 2008–09
Number of long-term students with complete pre- and posttest data for reading	63,102	80,075	79,732

Over two-thirds of students in Title I, Part D, programs have showed improvement on reading pre-posttesting assessments each year. Of the students demonstrating improvement in reading, most (at least 29 percent) showed gains of more than one grade level from SY 2006–07 to SY 2008–09. The percentage of students who demonstrated improvement of up to one-half grade level or from one-half to one grade level in SY 2008–09 remained similar to the values from the previous 2 years. Appendix G provides additional details on the pre-posttesting results in reading, by subpart, program type and year.

**Figure 7. Percent of Long-Term Students Improving on Pre-Posttests in Reading From SY 2006–07 Through SY 2008–09**



Note: Pre- and posttesting improvement percentages in reading are based on the number of long-term students with complete pre-posttest data, as identified in table 3.

### Results on Mathematics Pre-Posttest Exams

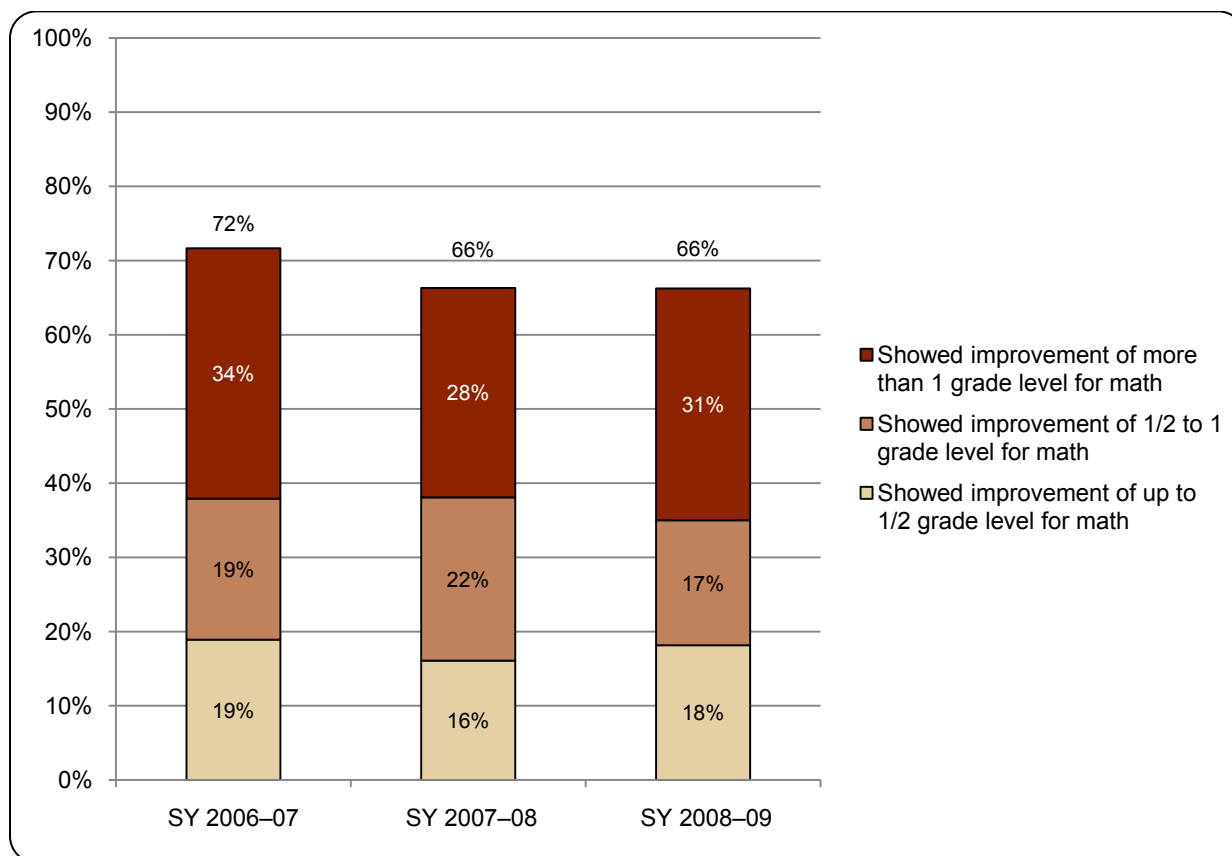
The outcome data for the number of students who demonstrated results in mathematics is similar to the reading data, with over two-thirds of long-term students with testing results demonstrating improvement. Table 4 provides the number of long-term students with complete pre-posttesting data in mathematics.

