INDIANA STATE BOARD OF EDUCATION

House Enrolled Act 1314-2018:
Annual Report on Homeless Youth Educational Outcomes

Statutory Authority (IC 20-19-3-18)
This document represents the first annual report on homeless youth educational outcomes as stipulated by House Enrolled Act 1314-2018, which requires the State Board of Education (SBOE) to, in collaboration with the Department of Education (IDOE) and the Department of Child Services (DCS), annually prepare and submit the following:
        (1) A report on foster care youth educational outcomes, and
        (2) A report on homeless youth educational outcomes.
It requires the DOE to develop and submit a copy of the following:
        (1) A remediation plan concerning foster care youth, and
        (2) A remediation plan concerning homeless youth.
The legislation requires certain information regarding students in foster care to be included in a school corporation's annual performance report. The bill requires the DOE and the DCS to enter into a memorandum of understanding that, at a minimum, requires the department of child services to share with the department, at least one time each month, disaggregated information regarding youth in foster care that is sufficient to allow the department to identify students in foster care. It repeals, for purposes of provisions concerning the transportation of a homeless student to a school of origin, a provision that provides "homeless student" includes a student who is awaiting placement in foster care.

Report Development Timeline

January 15, 2019:	Statutory Deadline for Publication of Graduation Rate
January 31, 2019:	DOE staff to send SBOE staff data for Homeless Youth Report under IC 20-19-3-18
March 12, 2019:	SBOE staff to review DOE data; DOE to prepare Homeless Youth Report and send report to DCS and SBOE for review
June 1, 2019:	Per IC 20-19-3-18(d), DOE shall submit the Homeless Youth Care Report to the Indiana Housing and Community Development Authority and the Legislative Council in electronic format under IC 5-14-6.
August 31, 2019:	After consultation with DCS and other stakeholders, DOE will develop a remediation plan concerning homeless youth and submit to the SBOE, Indiana Housing and Community Development Authority, and the Legislative Council in electronic format under IC 5-14-6

Federal Authority: McKinney-Vento Homeless Education Act
In 1987, Congress passed the Stewart B. McKinney Homeless Assistance Act, (subsequently renamed the McKinney-Vento Homeless Assistance Act) to aid homeless persons. On December 10, 2015, the Every Student Succeeds Act (ESSA) was enacted, amending McKinney-Vento in Title VII-B. The McKinney-Vento Act is designed to address the challenges that homeless children and youths have faced in enrolling, attending, and succeeding in school. This particularly vulnerable population of children has been increasing. Under the McKinney-Vento Act, State educational agencies (SEAs) must ensure that each homeless child and youth has equal access to the same free, appropriate public education, including a public preschool education, as other children and youths. Homeless children and youths

must have access to the educational and related services that they need to enable them to meet the same challenging State academic standards to which all students are held. In addition, homeless students may not be separated from the mainstream school environment. SEAs and local educational agencies (LEAs) are required to review and undertake steps to revise laws, regulations, practices, or policies that may act as barriers to the identification, enrollment, attendance, or success in school of homeless children and youths.

Defining Homelessness
Section 725(2) of the McKinney-Vento Act defines "homeless children and youths" as individuals who lack a fixed, regular, and adequate nighttime residence. The term includes:

I. Children and youths who are sharing the housing of other persons due to loss of housing, economic hardship, or a similar reason (sometimes referred to as "doubled-up"); living in motels, hotels, trailer parks, or camping grounds due to lack of alternative adequate accommodations; living in emergency or transitional shelters; or abandoned in hospitals;

II. Children and youths who have a primary nighttime residence that is a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings;

III. Children and youths who are living in cars, parks, public spaces, abandoned buildings, substandard housing, bus or train stations, or similar settings; and

IV. Migratory children who qualify as homeless because they are living in circumstances described above. The term "migratory children" means children who are (or whose parent(s) or spouse(s) are) migratory agricultural workers, including migratory dairy workers or migratory fishermen, and who have moved from one school district to another in the preceding 36 months, in order to obtain (or accompany such parents or spouses in order to obtain) temporary or seasonal employment in agricultural or fishing work.

