

STORAGE NAME: h2107.ei
DATE: March 30, 2000

**HOUSE OF REPRESENTATIVES
COMMITTEE ON
EDUCATION INNOVATION
ANALYSIS**

BILL #: HB 2107
RELATING TO: Juvenile Justice Education Programs
SPONSOR(S): Representative Bainter
TIED BILL(S): none

ORIGINATING COMMITTEE(S)/COMMITTEE(S) OF REFERENCE:

- (1) EDUCATION INNOVATION
 - (2)
 - (3)
 - (4)
 - (5)
-

I. SUMMARY:

HB 2107 establishes systems of coordination between The Department of Juvenile Justice (DJJ) and the Department of Education (DOE). The bill specifically does the following:

- Prohibits reduction in funding to accommodate teacher in-service days
- Requires district school system to provide instructional personnel at certain juvenile justice programs with access to the districts school database though a cooperative agreement
- Provides legislative intent prescribing duties for DJJ and DOE in providing educational instruction to certain delinquent youth which meet their individual needs
- Requires the Juvenile Justice Education Coordinator to implement and monitor education services in detention centers
- Requires that an annual cooperative agreement and plan for education service developed by DOE and DJJ be submitted to the DJJ Secretary and the Commissioner of Education
- Authorizes youth with high school diplomas or GED's to participate in higher level education programs subject to available funding
- Requires FTE counts of juvenile justice students to be conducted in the same manner as for equivalent students in the county school system
- Requires the development of a multi-agency plan for vocational education
- Provides a 30 day exemption for immunization for youth transferred to juvenile justice programs
- Requires DJJ to notify DOE regarding certain actions taken in the construction of new facilities
- Requires that youths enrolled in juvenile justice education programs earn funds from the Florida Education Finance Program (FEFP)
- Requires DJJ and DOE to develop a plan for vocational education in juvenile justice facilities which states powers, duties and guidelines.
- Requires mandatory participation in educational programs by youths on aftercare or postcommitment community control status unless otherwise exempted.
- Requires a study to determine the funding level needed to provide specialized education to youths in juvenile justice programs; to be reported to the Governor and the Legislature

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The bill appropriates \$200,000 in nonrecurring general revenue to DOE for the purpose of conducting 2 studies.

II. SUBSTANTIVE ANALYSIS:

A. DOES THE BILL SUPPORT THE FOLLOWING PRINCIPLES:

- | | | | |
|-----------------------------------|------------------------------|--|---|
| 1. <u>Less Government</u> | Yes <input type="checkbox"/> | No <input checked="" type="checkbox"/> | N/A <input type="checkbox"/> |
| 2. <u>Lower Taxes</u> | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input checked="" type="checkbox"/> |
| 3. <u>Individual Freedom</u> | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input checked="" type="checkbox"/> |
| 4. <u>Personal Responsibility</u> | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input checked="" type="checkbox"/> |
| 5. <u>Family Empowerment</u> | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input checked="" type="checkbox"/> |

For any principle that received a "no" above, please explain:

The bill requires school districts systems to provide instructional personnel for certain juvenile justice programs. Both DOE and DJJ are to:

- implement and monitor educational services in detention centers
- develop jointly, in consultation with the State Workforce Development Youth Council, school board districts, providers, and others, a multi-agency plan for vocational education

B. PRESENT SITUATION:

The growing concerns about the educational services available and delivered to youths in juvenile justice facilities was the subject of a study conducted by the Juvenile Justice Accountability Board. The board created a representative task force whose recommendations were incorporated into HB 349, which passed during the 1999 Legislative Session. Chapter 99-284, LOF, (HB 349) required the continuation and expansion of the task force duties to include a national study of effective vocational and work programs, an inventory of the effectiveness of vocational programs in Florida's juvenile justice commitment facilities, and the accountability of school districts and juvenile justice providers for the expenditures of education funds. The task force was also required to review the progress made in regard to the transfer of education records for committed youth and their access to the GED.

School Year for Juvenile Justice Program

The school year for juvenile justice programs is currently defined as 250 days of instruction over 12 months. A district school board may decrease the minimum number of days of instruction by up to 10 days for teacher planning. DJJ programs do not currently receive funding through the FEFP for days when students are not in attendance.