**Table 4. Number of Long-Term Students With Complete Pre-Posttest Data and Demonstrating Results for Mathematics From SY 2006–07 Through SY 2008–09**

Academic outcome denominators	SY 2006–07	SY 2007–08	SY 2008–09
Number of long-term students with complete pre and posttest data for mathematics	60,949	78,001	78,150

As shown in figure 8, across the 3 year period, at least 28 percent of students showed improvement of more than 1 grade level in mathematics. Similarly, the trends for the number of students who showed improvement of up to one-half grade level and from one-half grade to 1 grade level in SY 2008–09 were relatively consistent with the percentages in SY 2006–07 and SY 2007–08. Appendix G provides additional details on the pre-posttesting results in mathematics, by subpart, program type and year.

**Figure 8. Percent of Long-Term Students Improving on Pre-Posttests in Mathematics From SY 2006–07 Through SY 2008–09**



Note: Pre- and posttesting improvement percentages in mathematics are based on the number of long-term students with complete pre-posttest data, as identified in table 4.

## Vocational Outcomes

One of the main purposes of Title I, Part D, is to ensure that students in N or D programs develop skills that will assist them in making successful transitions back into the community and in obtaining employment. Three of the program's evaluation measures focus on vocational training and employment: students enrolling in elective job training, students enrolling in external job training, and students obtaining employment.

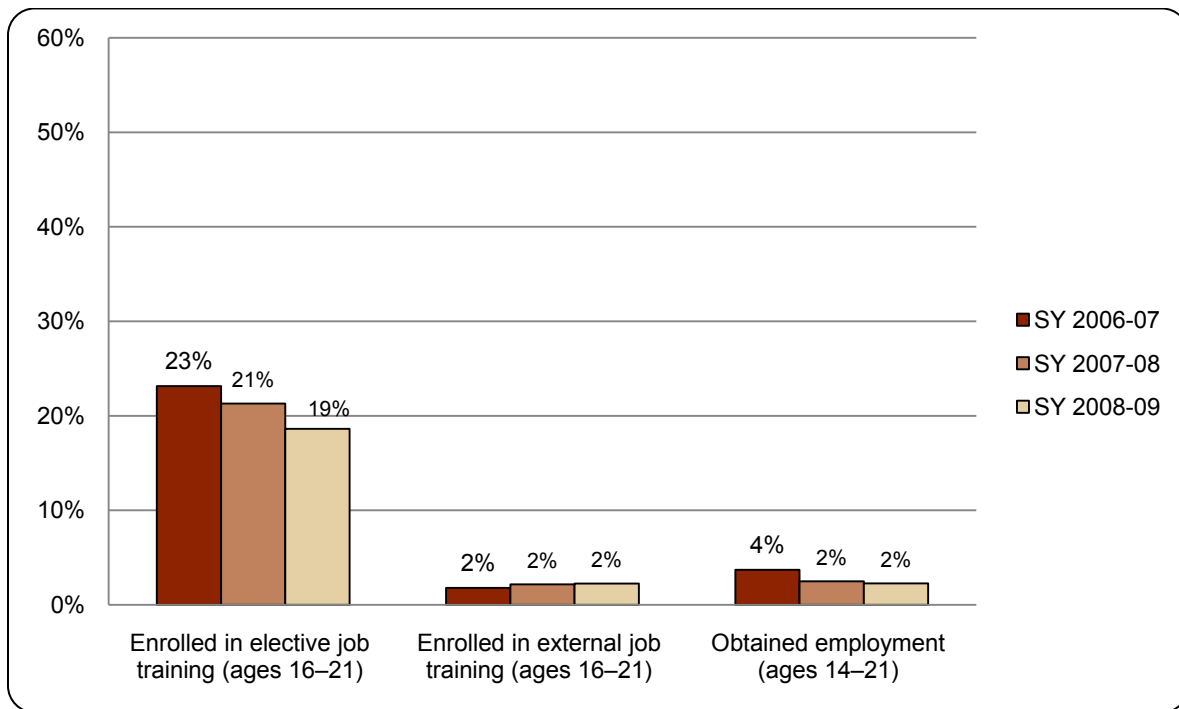
Similar to academic outcomes, student vocational outcomes are assessed based on the number of students within the specified age groups who would have been eligible to attain the outcome (see page 12 and table 2). Table 5 provides the student-count data, by age, for the number of students typically eligible to attain the different vocational outcomes.