Under the Indiana Education for Homeless Children and Youth State Plan, homeless children are defined as "children living with a parent in a domestic violence shelter; runaway children and children and youth who have been abandoned or forced out of their home by parents or other caretakers; and school-aged parents living in houses for school-aged parents if they have no other available living accommodations."

The Unique Challenges of Homeless Youth
Youth experiencing homelessness can find it difficult to access stable income, education, and employment, as do many single parents. Though many programs for homeless youth in Indiana focus on skills development, homeless families find it challenging in obtaining adequate educational supports for their children.

Homeless youth may experience any, or often several, of the following complications that can inhibit their physical, emotional, social, and academic development:
- Youth homelessness stems in large part from problems or conflict in families and homes.
    - Research has found a clear link between parental substance abuse and youth running away from home. Increasingly, these substances are opioids, leading to both youth and family homelessness.
    - 20-40% of unaccompanied homeless youth were sexually abused in their homes,

while 40-60% were abused physically.
- Youth are served by a distinct infrastructure involving separate systems of justice, education, health, and child protection/welfare.
- Many youth enter homelessness with little or no work experience.
- Youth are in the process of transitioning toward adulthood and may not have acquired personal, social, and life skills that make independent living possible.
- Youth often avoid the homeless-serving system out of fear of authorities.
- For youth under age of 18, the situation is complicated by the obligation of families and/or the government to care for them and provide for their basic needs.
- Many youth are forced to abandon their education because of homelessness.
- For youth involved with the Child Intervention System, these issues are further magnified if healthy transitions are not prioritized.

Youth who experience homelessness are especially vulnerable to criminal victimization, sexual exploitation, labor and sex trafficking, or traumatic stress. As communities are creating systems of support for precariously housed youth and those experiencing homelessness, they must take all of these different life experiences into account.

The Barriers for Homeless Youth
Students experiencing homelessness face extreme challenges in completing high school. They frequently go hungry, suffer chronic and acute illnesses, and are subjected to constant stress. They also have high levels of school mobility. Homeless youth move frequently due to limits on the length of their stay in a shelter or temporary accommodations or to escape abusive family members. Too often, these moves lead to school changes. Although the McKinney-Vento Act provides homeless students with the right to remain in a single school despite housing changes, the reality of their living situation often forces students to transfer schools multiple times in a single year.

The absence of a stable living arrangement has a devastating impact on educational outcomes for youth. For many students who are homeless, not having the proper school records often leads to incorrect classroom placement. Medical records, immunization records, previous school transcripts, proof of residency, and for unaccompanied youth, parental permission slips, are some of the "paper" barriers to students being placed efficiently and appropriately within school districts.

When students change schools frequently, it is difficult for educators to correctly identify their needs and ensure proper academic placement. Parents and educators may also have difficulty identifying the difference between academic or social difficulties that result from the stress of homelessness and mobility. Also, transportation can be an obstacle that further prevents many homeless children and youth from obtaining education. Stigmas about homelessness combined with lack of support from the school district can often prevent homeless students from receiving the best education possible.

The lack of education is the top risk factor for youth homelessness. The only way to keep unaccompanied homeless youth safe is to ensure they can access services, such as shelter and housing, health care, and education. Yet, a recent survey in Indiana revealed significant barriers for youth accessing these services in additional to the "paper" barriers impeding their

educational success. Youth under 18 in particular face logistical hurdles, including:

- Being unable to consent for shelter and housing services;
- Avoiding services due to fear of child welfare involvement; and
- Being unable to obtain their own birth certificate and state-issued identification card.