Scope of District School System

Pursuant to s. 230.02, F.S., a district school system includes alternative site schools for disruptive or violent youth. These schools may be funded by the district or provided by a consortium of districts, private providers, state and local law enforcement agencies, and the DJJ. Since access to education records of youth entering the juvenile justice system can

be an issue, and delays in accessing this information can significantly deter the provisions of appropriate instruction, school districts as of 2000-01, must provide such records within five days of a request. Not all juvenile justice programs have access to the district's data base to gather this information.

Educational Services in the DJJ

Section 985.02, F.S., establishes legislative intent for the juvenile justice system, including a purpose of the Legislature that children of the state are provided with the protection of, "Equal opportunity and access to quality and effective education, which will meet the individual needs of each child...". School districts are required by s. 230.23161, F.S., to provide appropriate services and programs to students in DJJ programs. The DOE serves as the lead agency for juvenile justice education programs. DOE and DJJ are each required to designate a Coordinator for Juvenile Justice Education Programs to serve as a contact point for resolving issues not addressed by the districts and to ensure each department's participation in:

- training, collaborating, and cooperating with DJJ, districts, and providers
- collecting academic and performance information on juvenile justice students
- developing protocols for districts and providers
- prescribing roles of program personnel

DOE and DJJ produce numerous technical assistance materials and documents that may be considered "protocols" and the agencies have informal mechanisms of collaboration. Currently, there is a joint system (DJJ and DOE participating) of conducting quality assurance review in all DJJ educational programs. Beginning with the 2000 review cycle, there are standards that address program compliance. However, there is no system for continuous "monitoring" of the educational programs in the DJJ detention centers.

A school day for a DJJ program student is a portion of the day in which school is actually in session, pursuant to s. 228.041 (13), F.S. Educational services *must* be provided at times of the day most appropriate for the program. School programming in juvenile justice detention, commitment, and rehabilitation programs must be made available during the regular school year defined for justice programs and during summer school by the district.

Currently, DJJ programs are funded on the basis of "direct instructional time" for a maximum of 25 hours per week for 250 days in the FEFP. According to Juvenile Justice Accountability Board (JJAB) Task Force report, the time and effort associated with keeping such attendance records has been burdensome for school districts and DJJ program staff. DJJ students are not currently funded for time not spent in educational classes. However, Rule 6A-6.05281, FAC, provides for exceptions to the definition of "direct instructional time" to minimize the negative fiscal impact of non-attendance in prescribed circumstances.

Students who are of the compulsory school attendance age, which is between the ages of 6 and 16, must participate in the program. If a student is 16 but not yet 18, he or she must participate unless the student files a formal declaration of intent to terminate school with the district school board and is given the opportunity to attain a GED before release from the facility.

Currently, there are no requirements for a multi-agency plan for vocational education in juvenile commitment facilities.

Immunization Against Communicable Diseases

In DJJ programs, such as detention centers, it is difficult to verify that students have had the required immunization for school attendance within 1 to 2 days of entry. Therefore, some students do not receive instruction while efforts are being made to verify their immunization status. The current statutory language provides for a temporary exemption for up to 30 days for students who transfer to another county.

Cooperative Developments of Educational Facilities in Juvenile Justice Programs

DJJ is required to provide early notice to school districts regarding siting of juvenile justice facilities. School districts must include the projected number of students in the districts annual estimates. Although the statute states that school districts *should* be consulted regarding the types of students expected to be assigned to commitment facilities, the statute does *not* require the district to be consulted. The DJJ is required to notify DOE when such a request for proposal is issued for the construction or operation of a facility; and the school district when a county or site is specifically identified. Additionally, DJJ is required to notify the superintendent within 30 days of the award of a contract for the construction or operation of a facility within that district.

Currently, DOE has not approved any DJJ facility designs or substantial renovations, and DJJ facilities do not currently meet the requirements of DOE facilities' specifications.

