



**Council Economic and Community Development Committee  
Agenda  
Auburn Hall – Council Chambers – 5:30 PM September 15, 2016**

**1. Call to Order**

**2. Minutes of previous meetings**

- a. Approve August 18, 2016 meeting minutes.

**3. Agenda items listed for review**

- a. AG Study Update and Input (20 Min)
- b. CDBG and HOME (30 Min)
  - 1. Annual Plan Update and 5 Year plan
  - 2. APD request for Suspension Diversion Program funding

**4. Staff updates**

- a. CDBG STAR – Storefront Traffic Accelerates Revitalization (5Min)
- b. Riverday Planning – September 17<sup>th</sup> Event (2 Min)
- c. Downtown Auburn Transportation Center – Ribbon Cutting in October (2 Min)
- d. TIF Workforce Business Incentive (5 Min)

**5. Next meeting agenda setting (5 Min)**

Please forward any agenda item request to Councilor Burn's or a member of the Economic and Community Development Department prior to that time.

# **Auburn Economic and Community Development Committee Meeting Minutes August 18, 2016**

**Committee:** Councilors Robert Stone and Grady Burns

**Others Present:** Michael Chammings, Director of Economic and Community Development, Eric Cousens, Deputy Director of Economic and Community Development, Yvette Bouttenot, Manager of Community Development, Andrew Titus, City Councilor.

Councilor Grady Burns called the meeting to order.

**Minutes from Previous Meeting:**

Motion to approve minutes for the June 16, 2016 and July 21, 2016 meetings by Councilor Stone, 2<sup>nd</sup> by Councilor Burns, all in favor.

**Action Agenda:**

- Motion by Councilor Stone for the Economic and Community Development Committee to bring to the full council a recommendation to support the L/A Community Food Charter. 2<sup>nd</sup> by Councilor Burns, All in Favor with Councilor Pross absent.

Motion to adjourn by Councilor Stone, 2<sup>nd</sup> by Councilor Burns, all in favor.

## Ag District Study- Vision Statement, Project Goals and Outline of the Process

1. **Vision Statement-** To ensure that Auburn's Agriculture and Resource Protection District:
  - Is a productive area for farming, forestry and natural resources
  - Delivers the highest and best land uses to property owners
  - Is not a burden to tax payers for the provision of city services
  - Balances future development and the protection of natural resources
2. **Goals of Ag Study-** The goals of the Ag Study are:
  - A. Create an inventory of existing land use, natural resources and property owners
  - B. Provide an open and transparent forum for public input
  - C. Create Ag District policies and regulations the fulfill the Vision Statement
3. **Scope of Work-** Staff does not have the capacity for the Ag Study. Consultants will be needed for work elements B-D:
  - A. City staff role
    - provides consultant selection and project oversight
    - Develop RFP(s)
    - Consultant Selection
    - Project oversight
  - B. Mapping consultant for Existing Land Use, Property Information and Future Development Capacity (\$5,000 est.)
    - Physical inventory of soils and land cover
    - Existing agriculture, forest and natural resource producers including farm clusters
    - Current and historic land use
    - Property owner survey information
    - Capability analysis of land
    - Potential areas for protection and development
  - C. Meeting Facilitation and Project Management (\$15,000 est.)
    - North and South meetings
    - Surveys and individual property owner interviews
    - Planning Board meetings
    - City Council meetings
    - Stakeholder and focus group meetings

- City Website for ongoing updates
- Input from State Ag, Forestry and Conservation, Maine Farmland Trust and Cultivating Community

D. Policy, Regulations and Fiscal Impacts (\$25,000 est.)

- Investigate alternatives to 50% rule
- Economic development potential
- Fiscal and land valuation impacts of possible changes
- Comprehensive plan and zoning ordinance
- Permitted and special exceptions in the Ag District
- Lot and street standards that promote infill in urban areas
- Provide draft alternatives and final report

**4. Ag Study Timeline**

A. Mapping-

- Staff mapping underway (present)
- Mapping consultant selection (3 months)
- Mapping work continues throughout study (12 months)

B. Meetings-

- Begin in one month and continue for length of study (12 months)

C. Consultant Work-

- Staff develops RFP(s) (month 1)
- Consultant Selection (months 2 to 3)
  - i. Meeting Facilitation and Project Management Consultant
    - Meeting facilitation, begins at 3 months
    - Responsible for meeting set up and notes
    - Continue for 12 months
  - ii. Policy, Regulations and Fiscal Impacts Consultant
    - Review existing policies, regulation and valuations (months 3 to 6 )
    - Assist in key property interviews (months 3-8)
    - Utilize data and public input and begin development of alternatives (months 3-8)
    - Revise alternatives based on public response (month 10)
    - Submit final draft report (month 11)

D. Adoption Process-

- Final draft to Planning Board (month 11)
- Planning Board recommendation to City Council (month 12)
- City Council adoption (month 13)



## COMMUNITY DEVELOPMENT & HOME PROGRAM ANNUAL PROCESS

The Citizen Participation is the document outlining the process the City must follow for developing its 5 year Consolidated Plan and Annual Action Plans. The 5 year Consolidated Plan identifies the needs that have been documented and defines strategies and activities linked to these priorities. Section 104(a) of the Housing and Community Development Act of 1974 requires that the City follow a Citizen Participation Plan (CPP) in order to comply with HUD regulations. The City Council will consider both public comments and recommendations of the Citizen's Advisory Committee (CAC) in making funding decisions to allocate funds. The goal of the CPP is to provide Auburn residents, especially those who are most impacted by the activities to be funded, an opportunity to participate in the process.

The Action Plan schedule begins in the late fall and ends with the submission to HUD in mid-May. The process is as follows:

- Budget review with City Manager
- CAC/Public Meetings
- Workshop with City Council
- Public Hearing with City Council
- Public Notice of the Action Plan availability and public comment period
- Annual Plan submitted to City Council for Public Hearing & adoption
- Submit the Action Plan to HUD

Any changes to the Action Plan after the final public hearing must again go through a public comment/hearing process. Changes made which exceed 10% of the allocation are deemed a substantial amendment and must go through a new public process including a public hearing and then be submitted to HUD for approval. Amendments of less than 10% are approved by the City Manager's Office.

Activities that are not in line with the 5 Year Consolidated Plan goals and objectives will require staff to amend the Consolidated Plan.

# CITY OF AUBURN

## CITIZEN PARTICIPATION PLAN

### 2015-2019

### ADOPTED 4-7-2014

#### **1. INTRODUCTION**

The City of Auburn received an “entitlement” designation for Community Development Block Grant funds in 1974. These funds are used for a number of loan programs to promote housing and economic development. Funds are also used for public facilities and infrastructure, and for social services. In 2001, Auburn and Lewiston formed a consortium with Auburn as the lead agency to receive HOME Investment Partnerships Program funds. The consortium was formed to meet the funding threshold for HOME funds.

The Department of Housing and Urban Development (HUD) requires recipients of its grant funds to prepare formal plans as a condition of receiving federal funds. These plans are intended to encourage communities to allocate federal resources to address local needs and market conditions.