National Homeless Youth Statistics

National Alliance to End Homelessness studies show that:

- One in seven young people between the ages of 10 and 18 will run away from home.
- Youth ages 12 to 17 are more at risk of homelessness than adults.
- 75% of runaways are female.
- Estimates of the number of pregnant homeless girls are between 6 to 22%.
- Between 20 to 40% of homeless youth identify as LGBTQ.
- 46% of runaway and homeless youth reported being physically abused; 38% reported being emotionally abused; and 17% reported being forced into unwanted sexual activity by a family or household member.
- 75% of homeless or runaway youth have dropped out or will drop out of school.
- Nationally, 700,000 youth ages 13-17 experience homelessness each year; and 3.5 million young adults ages 18-25 experience homelessness each year.
- The prevalence of homelessness is almost the same in both rural and urban areas.

Indiana's Homeless Youth Statistics

Indiana's public schools identified nearly 19,789 homeless students in the 2017-2018 school year, which includes 1,164 unaccompanied youth. Below are data comparing the achievement levels on homeless youth in Indiana to all students. The majority of homeless students, approximately 16,723, are enrolled in traditional public schools, with a small percentage attending Charters. Nonpublic schools do not report homeless status to the state, so the enrollment of homeless students is currently unknown.

School Type (Enrollment Count)

	Homeless Student Count	Percentage	All Students	Percentage
Traditional Public	16723	96.4%	1006278	88.3%
Charter	612	3.5%	47089	4.1%
State Run (Blind, Deaf, Corrections)	16	0.1%	821	0.1%

*Non-public schools do not report homeless status

Of the 1,088 potential homeless youth graduates, 895 (82.3%) graduated in the 2018. This was only slightly less than the graduation rate of all students at 88.1%. The challenges of homelessness and mobility lead to lower rates of high school graduation among homeless students. Nationally, data show that students who experience homelessness even one time while in high school have higher dropout rates than other economically disadvantaged students.

Homeless students did have substantially a higher rate of waivers for graduation requirements than all

students – 22.7% of homeless students received a wavier compared to 8.3% of all students. This indicates that more homeless students struggle meeting the proficiency benchmark on ISTEP 10 than their peers. The majority of homeless students earn a Core 40 designation (66.7%), which is higher than their peers (50.7%). More homeless students also earn a General designation (19.9%) than their peers (9.5%). Although, homeless students earn fewer Honors designations than their peers. This again reiterates lower academic achievements for homeless students when compared to all Indiana students.

Overall Graduation Rate

	Cohort Size	Total Graduates	Graduation Rate
Homeless	1088	895	82.3%
All Students	82234	72466	88.1%

Waivers for Graduation Requirements

	Waiver Graduates	Graduate Waiver Rate	Non-Waiver Graduates	Non-Waiver Graduation Rate
Homeless	203	22.7%	692	63.6%
All Students	6029	8.3%	66437	80.8%

Diploma Type

	Homeless	% Diploma (Homeless)	All Students	% Diploma (All)
General	178	19.9%	6862	9.5%
Core 40	597	66.7%	36740	50.7%
Core 40 - Academic Honors	94	10.5%	23770	32.8%
Core 40 - Technical Honors	11	1.2%	1567	2.2%
Core 40 - Academic and Technical Honors	15	1.7%	3278	4.5%
International Baccalaureate	0	0%	248	0.3%

Regarding the retention and promotion of students for 2017-18 and 2018-19, slightly more homeless students (2.7%) were retained in prekindergarten through grade 11 when compared to all Indiana students (1.8%). Students tend to be retained more often in earlier grades than later – most often in Prekindergarten, though some students may repeat a year in high school due to credit deficiencies.