**Table 5. Number of Age-Eligible Students per Vocational Outcome**

Academic outcomes	Eligible age group	Total number of students in age-eligible group		
		SY 2006–07	SY 2007–08	SY 2008–09
Number of students who enrolled in elective job training	16–21 Years	297,229	298,117	309,205
Number of students who enrolled in external job training	16–21 Years	297,582	298,130	311,209
Number of students who obtained employment	14–21 Years	431,158	443,534	457,137

In SY 2008–09, as in previous years, the most common vocational outcome attained by students in Title I, Part D, programs was enrollment in elective job-training courses while enrolled in an N or D program (19 percent of students 16–21 years of age in SY 2008–09). Figure 9 provides the 3-year trend data across the vocational outcome measures.

**Figure 9. Percent of Age-Eligible Students Attaining Vocational Outcomes From SY 2006–07 Through SY 2008–09**



Note: Vocational outcome percentages are based on the number of age-eligible students, per indicator, as identified in table 5.

Attainment of vocational outcomes has remained relatively consistent over the past 3 years, with a slight decrease in students enrolled in elective job training (from 23 percent to 19 percent) and obtaining employment (from 4 percent to 2 percent). Appendix F provides additional data on the vocational outcomes, by subpart, program type, and year.

## Summary

The results demonstrated in this report suggest that N or D facilities and programs continue to facilitate States' efforts to fulfill the Title I, Part D, programs' educational purpose and goals. Students in N or D programs are being offered the opportunity to meet educational standards similar to those of students in noninstitutional programs. Subsequently, students in N or D programs are using such opportunities to improve their performance in core academic subject areas, to earn high school course credits, to transition back to local schools, to develop vocational skills, and to attain GEDs and high school diplomas. ED continues to support States in their efforts to improve the quality of educational programming for students who are N or D. The data highlighted in this report provide a key source of information in this process.

# Interpreting Title I, Part D, Data

National educational outcome data on students in N or D programs is limited. For this reason, the data collected through Title I, Part D, provides important information regarding the academic and vocational accomplishments of students who are N or D. However, the nature of the funding and the contexts in which the data are collected must be kept in mind when interpreting the data presented throughout this report. This section reviews these factors and contexts, as well as the limitations of the data.

## Contextual Factors

When examining the educational outcome data of students in N or D programs, it is important to be aware of the intent of the funding, the characteristics of students within the population, and the academic challenges they face, as well as the environment and policies affecting their access to services.

### The Nature and Purpose of Title I, Part D, Funding

Title I, Part D, funds complement and supplement other funding sources that are dedicated to serving children and youth in the justice and child welfare systems. In SY 2008–09, the average per-pupil expenditure for the program was \$375, which represents only a portion of education funds that N or D programs received among all potential Federal, 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 funding support provided through Title I, Part D.

### Academic Challenges for Students in N or D Programs

The population served by Title I, Part D, is unique, and Title I, Part D, programs often serve students who face many different academic challenges. For example, for SY 2008–09, States reported that most incoming long-term students tested below grade level in reading (53 percent) and mathematics (58 percent).