In the next few months the City will be developing a Consolidated Plan (ConPlan). The ConPlan is a fact-based analysis of local housing needs that reflects the incidence and severity of housing problems among different segments of the population. The ConPlan articulates priorities for addressing the needs that have been documented and defines strategies and activities linked to these priorities. Community representatives and housing practitioners will have opportunities to help shape the development of priorities and strategies. The process is intended to assist with coordination among relevant agencies in both planning and implementation. The City works closely with Auburn Housing Authority (AHA) on housing matters.

Section 104(a) of the Housing and Community Development Act of 1974 requires that the City of Auburn follow a Citizen Participation Plan. In order to comply with HUD regulations, the Community Development Department has prepared the following plan which outlines the process through which citizens will be informed of and involved in the Community Development Program. The Community Development Program involves funding of both the Community Development Block Grant and HOME Investment Partnerships (HOME) Program.

The Citizen’s Participation Plan is an effort to create a collaborative process whereby citizens assist in developing a vision for community development housing actions. The City Council will consider both public comments and recommendations of the Citizen’s Advisory Committee (CAC) in making decisions to allocate Community Development and HOME resources.

To affirmatively encourage citizen participation, the following plan elements shall be implemented in the execution of the Community Development Program.

## **2. GOAL**

The goal of the Citizen Participation Plan is to provide Auburn citizens with an opportunity to participate in various processes of the Community Development Program. Citizen participation shall be conducted in an open manner with appropriate and timely dissemination of information pertinent to all plans and programs. The emphasis of this Citizen Participation Plan is to involve persons who are most likely to be affected by and utilize the Community Development Program, especially persons of low income, persons with special needs, and persons living in target areas.

## **3. OBJECTIVES**

The objectives of the Citizen Participation Plan are to:

- Encourage citizen participation with particular emphasis on participation by persons who are of low income, special needs, and persons who live in or own property in a target area;
- Provide citizens with reasonable and timely access to local meetings, information, and records relating to the City's proposed and actual use of funds;
- Provide technical assistance to groups or representative of persons of low income that request such assistance in developing proposals with the level and type of assistance to be determined by the City;
- Obtain citizen views and answer questions at all stages of the Community Development process including development of needs, review of proposed activities and review of program performance;
- Provide for a timely written answer to complaints and grievances; and
- Provide for meeting the needs of non-English speaking residents and persons with special needs for accessibility or communication assistance at public meetings where a significant number of people are expected to participate.

## **4. PUBLIC PARTICIPATION**

### **A. NOTICES OF PUBLIC MEETINGS**

Public meetings are held to obtain views of citizens and public agencies with respect to the Community Development Program. Meeting notices will be published on the City's website.

At least 30 days before adoption by the City Council, a summary of the proposed Consolidated Plan and Annual Action Plan will be published on the City's web site to give citizens an opportunity to review and comment on the plan. The summary will describe the general contents of the Consolidated Plan. The public notice will indicate the location where copies can be examined or how to find it on the web site.

At least 15 days before submission a public notice will be placed in a local newspaper announcing the availability of the Consolidated Annual Performance and Evaluation Report (CAPER). The CAPER provides a review of program progress and performance of the Community Development Block Grant Program.

## **B. AVAILABILITY OF PUBLIC DOCUMENTS**

Documents will be available at the Community Development Department for perusal in an effort to provide readily accessible information to citizens. Historical records will be available for the previous five-year period. Documents that will be available are:

- Residential Anti-displacement;
- Relocation Assistance Plan and Affordable Rent Policy;
- Urban Conditions Study;
- Citizen Participation Plan;
- Community Development Block Grant Regulations;
- Environmental Review Records;
- Consolidated Annual Performance and Evaluation Report;
- Guidelines of various programs funded with Community Development and HOME Investment Partnerships Program funds; and
- Consolidated Plan and Annual Action Plans.

## **C. CITIZENS ADVISORY COMMITTEE**

The purpose of the Citizen's Advisory Committee is to assist in developing the Consolidated Plan and to monitor progress on achieving the goals and objectives of the plan. The committee will be made of up to 20 Auburn residents. It is the desire of the City Council that Committee members become more active in their role as Citizen's Advisory Committee members and remain a standing committee for 5 years. The Committee will meet on a regular basis to track progress in accomplishing the goals of the Consolidated Plan. From the City's website Community Development staff shall solicit members who will be representative of the following categories: -;

- At least one person of minority race or ethnic background;
- 3 representatives of community or faith-based organizations, one of which represents the interests of homeless persons;
- A City Councilor; and
- 12-15 persons from target areas including residents, landlords and small business owners. There will be a minimum of 4 each from the Downtown, Union Street and New Auburn Target Areas.

The CAC membership shall elect a person amongst them to act as liaison with Community Development staff and to serve as spokesperson for the CAC to the City Council.

The CAC shall assist with identifying measuring components associated with the Consolidated Plan that will evaluate the strength of and changes to three neighborhoods, Downtown, New Auburn and Union Street. The topics of measurement that are shall be associated with the goals and objectives of the Consolidated Plan.

### **1) CAC Meetings:**

#### **a) Consolidated Plan**

In year 2014-15, the CAC will be involved in assisting with development of the 5-year Consolidated Plan by considering needs and resources, and prioritizing goals and objectives.

#### **b) Annual Action Plan**

In the subsequent four years, the CAC will review the annual Consolidated Annual Action Plan for conformance with the Consolidated Plan.

#### **c) Consolidated Annual Performance and Evaluation Report (CAPER)**

At the end of each program year, a performance report will be prepared. The CAC will meet after completion of the CAPER to consider progress in meeting the stated goals and objectives of the Consolidated Plan. The CAC will also review program performance, effectiveness, and evaluation.

d) The CAC may determine that other meetings are necessary to promote the goals of the Consolidated Plan. Establishing extra meetings will require a majority vote of the CAC.

### **2) Consolidated Plan Considerations:**

During the study process, the CAC will consider data on housing needs to establish priorities. The CAC will consider the needs of extremely low-income, low-income, moderate-income, and middle income families; renters and owners; persons who are elderly, disabled, persons with HIV/AIDS and their families; single persons, large families, public housing residents, families on the public housing or section 8 tenant-based waiting list, and homeless; consider specific problems such as cost-burden, severe cost-burden, substandard housing and overcrowding.

Three hearings shall be held in each target area of Downtown, New Auburn and Union Street to gather information about the concerns and needs of these neighborhoods. The

comments from these hearings will be taken into consideration by the CAC when selecting priorities for the Consolidated Plan.

#### **D. COMMUNITY DEVELOPMENT LOAN COMMITTEE**

Review of loans by the Community Development Loan Committee shall be another means of obtaining citizen participation, particularly by persons who are low income and persons who live in target areas. There shall be nine persons residing in Auburn appointed by the City Council to the Community Development Loan Committee, two of which are low-income persons and two who own property in target areas. Names of persons wishing to serve may be submitted to the City Council by soliciting involvement from a) clients who have participated in one of the Community Development Programs, b) persons living in federally subsidized housing, or c) persons who live in one of the target areas.