2017-18 Total Grade Promotion/Retention (PreK-11)

	Student Count	Retained	Retained %	Promoted	Promotion %
Homeless	14341	388	2.7%	13953	97.3%
All Students	1009855	18464	1.8%	991391	98.2%

2017-18 and 2918-19 Total Grade Promotion/Retention Disaggregated by Grade

	Student Count	Retained	Retained %	Promoted	Promotion %
Prekindergarten	200	54	27.0%	146	73.0%
Kindergarten	1337	121	9.1%	1216	90.9%
Grade 1	1300	71	5.5%	1229	94.5%
Grade 2	1351	32	2.4%	1319	97.6%
Grade 3	1411	40	2.8%	1371	97.2%
Grade 4	1360	15	1.1%	1345	98.9%
Grade 5	1291	4	0.3%	1287	99.7%
Grade 6	1151	4	0.3%	1147	99.7%
Grade 7	1200	8	0.7%	1192	99.3%
Grade 8	1064	5	0.5%	1059	99.5%
Grade 9	1002	8	0.8%	994	99.2%
Grade 10	861	11	1.3%	850	98.7%
Grade 11	813	15	1.8%	798	98.2%

There does not appear to be discrepancies in student retention across different subgroups of homeless students.

2017-18 Grade Promotion/Retention Disaggregated by Subgroup

	Student Count	Retained	Retained %	Promoted	Promotion %
American Indian/ Alaskan Native	30	0	0.0%	30	100.0%
Black	3665	95	2.6%	3570	97.4%
Asian	309	2	0.6%	307	99.4%
Hispanic Ethnicity	1665	46	2.8%	1619	97.2%
White	7570	214	2.8%	7356	97.2%
Multiracial (two or more races)	1092	31	2.8%	1061	97.2%
Native Hawaiian or Other Pacific Islander	10	0	0.0%	10	100.0%
Female	7048	172	2.4%	6876	97.6%
Male	7293	216	3.0%	7077	97.0%
Free/Reduced Lunch	12521	327	2.6%	12194	97.4%
Paid Lunch	1820	61	3.4%	1759	96.6%
Special Education	3275	113	3.5%	3162	96.5%
General Education	11066	275	2.5%	10791	97.5%

Comparatively, a higher percentage of homeless students are suspended (17.9%) and expelled (0.43%) compared to all students (8.9% and 0.28%, respectively). While expulsion is only marginally higher, suspension rates are more than double the percentage. Homeless students appear to have more suspensions and expulsions during grades 6 through 9. Black and white students, as well as male and low-income, tend to be on the receiving end of more disciplinary action than their peers. These trends track trends of non-homeless students, with poor, black, and male students often receiving the most disciplinary action from schools. As IDOE develop its remediation report, one important factor to examine is the type of disciplinary infractions most common for homeless students. One potential disciplinary issue that could be directly related to homelessness is chronic tardiness or truancy. Taking steps to mitigate these issues will be crucial for this population's success.

Discipline (Public Schools)

	Students Suspended	Suspension %	Students Expelled	Expulsion %	Total number of students
Homeless	3302	17.9%	81	0.43%	18451
All Students	96370	8.9%	3088	0.28%	1075466

Discipline Disaggregated by Grade

	Students Suspended	Students Expelled	Total Students
Pre-Kindergarten	1	0	166
Kindergarten	103	0	1626
Grade 1	147	0	1574
Grade 2	175	2	1611
Grade 3	195	0	1649
Grade 4	230	2	1619
Grade 5	245	6	1501
Grade 6	310	5	1358
Grade 7	371	6	1394
Grade 8	347	11	1238
Grade 9	407	16	1231
Grade 10	298	11	1060
Grade 11	241	13	1218
Grade 12	250	9	1340

Discipline Disaggregated by Subgroup

	Students Suspended	Students Expelled	Total Students
American Indian/Alaskan Native	1	0	39
Black	1341	25	4875
Asian	23	1	384
Hispanic Ethnicity	284	5	2350