Research on youth in the juvenile justice system supports this finding and further highlights that students with academic challenges are disproportionately concentrated in facilities for youth who are delinquent. According to one study, 9 to 76 percent of students in this population have learning disabilities.<sup>1</sup> Another study found that at least 37 percent of incarcerated youth are eligible for services under the Individuals with Disabilities Education Act (IDEA), whereas less than 9 percent of the overall public school population is eligible for the same services.<sup>2</sup> Furthermore, some research has reported that as many as 70 percent of youth in the juvenile justice system have mental health issues.<sup>3</sup> Youth in the juvenile justice system are also culturally and linguistically diverse, and many speak English as a second language.<sup>4</sup> These

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<sup>1</sup> 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>

<sup>2</sup> Quinn, M., Rutherford, R., Leone, P., Osher, D., & Poirier, J. (2005). Youth with disabilities in juvenile corrections: A national survey. *Exceptional Children*, 71(3), 339–345.

<sup>3</sup> Shufelt, J. L., & Cocozza, J. J. (2006, June). *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>

<sup>4</sup> Baltodano, H. M., Harris, P. J., & Rutherford, R. B. (2005). Academic achievement in juvenile corrections: Examining the impact of age, ethnicity and disability. *Education & Treatment of Children*, 28(4), 361–379.

challenges for students who are N or D should be kept in mind when reviewing education data related to students in this population.

### Movement of Students Into and Out of N or D Programs

As highlighted in table 6, the overall number of long-term students served in SA (Subpart 1) programs decreased over the past years with a sharp drop in SY 2008–09. While this decrease could be attributed to the change in reporting format for the 2008–09 data collection (see further discussion under changes related to data collection), the decrease may also reflect a number of different environmental changes at the State level for the students in these programs, and subsequently, may have an impact on student academic outcomes, as well.

**Table 6. Title I, Part D, Subpart 1, Student-Count Data From SY 2006–07 Through SY 2008–09**

Student counts	SY 2006–07	SY 2007–08	SY 2008–09	Difference, 2006–07 to 2007–08	Difference, 2007–08 to 2008–09	Percent change, 2006–07 to 2007–08	Percent change, 2007–08 to 2008–09
Unduplicated count	132,229	131,860	125,456	–369	–6,404	–0.3%	–4.9%
Long-term student count	62,174	65,507	54,252	3,333	–11,225	5.4%	–20.7%

\*As noted in the previous section, the drop in the long-term student count may also be attributable to the change in reporting format via ED Facts in SY 2008–09.

Several major environmental and policy shifts should also be taken into consideration when analyzing Title I, Part D, student count and outcome data. These include, but are not limited to, the following:

- ❖ **Juvenile justice reform initiatives:** In recent years, there has been an increased focus on diverting students from secure-care placement into community-based or alternative programs (that likely do not receive Title I, Part D, funding), where students would be enrolled in their own neighborhood schools.<sup>5</sup>
- ❖ **Budgetary constraints:** Due to the recent economic environment, many facilities serving Title I, Part D, populations have faced financial concerns due to the current economy.<sup>6</sup> Budget cuts can lead to funding-diversion programs (which can be cost effective), reducing staffing and services, and closing secure-care facilities.<sup>7</sup>

In general, the students who are most likely to benefit from and be assigned to diversion programs are those children and youth who are more likely to succeed outside of secure-care

<sup>5</sup> According to *2007–08 Advances in Juvenile Justice Reform*, there is a trend toward States' closing down large facilities in an effort to divert youth away from detention. Alternative solutions include establishing smaller, more therapeutic placements and keeping youth at home under community supervision.

<sup>6</sup> National Juvenile Justice Network. (2010). *The real costs and benefits of change: Finding opportunities for reform during difficult fiscal times*. Retrieved August 13, 2010, from [http://www.njjn.org/media/resources/public/resource\\_1613.pdf](http://www.njjn.org/media/resources/public/resource_1613.pdf)

<sup>7</sup> The 2009 Council of Juvenile Corrections Association (CJCA) Yearbook reported a 17 percent decrease in secure-care and detention facilities between 2007 and 2008 (from a total of 470 in 2007 to a total of 391 in 2008).

facilities, exhibit fewer criminogenic risk factors, and are less likely to be diagnosed with educational disabilities. Thus, the students remaining in institutional settings likely are individuals who have had more serious academic issues and a greater number of mental health and other issues that present challenges to making academic gains, and yet also face reduced services and support.