#### **E. OTHER PUBLIC PARTICIPATION**

Community Development staff shall solicit input from citizens who may be affected by Community Development projects to give them an opportunity to express their views concerning problems, suggestions and alternatives to the proposed projects. A public notice will announce the availability of City documents and may include:

- amount of Community Development Block Grant funding to be received;
- eligible activities;
- general program requirements;
- previous years' use of funds;
- projected use of funds;
- time schedule for submitting the Consolidated Plan;
- amount of funds that will benefit very low, low, and low-moderate income persons; and plans to minimize displacement of persons and to assist persons.

#### **F. CITY WEBSITE AND SOCIAL MEDIA NETWORKING**

The City of Auburn's website will provide up-to-date information on the Community Development and HOME Investment Partnerships Programs. Meeting notices, the draft and adopted Consolidated Plan, Annual Action Plans, Consolidated Annual Performance and Evaluation Reports, various adopted guidelines and policies, and the Citizen Participation Plan will be available.

In order to reach a broader and younger audience, during the 5-year planning process the Community Development Department will also utilize an internet social networking site to provide important information on the Consolidated Plan and funding resources.

## **G. PUBLIC HEARINGS**

Public hearings shall be held by the City Council and shall serve as additional forums for citizens to convey their views on community development and housing needs, and to respond to proposed budget. At least 10 days prior to public hearings, a notice shall be placed in the newspaper announcing the public hearing. The City Council will consider comments or views of citizens received in writing or orally at the public hearing. Public hearing will be held at Auburn Hall, a location that accommodates persons with disabilities. Public hearing shall be held as follows:

- 1) Consolidated Plan** - A public hearing will be held prior to adoption of the Consolidated Plan. A draft Consolidated Plan will be available to the public 30 days prior to adoption. Copies will be available free of charge.
- 2) Consolidated Annual Action Plan** - A public hearing will be held prior to adoption of each Consolidated Annual Action Plan. A draft Annual Action Plan will be available 30 days prior to adoption. Copies will be available free of charge.
- 3) Amendments** - A public hearing will be held prior to adoption of any substantial amendments to the Consolidated Plan and Annual Action Plans. A substantial program amendment description will be available 14 days prior to adoption. Copies will be available free of charge.
- 4) Consolidated Annual Performance and Evaluation Report** - A public hearing will be held prior to submission of the Consolidated Annual Performance and Evaluation Report. The report will be available 30 days prior to submission. Copies will be available free of charge.

## **H. CONSIDERATION OF COMMENTS**

A summary of comments will be attached to the appropriate document and submitted to the City Council before an action is taken. The City Council shall consider comments of the CAC or others prior to final adoption of the Consolidated Plan, Annual Action Plan, or Consolidated Annual Performance and Evaluation Report.

## **I. RESPONSE TO PROPOSALS/COMMENTS**

A staff member of the Community Development Department will respond to citizen comments or proposals. For every written proposal or comment, there will be a written response with reasons stated for whatever action the City has taken on the proposal. Oral proposals will receive oral responses, though they may be in writing.

## **5. SPECIAL CONSIDERATIONS**

### **A. ACCOMMODATIONS**

Where French is the primary language of a significant number of persons living in Auburn, a French-speaking person will be available at Auburn Hall who will provide assistance to translate basic program information. If non-English speaking persons are expected to attend a meeting, arrangements will be made to have a translator present.

Persons with special needs for mobility, hearing and visual impairments, or the homebound will be required to contact the Community Development Department in advance so that arrangements can be made to provide adequate communication assistance.

### **B. TECHNICAL ASSISTANCE**

Staff will provide direct assistance to low-income persons or their representative when forming proposals for Community Development activities. The level and type of assistance will be determined by Community Development staff and may not necessarily include the provision of funds to any person, group, or agency.

Staff will provide direct assistance to low income persons in their effort to progress through the various program processes. For the Rehabilitation Program, assistance will include preparing a loan application, submitting financial information, providing advice for soliciting bids, or upon request securing bids for a property owner, comparing and evaluating bids for conformance to required work, assisting to schedule rehabilitation work, managing the escrow account, performing inspections to ensure quality work, acting as liaison between the contractor and property owner for complaints and resolving a variety of other problems. For the homebuyer programs, assistance will include preparing a loan application, submitting financial information, providing pre-qualification for housing affordability, credit counseling, and guiding the home purchase.

Staff will provide counseling to tenants who are in jeopardy of being displaced because of a federally funded project and provide relocation assistance to those who are being displaced. Tenants will be assisted when required to file relocation claim forms and to secure comparable housing that is decent, safe and sanitary.

Staff will make a credit counseling referral to low-income households to assist them become homeowners.

## **6. COMPLAINTS AND GRIEVANCES**

Citizens who have objections or complaints about the Community Development or HOME Programs may submit a written complaint to:



Community Development Block Grant Program  
City of Auburn  
60 Court Street  
Auburn, ME 04210  
Attention: Community Development Director

The complaint should include the date, name, address, telephone number of the complainant, convenient hour to reach that person by telephone, nature of the complaint and location. The complaint may also be given orally. The person initiating the complaint will schedule a meeting with the Community Development Director and a formal complaint will be formulated from the interview that will be signed by the complainant.

There will be a written response, within 15 days of receipt, to the complainant. The response will indicate the ultimate disposition of the complaint.

## **7. AMENDMENTS TO CONSOLIDATED PLAN**

Auburn will amend its Consolidated Plan whenever it makes one of the following decisions

- to change a goal, priority, or activity of the Consolidated Plan;
- to carry out an activity using funds from any program covered by the Consolidated Plan (including program income) not previously covered in the Consolidated Annual Action Plan; or
- to change the purpose, scope, location, or beneficiaries of an activity included in the Consolidated Annual Action Plan.

### **a) Minor Amendment**

A minor amendment will be approved by the City Manager.

### **b) Substantial Amendment**

A substantial amendment must be authorized by the City Council and submitted to the U. S. Department of Housing and Urban Development. A substantial amendment is defined as a change that exceeds 10% of the amount of annual Community Development or HOME Program budget (which includes the annual allocation, reprogrammed funds and program income) for the year in which the amendment is being considered. A public notice of the change will be published 30 days before adoption of an amendment by the City Council. An additional public hearing for a program amendment will be held in advance of a City Council vote.



**MEMORANDUM**

**Economic and Community  
Development Department**



**TO:** Michael Chammings  
**FROM:** Yvette Bouttenot *YB*  
**RE:** Police Department – Request for Funding  
**DATE:** September 12, 2016

A request has been received from the Police Department to fund the Suspension Diversion Program in the amount of \$10,000. This Program had received funding from the Community Development Grant Program (CDBG) last year in the amount of \$10,200.