	Students Suspended	Students Expelled	Total Students
White	1356	45	9428
Multiracial (two or more races)	295	5	1352
Native Hawaiian or Other Pacific Islander	2	0	23
Female	1109	27	9107
Male	2193	54	9344
Free/Reduced Lunch	3057	75	16263
Paid Lunch	244	6	2175
Special Education	1017	14	3946
General Education	2285	67	14505

Similar to graduation rates, waivers, and diploma types, ISTEP scores for homeless students (41.3% and 34% in English and math, respectively) are also substantially lower than their peers (64.1% and 58.3%), again reiterating a significant gap in students' academic achievement and success. For both homeless students and their peers, proficiency rates are higher in English/Language Arts than Math. English passage rates are consistently rank in the low 40th percentile for all grades, save grade 5 with a passage rate of 37.6%. Math passage rates fluctuate in the 30th percentile, except for grade 7 at 26.8%. Of homeless students who pass ISTEP, black, Hispanic, and Special education have the lowest passage rates in both English and math, again mirroring trends for all students.

Total ISTEP Passage Rates (Grade 3-8)

	English/Language Arts			Math		
	Tested Students	Students Passing	Pass Rate	Tested Students	Students Passing	Pass Rate
Homeless	7778	3213	41.3%	7820	2659	34.0%
All Students	503181	322541	64.1%	504261	294050	58.3%

ISTEP Passage Rates (Grade 3-8) Disaggregated by Grade

	English/Language Arts			Math		
	Tested Students	Students Passing	Pass Rate	Tested Students	Students Passing	Pass Rate
Grade 3	1476	650	44.0%	1487	531	35.7%
Grade 4	1434	590	41.1%	1443	537	37.2%
Grade 5	1352	508	37.6%	1363	531	39.0%
Grade 6	1195	491	41.1%	1198	376	31.4%
Grade 7	1237	519	42.0%	1241	332	26.8%
Grade 8	1084	455	42.0%	1088	352	32.4%

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ISTEP Passage Rates (Grade 3-8) Disaggregated by Subgroup

	English/Language Arts			Math		
	Tested Students	Students Passing	Pass Rate	Tested Students	Students Passing	Pass Rate
American Indian/ Alaskan Native	***	***	***	***	***	***
Black	1941	544	28.0%	1960	370	18.9%
Asian	160	65	40.6%	160	69	43.1%
Hispanic Ethnicity	953	353	37.0%	954	280	29.4%
White	4097	1987	48.5%	4110	1710	41.6%
Multiracial (two or more races)	606	256	42.2%	615	222	36.1%
Native Hawaiian or Other Pacific Islander	***	***	***	***	***	***
Female	3855	1821	47.2%	3869	1340	34.6%
Male	3923	1392	35.5%	3951	1319	33.4%
Special Education	1637	224	13.7%	1654	246	14.9%
General Education	6141	2989	48.7%	6166	2413	39.1%

The passage rate for students taking ISTEP for the first time is similarly as low as ISTEP in grades 3-8. Compared to their peers, homeless students have significantly lower achievement on the high school examination, with 28.8% passing English and 11.8% passing math the first time. This is due in large part to gaps in achievement in the elementary and middle school levels. As content becomes more complex and detailed, the importance of vertical articulation of subjects' foundational components increases, thus creating wide gaps when that foundation is lacking.

ISTEP Grade 10 (First Time)

	English/Language Arts			Math		
	Tested Students	Students Passing	Pass Rate	Tested Students	Students Passing	Pass Rate
Homeless	852	245	28.8%	855	101	11.8%
All Students	80265	47240	58.9%	80192	29003	36.2%

ISTEP Grade 10 Disaggregated by Subgroups (First Time)

	English/Language Arts			Math		
	Tested Students	Students Passing	Pass Rate	Tested Students	Students Passing	Pass Rate
American Indian/ Alaskan Native	***	***	***	***	***	***
Black	246	53	21.5%	247	13	5.3%
Asian	27	3	11.1%	26	3	11.5%
Hispanic Ethnicity	119	28	23.5%	120	13	10.8%
White	404	144	35.6%	404	68	16.8%