Supplemental Academic Instruction

DJJ students are funded through the FEFP, for up to 250 days and 25 hours per week, for the time students are in attendance and provided direct instruction. The maximum ten inservice days are not funded through the FEFP. All other K-12 students are funded for instruction beyond the regular 180-day school year through the supplemental academic instruction categorical fund.

Federal Funding Program

Vocational programs in the juvenile justice facilities can be supported through federal funding allocated to each state through the Carl D. Perkins Vocational and Applied Technology Education Act. In the survey conducted as a part of the JJAB study, none of the 31 responding facilities reported Perkins funds as a source of support for their vocational programs.

Another source of support for vocational programming for youth committed to DJJ is the federal Workforce Investment Act (WIA).

C. EFFECT OF PROPOSED CHANGES:

School Year for Juvenile Justice Program

HB 2107 provides that the number of funded days may not be reduced to accommodate teacher in-service days. The proposed change is intended to provide funds for the full 250 days including up to a maximum of ten days for teacher in-service training for which the DJJ currently does not receive funding from the FEFP.

Scope of District School System

The bill provides that, pursuant to a cooperative agreement, school districts must provide local personnel at juvenile justice programs which have 50 or more beds or slots with access to the district school system database for the purpose of accessing student academic, immunization and registration records for students assigned to the programs. Access must be in the same manner as provided to other schools in the district. The cooperative agreement could expedite access to student records by those responsible for providing educational programs and services.

Educational Services in the DJJ

HB 2107 duplicates language from s. 985.02, F.S., in a legislative intent statement.

The bill specifies and expands coordination activities by DOE and DJJ by:

- Defining protocols as academic and vocational.
- Prescribing the role of interdepartmental collaboration strategies.
- Implementing and monitoring education services in detention centers.

The bill requires an annual cooperative agreement and plan for juvenile justice education services enhancement, by DOE and DJJ, that is submitted to the Secretary of Juvenile Justice and the Commissioner of Education by June 30.

Educational services are required to provide at a time of the day that is most appropriate for the *juvenile justice* program. The programs required to be made available by the local school district must be made available during the juvenile justice school year, which is 250 days over 12 months.

The bill provides that youth who have received a high school diploma or its equivalent and are not employed may participate in workforce development or other vocational or technical education, or community college or university courses, while in the program, subjected to available funding. The difficulty is arranging for such post-secondary programs with school districts and/or community colleges since these students may be in commitment programs.

The bill requires that, notwithstanding the provisions for an alternative FTE survey for DJJ programs experiencing student enrollment fluctuations, FTE counts must be conducted just as they are for equivalent students in the district school system. The count periods must also be the same length and intervals for equivalent students in the district system. The bill also eliminates the requirement that DOE develop a method which captures all direct instructional time provided to students during the summer school period. Students in the DJJ programs will be funded for the 250 days utilizing the same FTE requirements and procedures currently used for other public school students.

The bill requires DJJ and DOE, in consultation with the statewide Workforce Development Youth Council, school districts, providers, and others, develop a multi-agency plan for vocational programming in juvenile commitment facilities. This would require a jointly-developed plan at the state level intended to promote improved local partnerships and increase participation by DJJ education programs in Workforce Development.

Immunization Against Communicable Diseases

The bill allows an exemption for more than 30 days for any child who enters a juvenile justice program without documentation of immunizations. This has the effect of indefinitely exempting the student without immunization.

Cooperative Developments of Educational Facilities in Juvenile Justice Programs

The bill *requires* DJJ to consult school districts regarding the types of students expected to be assigned to commitment facilities or educational planning and budgeting purposes. DJJ is also required to notify the school superintendent within 30 days *after* obtaining a permit to begin construction of a new detention or commitment facility within that school district.

The bill requires all juvenile justice educational facilities meet the state requirements for educational facilities which are in the rules of the State Board of Education and beginning July 1, 2000, all facility designs or substantial renovation plans must be approved by the DOE prior to construction. Juvenile justice facilities appropriated after July 1, 2000, which do not meet education specifications after that date will not be certified for occupancy. The change requires the DOE facilities office provide a review of each new DJJ facility.