The normal process to request funding as a Public Service is through a Request for Funding (RFF) application offered prior to the budget season. The proposals are reviewed, scored and selected for funding by a subcommittee of the Citizen's Advisory Committee. Scoring is based in part on meeting one of the goals identified in the 5 Year Consolidated Plan. City Council gives final approval when adopting the budget and Annual Action Plan. This category of funding is subject to a 15% cap of the annual allocation plus program income. Approving this request will not exceed the cap.

The budget for the CDBG Program for FFY2016 has been set. All funds have been obligated to programs or projects. In order to approve this request the \$10,000 will have to be re-allocated. Attached is the approved budget. The programs where funds have not been committed include:

- Storefront Traffic Accelerates Revitalization Program
- Rehabilitation Loan Program
- Challenge Grant
- Hampshire Street Reconstruction

Staff recommends not using the Rehabilitation Loan Program funds as it is the only source of funding available for improving the housing stock. Homeownership Rehab funds have been depleted. Guidelines for STAR and Challenge Grant are not yet complete. The Hampshire Street Reconstruction project may not break ground until May of 2017.



City of Auburn  
Community Development Block Grant Program  
Fiscal Year 2016

	<b>Proposed FY 2016 Budget</b>
<b>Planning and Administration</b>	
General Administration	\$130,000
Goods and Services	\$12,100
<b>Support Fair Housing and Increase Housing Choice</b>	
Fair Housing	\$2,000
<b>Sub Total</b>	<b>\$144,100</b>
 <b><u>Housing Project Delivery Cost</u></b>	
Project Delivery Costs/Housing	\$93,000
<b>Sub Total</b>	<b>\$93,000</b>
 <b>Promote Jobs and Development</b>	
Storefront Traffic Accelerates Revitalization Program	\$200,000
<b>Sub Total</b>	<b>\$200,000</b>
 <b>Prevent Deterioration of Housing Stock</b>	
Rehabilitation Loan Program	\$225,743
Challenge Grant	\$25,000
Lead Testing/Clearance/Training	\$7,790
Community Concepts Weatherization	\$16,500
Code Enforcement	\$50,000
<b>Sub Total</b>	<b>\$325,033</b>
 <b>Improve Parks and Establish Community Gardens</b>	
Community Garden	\$5,950
<b>Sub Total</b>	<b>\$5,950</b>
 <b>Make Neighborhood Streets Safer and More Walkable</b>	
Hampshire Street Reconstruction	\$312,050
<b>Sub Total</b>	<b>\$312,050</b>
 <b>Support People in their Efforts to Transition Out of Poverty</b>	
Androscoggin Head Start/Family Advocacy	\$9,000
Auburn Recreation Department & Scholarships	\$15,000
Literacy Volunteers of Androscoggin County/Adult Literacy	\$8,635
Auburn Police Department/Work with ME	\$40,000
Community Concepts/Bridges out of Poverty	\$11,000
 <b>Prevent Homelessness</b>	
Safe Voices / Social Services	\$11,000
Tedford Housing & Support Services for Homeless	\$7,000
<b>Sub Total</b>	<b>\$101,635</b>
<b>Total Budget</b>	<b>\$1,181,768</b>





# Auburn Police Department

Phillip L. Crowell, Jr. | Chief of Police

Jason D. Moen | Deputy Chief of Police

www.AuburnPD.com | 207.333.6650

60 Court Street | Auburn, Maine 04210

## MEMORANDUM

Date: September 9, 2016

To: Michael Chammings, Economic & Community Development Director

From: Phillip L. Crowell, Jr., Chief of Police



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### RE: APPLICATION FOR CDBG FUNDING

The Auburn Police Department would like to submit a request for \$10,000 of CDBG funds to provide a Suspension Diversion Program for at-risk youth at the PAL (Police Activities League) Center.

The Auburn Police Department was awarded funding for two CDBG programs during the FY2016 budget period. Both programs designed for "at-risk youth" were funded: A second year of our Suspension Diversion Program and a new "Work with ME! program. Both programs were very successful in terms of the number of at-risk youth who were served as well as the quality of services they received.

An application was submitted for year two of the "Work with ME! program and that award was granted. An application for CDBG funding for FY2017 was not submitted because the Auburn Police and Auburn School Departments were in hopes that funds designated in their respective municipal budgets would provide funds for the Suspension Diversion Program. However, funds for this program were cut from both municipal budgets.

The school department is currently able to fund the salary for an Education Technician for the Suspension Diversion Program. However, we are lacking funds to for the mentor/counseling portion of the program which is provided by Community Youth Services. Community Youth Services has applied to the State of Maine Governor's office as well as the Libra Foundation to implement this program. We are still waiting for approval.

Currently, there are some students who have already been suspended from school. It is vital that these students not get behind in their school work and return to school. The longer they are away, the likelihood increases that these students will get into trouble. I have included an August 2016 report from the Center for Juvenile Justice Reform – Education and Interagency Collaboration: A lifeline for Justice-Involved Youth. Page 6 states "A 2005 study on the so-called "school to prison pipeline" examined the relationship between school characteristics and youth delinquency. Also attached is a year end report from Community Youth

Services that outlines the successes of the last two years as well as the Goals, Objectives and Outcomes of the program.

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The \$10,000 budget includes contracted services from Community Youth Services. This amount will provide coordination and supervision of the Suspension Diversion Program from September 26<sup>th</sup> through January 16<sup>th</sup>, 2017. During this time, the Auburn Police Department, Auburn School Department and Community Youth Services will continue to research and apply for grants to complete the FY2017 school year and moving forward.

Thank you for your consideration of this proposal. If you have any questions, please do not hesitate to call.



# Auburn Police Department

Phillip L. Crowell, Jr. | Chief of Police

Jason D. Moen | Deputy Chief of Police

[www.AuburnPD.com](http://www.AuburnPD.com) | 207.333.6650

60 Court Street | Auburn, Maine 04210

August 31, 2016

Libra Foundation  
3 Canal Plaza Ste 5  
Portland, ME 04101

Dear Funders:

I am pleased to have the opportunity to submit this letter in support of Community Youth Services, Inc. grant application to provide a Suspension/Diversion program for the City of Auburn. In partnership with the Auburn Police and School Departments, Community Youth Services will oversee the SDP for the 2016-2017 school year.

During the 2014/2015 and 2015/2016 school years, the Auburn Police Department secured Community Development Block Grant funding to implement a Suspension/Diversion Program. In partnership with the Auburn Police and School Departments, Community Youth Services was selected as the collaborator to reducing the instances of school suspensions. The SDP program offers the suspended student an educational component where a certified educational technician (provided by the school department) works with students to stay on track with their school assignments lessening their anxiety upon re-entry.

Further, the counseling component, provided by Community Youth Services, provides students with the opportunity to reflect upon the underlying causation of their behavior(s) albeit in a non-threatening setting with a skilled mentor. This very important element of the program is key – as students usually don't understand that family pressures, food insecurity, lack of permanent housing are often the triggers to their inappropriate behaviors. Learning how to control their actions and reactions to situations is a vital tool needed to ensure student success. The SDP program has been pivotal in reducing the number of juvenile crimes!