	English/Language Arts			Math		
	Tested Students	**Students Passing**	**Pass Rate**	**Tested Students**	**Students Passing**	**Pass Rate**
Multiracial (two or more races)	55	16	29.1%	57	3	5.3%
Native Hawaiian or Other Pacific Islander	***	***	***	***	***	***
Female	433	149	34.4%	433	52	12.0%
Male	419	96	22.9%	422	49	11.6%
Special Education	175	14	8.0%	176	3	1.7%
General Education	677	231	34.1%	679	98	14.4%

Homeless students have an overall lower pass rate on IREAD-3 when compared to all students, with homeless students at 73.2% versus all students at 87.1%.

IREAD-3

	Tested Students	Students Passing	Pass Rate
Homeless	1498	1097	73.2%
All Students	84405	73547	87.1%

Examining the number and percentage of homeless students enrolled in schools disaggregated by their state accountability grade, the majority of homeless students attend a 'B' designated school, with the next highest amount attending a 'C' school. The distribution of homeless students at D and F schools is higher than their peers; overall, all students attend 'A' school at a greater percentage than homeless students.

School Accountability Grades

	A	B	C	D	F	No Grade/Appeal Pending
Homeless Student Count and %	2954 (17.1%)	5932 (34.3%)	4264 (24.7%)	2380 (13.8%)	1171 (6.8%)	594 (3.4%)
All Students Count and %	348952 (30.8%)	413636 (37.6%)	205648 (18.2%)	91659 (8.1%)	40137 (3.5%)	32394 (2.9%)

Steps to Improving Educational Outcomes for Homeless Youth
Unlike other systems youth interact with, like child welfare or juvenile justice, efforts to serve youth experiencing homelessness are not provided through a single, coordinated system of supports funded by a state or federal agency. Moreover, the varied and unique needs of youth experiencing homelessness require a wide range of interventions and solutions that no single funding stream can provide. Collaboration across federal, state, and local partners is needed to provide this full range of solutions.

To meet all the physical, developmental, and social needs of youth experiencing homelessness, we must design and implement a unified, collaborative response in every community. By August 31, 2019, the

DOE, in collaboration with the DCS, will develop a comprehensive report detailing the necessary steps to improving educational outcomes for this vulnerable student population.

Creating a remediation report addressing the achievement gaps of homeless youth must be based on guiding principles evidenced in the adult and family systems. Successful interventions include:
- Immediate accessibility;
- Individualized, flexible, and choice-based;
- Developmentally appropriate for youth;
- Culturally competent;
- Trauma-informed;
- Housing First approach;
- Positive Youth Development; and
- Family reunification and resiliency strategies.

Additionally, communication and collaboration among education and child welfare professionals is critical to support school stability and continuity for children in out-of-home care. The law requires child welfare and local education agencies to work together to promote school stability and continuity, including trying to ensure children remain in the school in which they were enrolled at the time of placement when it is in their best interest. Best practice would suggest that decisions be made collaboratively between school personnel, child welfare agencies, and any other individual involved in the child's case including the child, resource parent, child advocate, and attorney. It is imperative that caseworkers and school district administration and staff work together to help ensure the educational progress of all students. All of these stakeholders must engaged and inform the remediation plan to ensure sustainable and scalable success.

The strongest intervention for homeless youth is prevention. Effective prevention for homelessness requires a coordinated and strategic systems approach and, as a consequence, must engage, include, and mandate action from all systems and departments of government, as well as the homeless-serving sector. No solution to end homelessness can or should depend wholly on the efforts of those in the homeless-serving sector. Preventing youth homelessness must mean doing things differently.

DOE will provide the State Board of Education, Governor's Office, Indiana General Assembly, and the public with its final remediation report no later than August 31, 2019.

For additional information, please click the link.