Supplemental Academic Instruction

The bill requires that students enrolled in juvenile justice education programs generate funds in the FEFP for the 250 days. This provision will require funding for an additional ten in-service days which are not being funded currently by the FEFP because students are not in attendance.

Multi-Agency Plan for Vocational Education

The bill creates s. 985.3155, F.S., requiring a multi-agency plan for vocational education which requires DJJ, DOE, the Workforce Development Youth Council, schools districts, providers, and others to jointly develop a multi-agency plan for vocational education that establishes the curriculum, goals, and outcome measures for vocational programs in juvenile commitment facilities.

It specifies that the plan include:

- Provisions for maximizing appropriate state and federal funding sources, including funds under the Workforce Investment Act and the Perkins Act
- Responsibilities of both departments and all other appropriate entities
- Detailed implementation schedule

By November 1, 2000, the plan must be submitted to the Governor, the President of the Senate, and the Speaker of the House of Representatives.

It further specifies that the plan define vocational programming that is appropriate based upon:

- Age and assessed educational abilities and goals of the youths to be served

- Typical length of stay and custody characteristics at the commitment program to which each youth is assigned
- Definition of vocational programming that includes prescribed classification of commitment facilities that will offer vocational programming by different types
- Addresses strategies to facilitate involvement of business and industry
- Investigation of incentives for business involvement, and implementation of these where appropriate, or recommendation to the Legislature for consideration

Other requirements include:

- By January 31, 2001, alignment by the DJJ and the DOE of respective agencies, polices, practices, technical manuals, contracts, quality assurance standards; performance-based-budgeting measures, and outcome measures with the plan in commitment facilities (This date is only 6 months from the effective date of the bill.)
- By February 15, 2001, a report by each agency on the implementation of the multi-agency plan to the Governor, the President of the Senate, and the Speaker of the House of Representatives
- After July 1, 2001, all provider contracts executed by the department must be aligned with the plan
- After February 1, 2002, the planning and execution of quality assurance reviews conducted by DOE or DJJ, must be aligned with the plan
- Outcome measures reported by the department and the JJAB for youth released on or after July 1, 2001, should include outcome measures that conform to the plan

Compulsory Participation

The bill provides that a student of noncompulsory school attendance age on aftercare or postcommitment community status is required to participate in the educational program. A student who has not received a high school diploma or its equivalent must participate in the educational program unless the student files a formal declaration of intent to terminate school enrollment under s.232.01(1)(c), F.S., and is afforded the opportunity to attain a general education development diploma prior to release from a facility. The bill also provides that a youth who has received a high school diploma or its equivalent and is not employed *must participate* in workforce development or other vocational or technical education or attend a community college or university which in the program, subject to available funding.

Specialized Education Program

HB 2107 requires DOE, in consultation with DJJ, to conduct a study to determine the precise funding level needed to provide specialized education programs to youths in juvenile justice programs. The result of the study may be used to establish a unique cost factor for the education of the DJJ youth beginning in fiscal year 2001-02. The results of the study must be presented to the Governor, the President of the Senate, and the Speaker of the House of Representatives by January 1, 2001.

The bill appropriates \$100,000 in nonrecurring general revenue from the General Revenue Fund to the DOE for the purposes of conducting this study. The study could provide the information to help determine an appropriate cost factor for the education of DJJ youth.

Review and Analysis of Existing Education Facilities

The bill requires DOE, in consultation with DJJ, to conduct a review and analysis of existing educational facilities in DJJ facilities to determine the adequacy of the facilities for educational use. This information must be used to generate a 3 year plan to provide adequate space, equipment, furnishings, and technology including retrofitting. The DOE must submit this plan to the Governor, the President of the Senate, the Speaker of the House of Representatives, and the Secretary of Juvenile Justice by November 1, 2000. Since the bill is not effective until July 1, 2000, only 5 months are allowed to conduct the review.

The plan must contain sufficient detail for the development of a fixed capital outlay budget request.

The bill appropriates \$100,000 in nonrecurring general revenue from the General Revenue Fund to the DOE for the purposes of conducting this study. The study could provide information for future planning and refurbishing projects.