As another school year begins, I am in hopes that the Libra Foundation will assist Community Youth Services in moving this SDP program forward. I look forward to an opportunity to further discuss this opportunity with you.

Sincerely,

Phillip L. Crowell, Jr.  
Chief of Police

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August 2016



# Education and Interagency Collaboration: A Lifeline for Justice-Involved Youth



Center for  
Juvenile  
Justice  
Reform

Amber Farn, M.S. Ed

Jill Adams, J.D.

Georgetown University  
McCourt School of Public Policy  
Center for Juvenile Justice Reform  
<http://cjjr.georgetown.edu/>

3300 Whitehaven Street, N.W., Suite 500  
Washington, DC 20057





# Center for Juvenile Justice Reform

· working across systems of care · georgetown university ·

## Acknowledgements

Kathleen Sande, Michelle Maiké, Michael Umpierre and Shay Bilchik also edited and provided guidance on the development of this document.

## Recommended Citation

Farn, A. & Adams, J. (2016). *Education and interagency collaboration: A lifeline for justice-involved youth*. Washington, DC: Center for Juvenile Justice Reform, Georgetown University McCourt School of Public Policy. Available from [http://cjjr.georgetown.edu/wp-content/uploads/2016/08/Lifeline-for-Justice-Involved-Youth\\_August-2016.pdf](http://cjjr.georgetown.edu/wp-content/uploads/2016/08/Lifeline-for-Justice-Involved-Youth_August-2016.pdf).





## Education and Interagency Collaboration: A Lifeline for Justice-Involved Youth

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## Education and Interagency Collaboration: A Lifeline for Justice-Involved Youth

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### Introduction

On a given day, over 54,000 juvenile offenders are held in residential placement facilities (Office of Juvenile Justice and Delinquency Prevention [OJJDP], 2015), and about one-third of these incarcerated youth are identified as needing special education support (Council of State Governments [CSG] Justice Center, 2015, p. 1). It is particularly important that these at-risk youth receive high-quality education services in order to make successful transitions from adolescence to adulthood (Leone & Weinberg, 2012). Education not only plays a significant role in facilitating moral, social, and psychological development, but also has important implications for a youth's long-term life experiences and well-being, including employment, income, and health. Unfortunately, youth involved in the juvenile justice system experience a plethora of challenges to receiving a quality education. While many studies have indicated that schooling provides a reliable pathway for delinquent youth to become healthy, productive members of their communities (Lee & Villagrana, 2015), system-involved youth often do not have access to the same high-quality educational opportunities as their non-delinquent counterparts and tend to struggle in academic settings.

Research has overwhelmingly demonstrated the correlation between youth's justice system involvement and educational outcomes; poor school performance is a significant indicator of delinquency, and delinquency is a strong predictor of poor school performance (Ramirez & Harris, 2010). Pettit and Western (2004) found that high school dropouts are about three to four times more likely to be imprisoned than high school graduates; approximately ten percent of white males and 60 percent of black males who drop out of school in the United States are expected to face incarceration at some point in their lives. In terms of recidivism, Beck and Shipley (1989) studied more than 16,000 prisoners from 11 states and found that the rate of re-offense decreased as offenders' education level increased. The study showed that the recidivism rate was approximately 62 percent for individuals with an eighth grade education or less, 57 percent for individuals with high school diplomas, and 52 percent for individuals with some college education.

Although studies have shown that youth who succeed in school while incarcerated are less likely to recidivate, most youth do not earn a GED or graduate from high school while in custody. A 2005 Juvenile Justice Education Enhancement Program study that analyzed cases of over 10,000 delinquent youth released from facilities in Florida found that only 7% of the youth had earned a high school diploma or GED before re-entering the community (as cited in Blomberg, Bales, Mann, Piquero, & Berk, 2011). These findings align with the results of a 2015 CSG Justice Center survey of state juvenile correctional agencies in all 50 states. The survey asked these state agencies to report on the educational and vocational services provided to incarcerated youth; the collection, analysis and reporting of student outcome data; and what they did to ensure that youth





received services after release from incarceration. Key findings from the survey indicated that a majority of incarcerated youth had reading and math skills significantly below their grade level, and were suspended, expelled, or had dropped out before their confinement (CSG Justice Center, 2015). Moreover, only 18% of states provided vocational services similar to those available in the community, such as work-based learning opportunities, vocational certification programs, and career and technical education courses (CSG Justice Center, 2015, p.3).

As demonstrated in these studies, the correlation between delinquency and education is predictable. Entry into the juvenile justice system is often associated with factors that inhibit educational achievement, such as poverty, lack of adult supervision, truancy, exposure to trauma and criminal behavior, behavioral and mental health issues, and many others. Juvenile justice involvement, such as attending court hearings during school hours, can disrupt students' school experience. Deeper penetration into the justice system can exacerbate this disruption, as incarcerated youth often do not have access to high-quality education programming within facilities. Furthermore, during the re-entry process, youth often encounter many barriers to reintegrating into school and obtaining academic credits or vocational skills. It is therefore imperative that policymakers, educators, and child-serving agencies work collaboratively to address the unique educational needs of youth at risk of entering, or involved in, the juvenile justice system.

This issue brief reviews the research on education for system-involved youth, details recent efforts to improve education outcomes for the population, and highlights the Washington Education Advocate (EA) Program, a school-based transition program that focuses on bridging the education achievement gap for youth involved in the juvenile justice system in the state of Washington.

## **The Effect of Education on Delinquency and Recidivism**

Many components impact a youth's risk of delinquency and recidivism, including individual, family, school, peer, and community elements. These elements can serve as both risk and protective factors. Risk factors, such as family violence and association with deviant peers, increase a youth's likelihood of entering the juvenile justice system, whereas protective factors, such as having a supportive adult mentor and being attached to school, discourage a youth's delinquent behaviors. Education, in particular, is a critical factor in determining the risk of youth delinquency and recidivism (Lee & Villagrana, 2015).

With sufficient support, most youth are able to overcome academic and social obstacles without entering the delinquency system. However, youth who lack the necessary resources to surmount the challenges are at a heightened risk for involvement in the juvenile justice system. These at-risk students tend to respond to academic failure with behavioral misconduct (Blomberg et al., 2011, p. 357), which is often met with exclusionary discipline practices that interfere with students' learning and perpetuate a cycle of failure (Ramirez & Harris, 2010, p. 158). Students who have "failed" at education are in turn more likely to misbehave, feel detached from school, be truant, use drugs and alcohol (Henry, Knight, & Thornberry, 2012, p. 158), and ultimately drop out, increasing the likelihood of contact with the justice system (Ramirez & Harris, 2010).





A 2005 study on the so-called “school to prison pipeline” examined the relationship between school characteristics and youth delinquency. The authors found that zero tolerance policies, staff’s negative perceptions of student success, infrequent adult-student interaction, and undesirable physical condition of the schools are all associated with a high rate of student delinquency (Christle, Jolivette, & Nelson, 2005). This study showed that negative school experiences and lack of support from school staff could foster behavior problems that lead to juvenile justice involvement.