While the Title I, Part D, data do not provide this information, one possible result of (1) the changes in the population served by Title I, Part D, and (2) the changes to the educational supports available at the State level, may be that the academic gains seen by youth in Title I, Part D, programs will lag or show a decrease in achievement as diversion efforts continue. It is important to keep these shifts in mind when examining the educational outcome and performance data of students in Title I, Part D, programs moving forward. If student enrollments continue to decline at the same or higher rates, reevaluating the performance measures for the Title I, Part D, program may be useful.

## Title I, Part D, Collection Format and Related Processes

### Challenges Related to Data Analyses and Interpretation

The format of the Title I, Part D, data-reporting model limits the ability to perform complex analyses, as Title I, 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 dataset and are not included within this report.

Further, 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 that are 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 several reading and mathematics testing instruments and should be interpreted within that framework.

### Challenges Related to Collecting Data

While the data collection for Title I, Part D, program has made great strides, there are a number of factors that can make the complete and accurate collection of data for students in N or D programs difficult:

- ❖ Changes to measures and the manner in which data are collected<sup>1</sup>
- ❖ Changes to the reporting format and requirements<sup>2</sup>
- ❖ Movement of students out of programs before data (e.g., posttesting results) can be collected
- ❖ The maintenance of data systems outside the central State education agency (SEA) or LEA education data systems (such as other SA programs)

During the SY 2008–09 collection, one such challenge was the new requirement to report a subset of the Consolidated State Performance Report (CSPR) data via the *EDFacts* file specification system. This change in reporting technology was a difficult transition for some States, and the manner in which the data were disaggregated may have had an impact on the accuracy of long-term student counts (e.g. possibly reflected in the 20 percent decrease in long-term student counts in Subpart 1 programs, as shown in table 6); subsequently, these changes may have impacted the quality of the data related to reading and mathematics pre-posttesting results as well (see tables 3 and 4 and figures 7 and 8).

### Data Quality

Throughout the collections, ED has been committed to providing technical assistance focused on the data collection and reporting process, and has worked closely with States to review their data annually in an effort to address data quality issues. As shown in table 7, the results of these technical assistance efforts have been reflected in a marked improvement in the overall

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<sup>1</sup> For example, in SY 2006–07, two changes were made to the collection instrument, including a change in the format in which age data were collected and the inclusion of “other” as a program category.

<sup>2</sup> For example, in SY 2008–09, States were required to submit a subset of the Title I, Part D, measures from the CSPR via *EDFacts*, which was a new submission format for some States in relation to Part D.

data reported. For the past three collections (SY 2006–07 to SY 2008–09), the number of States that were able to provide data has increased or stabilized, and the data have improved in quality and usability. States' inability to provide complete data occurs for a variety of reasons including changes to the data or format of the collection, data systems that are not fully integrated, or frequent changes in staff at the facility, LEA, SA, or SEA.

**Table 7. Year-to-Year Comparison of Data Quality, by CSPR Table Categories**

	<b>Subpart 1 Number of grantees (N = 52)</b>					
	<b>Unable to report</b>			<b>Reporting complete data</b>		
<b>CSPR table</b>	<b>SY 2006–07</b>	<b>SY 2007–08</b>	<b>SY 2008–09</b>	<b>SY 2006–07</b>	<b>SY 2007–08</b>	<b>SY 2008–09</b>
Facilities/students	0	0	0	32	48	46
Demographics	0	0	0	43	47	48
Outcomes	0	0	0	43	52	51
Reading performance*	1	0	1	43	52	49
Mathematics performance*	1	0	1	44	52	50
	<b>Subpart 2** Number of grantees (N = 45 for SY 2006–07, 44 for SY 2007–08, 44 for SY 2008–09)</b>					
Facilities/students	2	1	0	35	38	43
Demographics	2	0	0	34	41	43
Outcomes	2	0	0	37	43	44
Reading performance*	2	0	0	35	42	40
Mathematics performance*	2	0	0	34	42	40

N represents the number of subgrantees that received funding for each subpart.

\* Values reflect whether a State provided any data related to the reading and mathematics tables, not the improvement data alone.

\*\* Seven States did not receive Subpart 2 funds, and one additional State (Maine) was allocated funds by ED but did not report any Subpart 2 data in SY 2007–08. Eight States did not receive Subpart 2 funds in SY 2008–09.