D. SECTION-BY-SECTION ANALYSIS:

Section 1. Amends s. 228.041, F.S., providing that the number of funded days of instruction may not be reduced to accommodate teacher in-service days.

Section 2. Amends s. 230.02, F.S., providing that, pursuant to cooperative agreement, school district systems provide instructional personnel and access the schools database for records of students assigned to programs of 50 or more beds or slots in the same manner as that of other schools in the districts.

Section 3. Amends s. 230.23161, F.S., stating legislative intent; requiring the Juvenile Justice Education Coordinator implement and monitor education services in detention centers; requiring that a cooperative agreement and plan for education services be submitted to the DJJ Secretary and Commissioner of Education by June 30; specifying that educational services shall be provided at times of the day most appropriate for the juvenile justice program; providing youths with high school diploma's or GED's to participate in higher level education programs subject to available funding; requiring FTE counts to be conducted in the same manner as for equivalent students in the county school system, and be the same length and interval as for equivalent students in the county school system; providing that DJJ and DOE, in consultation with others, develop a multi-agency plan for vocational education.

Section 4. Amends s. 232.032, F.S., providing that an exemption for more than 30 days may be issued for a child who transfers to a juvenile justice program without documentation of immunization.

Section 5. Amends s. 235.1975, F.S., requiring that DJJ to notify the district school superintendent within 30 days after obtaining a permit to begin construction of a new detention or commitment facility within that school district and that all facilities must meet the state requirements for educational facilities in State Board of Education rules.

- Section 6.** Amends s. 236.08104, F.S., requiring that students enrolled in a juvenile justice education program generate funds in the FEFP for 250 days.
- Section 7.** Creates s. 985.3155, F.S., requiring a multi-agency plan for vocational education which requires DJJ, DOE, the Workforce Development Youth Council, school districts, providers, and others to jointly develop a plan for vocational education.
- Section 8.** Amends s. 985.316, F.S., requiring that participation in the educational program by students of compulsory school attendance age is mandatory for youth on aftercare or postcommitment community control status.
- Section 9.** Appropriates \$100,000 in nonrecurring GR to DOE for a study to determine the precise funding level needed to provide specialized education programs to youths in juvenile justice programs.
- Section 10.** Appropriates \$100,000 in nonrecurring GR to DOE for to conduct a review and

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Section 11. Provides an effective date of July 1, 2000.

III. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT:

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

N/A

2. Expenditures:

The sum of \$200,000 in nonrecurring general revenue is appropriated from the General Revenue Fund to DOE for the purposes of conducting 2 studies (\$100,000 each).

The provisions requiring teachers in-service training days be funded will have a fiscal impact since they are not currently funded.

The provision that requires districts to provide DJJ sites with 50 or more beds access to the district database requires some additional costs for the electronic access. A survey of districts will be required to estimate this cost, according to DOE.

The requirement for DOE to monitor DJJ programs will require additional DOE staff and the associated travel cost. The frequency and scope of monitoring will determine the costs.

The provisions allowing some youth the opportunity to participate in workforce development programs are subject to the availability of funding.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

N/A

2. Expenditures:

N/A

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

N/A

D. FISCAL COMMENTS:

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CONSEQUENCES OF ARTICLE VII, SECTION 18 OF THE FLORIDA CONSTITUTION:

E. APPLICABILITY OF THE MANDATES PROVISION:

This bill does not require counties or municipalities to expend funds.

F. REDUCTION OF REVENUE RAISING AUTHORITY:

This bill does not reduce the authority of counties or municipalities to raise funds

G. REDUCTION OF STATE TAX SHARED WITH COUNTIES AND MUNICIPALITIES:

This bill does not reduce the percentage of state tax shared with counties and municipalities.

IV. COMMENTS:

A. CONSTITUTIONAL ISSUES:

N/A

B. RULE-MAKING AUTHORITY:

N/A

C. OTHER COMMENTS:

N/A

V. AMENDMENTS OR COMMITTEE SUBSTITUTE CHANGES:

N/A

VI. SIGNATURES:

COMMITTEE ON EDUCATION INNOVATION:

Prepared by:

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