While schools can present significant delinquency risk factors, they can also introduce powerful protective factors. Schools are in the position to offer youth positive and safe environments to learn academic, social, and decision-making skills, as well as to facilitate development and growth through supportive adult guidance. System-involved youth who experience some form of academic success, feel bonded to school, and have positive relationships with teachers and peer social groups tend to have a smoother transition into the community post-release and are less likely to be involved in future criminal behavior (Blomberg et al., 2011; Sharkey, Shekhtmeyster, Chavez-Lopez, Norris, & Sass, 2011, p. 50). Furthermore, youth who achieve academic success during incarceration are more likely to return to and remain in school after release (Lambie & Randell, 2013), less likely to recidivate (Blomberg et al., 2011), and more likely to find employment as adults (Leone & Weinberg, 2012).

Some literature also suggests that education has a mitigating role on the delinquency of youth involved in the child welfare system (Lee & Villagrana, 2015, p. 20). For example, in an analysis of over 1,800 students in Ontario, Canada, researchers found that school participation and school safety (as perceived by youth) can decrease the risk of child welfare-involved youth engaging in violent crime (Crooks, Scott, Wolfe, Chiodo, & Killip, 2007). A more recent study looked at a cohort of 1,500 economically disadvantaged youth of color and found that high school graduation correlates with a maltreated youth’s future involvement in crime (Topitzes, Mersky, & Reynolds, 2011). Education is effective in reducing youth’s involvement in crime because it provides not only academic remediation, but also social services, recreational programs, and mentoring opportunities. When youth are equipped with the necessary supports, resources, and skills to become productive members of the society, the risk of delinquency and recidivism decreases.

To assess the impact of education on juvenile justice involvement, Blomberg et al. (2011) conducted an observation study of 4,147 incarcerated youth from 115 Florida juvenile institutions, looking at each youth’s educational achievement during incarceration, post-release schooling, and subsequent re-arrest. The research showed that youth who fell behind in school when they were placed in confinement were much less likely to return to school after release. Nonetheless, youth who performed above average in facility-based education programs were 69% more likely to return to community school, compared to youth who performed below average during incarceration. This study suggests that facility-based education programs can have a significant impact on youth’s school engagement post-release.

The same study also found that school attendance plays an important role in reducing recidivism. Youth who returned to school and maintained an adequate level of attendance were 26% less





likely to recidivate within 12 months, and 15.3% less likely at 24 months. Youth who spent more time in school were also less likely to be rearrested than youth who spent less time in school. Additionally, youth who stayed in school were less likely to be rearrested for serious offenses compared to youth who did not return to school.

Schools have the opportunity to identify early indicators of youth's involvement in the juvenile justice and child welfare systems as youth are generally involved in the education system before they enter other systems of care (Abbott & Barnett, 2016). It is therefore imperative that professionals working in the education system recognize risk and protective factors, connect at-risk youth to preventive services, quickly re-engage delinquent youth in educational or vocational programs after their release, and provide supports and referrals as needed. Unfortunately, youth face many unique system and individual barriers in obtaining services and achieving academic success once they become involved in the juvenile justice system. These barriers persist and often worsen once youth re-enter the community.

## **Barriers to Successful Education Attainment**

The majority of youth in custody do not have access to the same type of educational services as non-delinquent youth in the community. The 2010 OJJDP Survey of Youth in Residential Placement indicated that less than half of detained youth spent at least six hours in school (the typical school day), and only half of all youth surveyed reported that their facility had a good education program (Sedlak & McPherson, 2010). Furthermore, staff at facilities often do not receive adequate training to understand the distinct developmental needs of high-risk youth and the interruption to a youth's education and service continuum caused by frequent transitions between facilities (Geib, Chapman, d'Amaddio, & Grigorenko, 2011). Juvenile Law Center's Juveniles for Justice, a program that offers youth the opportunity to develop and implement advocacy projects to improve the juvenile justice system, has recently developed a focus on the educational needs of youth in custody. From their own accounts, youth often experience barriers such as the lack of: appropriate schoolwork for age, grade, or developmental ability; educational resources such as libraries, textbooks, or technology; and high quality teachers and staff while they are incarcerated (Juvenile Law Center, Juveniles for Justice, 2015).

Similarly, only 26 percent of states reportedly provide committed youth with educational services comparable to those in the community, and many states do not have structures in place to ensure that juvenile correctional facilities are meeting the state education accountability system (CSG Justice Center, 2015). In fact, almost 40 percent of facility schools do not meet national education accreditation standards. This lack of resources, oversight, structure, and evaluation for educational programs within correctional facilities makes educational achievement especially difficult for youth in custody.

Another prominent system barrier for youth involved in the juvenile justice system is the lack of coordination across child-serving agencies and their partners. It is estimated that two-thirds of youth do not return to school after their release from secure custody (Sweeten, Bushway, & Paternoster, 2009). Failure to re-enroll can be caused by delays in transfer of education records, perceived or actual confidentiality barriers to data- and record-sharing, and incompatible record





or credit transfer policies across juvenile justice agencies and school districts (Federal Interagency Reentry Council, 2012). The inadequacy in information sharing can also lead to youth's prolonged confinement, inappropriate class placement, and delayed access to services. It is critical that schools, corrections, probation, child welfare, and behavioral health agencies work collaboratively with youth and families to create seamless transition plans for youth re-entering the community. An actionable re-entry plan that promotes success and prevents future involvement with the justice system can help youth establish constructive, achievable life goals (U.S. Departments of Education [DOE] and Justice [DOJ], 2014, p. 3).

The lack of evidence-based, comprehensive educational re-entry programs is an additional system barrier that detained youth face. Research has shown that less than 20 percent of formerly incarcerated youth have diplomas or GEDs, and only about 30 percent of these youth continue to stay engaged in school or work a year after their release (Osgood, Foster, & Courtney, 2010). Youth often struggle to effectively transition to community-based educational settings due in part to the lack of effective re-entry services. Half of the states reportedly provide no guidance or supervision to ensure that incarcerated youth transition to an educational or vocational setting upon release, and approximately one-third of the states automatically enroll youth into alternative educational programs, which usually do not meet the quality or performance standards of traditional public schools (CSG Justice Center, 2015).

The transition from incarceration back to the community is often stressful for youth. This stress is compounded by other individual barriers, such as returning to the same high-risk environment that contributed to the youth's initial delinquency, struggling to catch up academically, being stigmatized and marginalized due to system involvement, lacking social support and financial resources, and having difficulty navigating the complex re-entry system. While many current re-entry programs emphasize strategies to reduce recidivism, literature indicates that the most effective interventions are those that help build youth's academic, behavioral, social, and vocational skills (Geib et al., 2011, p. 5). To help youth successfully reintegrate into the community, it is paramount to have developmentally appropriate, individualized re-entry services that address these unique challenges.

## **Recent Federal Guidance and Other Efforts to Improve Education Outcomes for Justice-Involved Youth**

Over the past 30 years, there have been numerous class-action cases and complaints filed challenging the adequacy of education services and supports for incarcerated youth (Leone & Weinberg, 2012, p. 7). The U.S. Departments of Education (DOE) and Justice (DOJ) have recognized that more than 2,500 juvenile justice residential facilities across the country need support to provide developmentally appropriate services focused on the educational, social-emotional, behavioral, and career planning needs of youth in their care so that these youth can continue on a productive path in life. As a result, in December 2014, the DOE and DOJ (2014) issued a School Discipline Guidance Package, which included a joint report and accompanying Dear Colleague Letter to state school officers and attorneys general. The report sets out five guiding principles for providing high-quality education in juvenile justice secure care settings. It also highlights the program and policy supports that juvenile justice agencies overseeing





facilities should provide to facility administrators and staff seeking to improve existing education-related practices or implement new practices.

The first principle states that environments in which students are educated must be conducive to learning (DOE & DOJ, 2014, p. iv). Creating a facility climate that promotes learning and positive outcomes for youth can be challenging in secure facilities due to their size and physical condition, the education and skill level of staff, gaps in appropriate programming for youth, and lack of commitment from leadership to changing facility culture. This is a long-term process that requires a shared vision and support from staff at all levels. The second principle highlights that funding to support education for youth in long-term care facilities is critical, and that it is important for these facilities to leverage federal, state, and local funds to supplement core education programs. The third and fourth principles underscore the need to recruit, employ, and retain qualified education staff with skills relevant to the youth in their care, and to ensure that curricula aligns with state academic, career, and technical education standards. Finally, the fifth principle states that, in order to reduce recidivism, youth should have access to re-entry planning and the tools and skills needed to reintegrate into the community (DOE & DOJ, 2014, p. iv). While many facilities have re-entry staff, they often work in isolation and without necessary supports and collaboration. Instead, agency leaders must recognize the importance of building community partnerships and collaborative alliances in order to better foster successful re-entry.

Through these principles, the DOE and DOJ make clear that education is essential to ensuring long-term re-entry success for youth in the juvenile justice system. The joint report states that “[R]e-entry planning should begin immediately upon a student’s arrival, outline how the student will continue with his or her academic career, and, as needed, address the student’s transitions to career and postsecondary education” (DOE & DOJ, 2014, 3).

The recent federal Every Student Succeeds Act (ESSA) also contains several provisions aimed at improving access to quality education for youth involved in, and returning from, the juvenile justice system (Every Student Succeeds Act, 2015). Under the ESSA, which reauthorized the 2002 No Child Left Behind Act and the 1965 Elementary and Secondary Education Act, there is an increased emphasis on smooth transitions from community school districts to educational programs in justice system placements, and from justice placements back to an appropriate educational setting upon re-entry. The ESSA requires that state and local agencies and correctional facilities (or state institutions) collaborate when a youth either enters or exits a facility. Title 1, Part D of the ESSA provides state education agencies federal funds to create or improve educational programs for neglected, delinquent, or at-risk youth. These funds can be distributed to state education agencies by formula, which can be sub-granted to state agencies serving neglected or delinquent youth. Alternately, state education agencies can award funds directly to local educational agencies with high numbers of children and youth in locally operated juvenile correctional facilities.

Under the ESSA, amendments to Title 1, Part D require that state agencies establish procedures for educational assessment of each youth. They also require that state and local agencies work together to share relevant academic records and educational service plans and ensure document transfer when a youth enters a juvenile justice facility. These amendments strengthen access to





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education upon re-entry. Correctional facilities receiving Title 1, Part D funding must coordinate educational services with local education agencies in order to minimize disruption to a youth's education upon re-entry. The ESSA requires timely and appropriate re-enrollment in a secondary school or a re-entry program that best meets a student's needs. Additionally, the Act requires credit transfer and opportunities for re-entering students to participate in credit-bearing coursework in secondary school, post-secondary education, or career and technical education. State agencies as well as correctional facilities must assist youth in attaining traditional high school diplomas, and state and local jurisdictions must collect program evaluation data on the number of youth served who graduated on time. Finally, the ESSA increases protections for justice-involved youth by expanding the purpose of Title 1, Part D to include family and community engagement, dual-status youth, students in tribal institutions, youth who are at risk of being adjudicated dependent or delinquent or who have had any contact with the child welfare system, and English learners.

The field has also begun to recognize the importance of ensuring that justice-involved youth stay in school and receive high-quality educational services. Across the U.S., there has been a surge of school-based initiatives to address the school-to-prison pipeline, increased efforts to improve facility-based education programming, and the development of education-focused re-entry programs to help youth transition back to schools in the community post-release.

Many jurisdictions have implemented efforts to reduce school-based referrals to the justice system. For example, as part of its Crossover Youth Practice Model (CYPM) work, system officials in Travis County, Texas redefined the roles and responsibilities of School Resource Officers (SROs) and Court Appointed Special Advocates (CASAs) to improve system collaboration and to address the educational needs of at-risk youth (Abbott & Barnett, 2016). The SROs from all school districts in the county were trained in trauma-informed interventions, which led to less frequent use of exclusionary discipline practices as a response to youth's behavioral incidents. In addition, CASAs were formally assigned as education liaisons to ensure youth's education needs were met. CASAs are now responsible for monitoring educational progress, including tracking school placement, attendance, record transfers, special needs, and behavior issues. The CYPM initiative in Travis County has demonstrated promising results, with a 28-percentage point increase in school attendance and 15-percentage point decrease in academic and/or behavioral problems for youth involved in the program (Abbott & Barnett, 2016).

Systems have also strived to enhance educational services for youth in residential facilities. One notable example is the education program at the New Beginnings Youth Development Center, the long-term residential facility housing youth committed to the District of Columbia's Department of Youth Rehabilitation Services (DYRS). Since 2007, the Maya Angelou Academy (MAA) has contracted with DYRS to operate the education program at the facility. MAA's goal is to provide a safe, nurturing, and mutually respectful environment that motivates and prepares its students (called "scholars") to fulfill their academic or career potential ("Maya Angelou Academy at New Beginnings Campus Profile," n.d.). The school curriculum includes English, math, social studies, and science, and also offers GED and SAT preparation classes as well as





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courses in computer skills, law, and yoga (“Maya Angelou Academy at New Beginnings,” n.d.)”. Students at MAA were reported to earn credits at a much higher rate and have improved math and reading skills compared to before attending the Academy (“Maya Angelou Schools: Our Results,” n.d.). Currently, twice as many students who have completed the MAA Model Program are attending school or working when they leave New Beginnings, as compared to data collected in 2007. In addition, a number of scholars go on to college soon after their release. (“Maya Angelou Academy at New Beginnings Campus Profile,” n.d.).

Various national initiatives have also focused on improving services at the facility level. The Center for Educational Excellence in Alternative Settings (CEEAS), for instance, works with facility-based schools to support teachers and students in several states across the country. In addition to providing targeted training and technical assistance to sites, CEEAS recognizes the efforts of facility principals, teachers and students by issuing awards and hosting annual poetry competitions for residents (“Get Involved,” 2016).

The Youth in Custody Practice Model (YICPM) Initiative is another national effort designed to support juvenile correctional facilities to improve services, including school-based programming and approaches, for youth in custody (Council of Juvenile Correctional Administrators and the Center for Juvenile Justice Reform, 2016). Administered by the Center for Juvenile Justice Reform (CJJR) and the Council of Juvenile Correctional Administrators, the YICPM provides juvenile correctional agencies with guidance to strengthen their practices in case planning, facility-based services, re-entry, and post-release community-based services. As part of the initiative, participating agencies enhance facility-based educational practices across several domains, such as establishing an environment conducive to learning, ensuring high-quality programming and special education services, increasing opportunities for college and career/technical education, and providing for a seamless transition to school and employment upon release.

After youth are released from juvenile correctional facilities, there are now many community-based educational services to support their re-entry. Project IMPACT is a statewide initiative in Maine designed to support youth in their post-release academic and correctional transition (“Project IMPACT,” 2015). The Map Program in Ramsey County, Minnesota provides supports for justice-involved youth with disabilities as they transition out of facilities and into education or employment (“Making a Map: Finding My Way Back,” 2013). In Washington State, the U.S. Department of Labor provided grant funding between 2010 and 2012 for the Juvenile Rehabilitation (JR) Office under the state’s Department of Social and Health Services to start a project called Learning, Employment, Achieving, Potential (LEAP), which aimed to support youths’ education and employment post-release in King County (“The LEAP Project: A Juvenile Reentry Initiative in Washington State,” n.d.).

The Education Advocate (EA) Program, discussed in the following sections, is another similar initiative established to address the educational and vocational needs of justice-involved youth, particularly after they return to the community. Different from LEAP, however, the EA Program is an ongoing statewide project financed through the U.S. DOE Title 1, Part D funds. Compared to LEAP, the EA Program has a broader focus in that it not only supports youth during the re-





entry process, but also prevents at-risk youth from entering the juvenile justice system across Washington State.

## The Washington State Education Advocate Program

As a response to the increased number of juvenile offenders and the heightened rate of recidivism in Washington State, in 2006 the Office of Superintendent of Public Instruction (OSPI) launched a pilot transition services program, assisting youth releasing from the three largest long-term juvenile facilities. OSPI began to strategically review the program for expansion based on both the number of youth in detention and the high school dropout rate (National Technical Assistance Center for the Education of Neglected or Delinquent Children and Youth [NDTAC], 2013). In 2008, Washington State received an increased allocation of federal Title 1, Part D Neglected-Delinquent funds. While this funding previously supported transition coordinators working inside detention facility schools, youth were still not receiving sufficient services to return and remain in their community schools after leaving facilities. Recognizing this need, Kathleen Sande, the Washington State Title 1, Part D Coordinator, participated in the Center for Juvenile Justice Reform's Multi-System Integration Certificate Program<sup>1</sup> and developed a Capstone Project<sup>2</sup> that further enhanced and expanded the program through Title 1, Part D funding.

To broaden services for youth released from detention centers and long-term facilities across Washington State, Sande approached the nine Educational Service Districts (ESDs) with the idea of hiring current school-based prevention/intervention specialists (PIs) as EAs (Kathleen Sande, personal communication, October 26, 2011). These specialists were funded by a DOE Safe and Drug-Free Schools Grant to provide drug and alcohol services to youth in schools. As the DOE funding decreased, the Title 1, Part D funds provided an opportunity for the PIs to continue their work in substance use prevention and intervention while also working part-time as EAs. With additional juvenile justice training, these staff were a natural fit to provide education advocacy services as they had already developed rapport with school staff and were familiar with resources that could help youth reintegrate into the community. This type of braided funding mechanism is currently used to support some high school-based EA Programs, which help keep high-risk youth in school while providing them with substance use treatment, a highly needed service for adolescents in Washington State. In addition to the DOE Safe and Drug-Free School funds, the program also utilizes other financing resources, such as county funds from taxes and detention center operations to provide transportation, local school district funds to increase capacity, and state-level truancy funds to assist in school dropout programs (Kathleen Sande, personal communication, June 1, 2016).

<sup>1</sup> The Multi-System Integration Certificate Program is a weeklong program designed to train leaders on how to improve outcomes for youth known to the child welfare, juvenile justice, and related systems through a multi-disciplinary approach that highlights integration and collaboration. The purpose of the program is to bring together current and future leaders and increase their knowledge on multi-system reform, cultivate their leadership skills, improve the operation of their organizations, and create a network of individuals across the country committed to systems improvement and reform. Upon completion of the Certificate Program, participants become CJJR Fellows by designing and implementing a Capstone Project focused on multi-system reform in their jurisdiction. CJJR currently has over 700 Fellows that benefit from ongoing technical assistance from CJJR and participation in a growing network of mutually supportive leaders across the country.

<sup>2</sup> Kathleen Sande's EA Program Capstone has resulted in significant improvement in youth's education and justice-related outcomes. She was selected as the CJJR 2015 Capstone of the Year Awardee due to her exemplary leadership and effort.





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In collaboration with the school districts, Sande developed partnerships with the probation and correctional agencies in Washington, trained the ESD Directors on the goals and role of EAs, and developed an Education Advocate Program Manual. In addition, she worked with the ESDs to complete grant applications, which outlined their local needs, defined the population in need of services, and targeted federal outcomes. The grants have since become more locally driven, whereby the grantees are now able to choose their population and area of focus. Originally designed to assist incarcerated youth to return to and remain in their community school during the re-entry process, the EA Program has evolved into a sophisticated three-tiered dropout prevention, intervention, and re-engagement program that provides needs assessment, case management, counseling support, academic and career coaching, as well as community resources and referrals to students at risk of entering or already involved in the juvenile justice system.

To prioritize youth with the most intensive needs, the EA Program established eligibility criteria in collaboration with local detention and JR facilities. As a result, the eligibility varies between local facilities based on their unique target population's needs, resource availability, and geographic limitations. Allowing local jurisdictions to tailor their eligibility criteria also limits duplication of effort.

In general, the eligibility is determined with a referral form that includes information such as a youth's risk to re-offend; school, community, and work function; social skills; behavioral health risk; safety risk to others; and strengths. Youth are eligible for EA services if they are:

- between 5 and 21 years old;
- involved in the justice system and are at moderate- to high-risk of recidivating;
- at risk of dropping out of school; and/or
- served by community-based programs and at risk of disengaging from the programs, or require additional support to complete a high school diploma or GED (Schutte & Maike, 2009, p.3).

EA services include, but are not limited to:

- assessing youth's risk, needs, and strengths through referral and intake data;
- providing case management, counseling, coaching, and group support to help youth develop coping skills, build relationships, and succeed in school;
- engaging youth and families in services and addressing any barriers;
- assisting youth with credit and transcript transfer;
- ensuring that youth are placed in appropriate classes;
- providing homework assistance;
- providing post-secondary and employment navigation;
- developing and monitoring individualized "Student Success Plans";
- linking youth and their families to community resources; and
- tracking youth behaviors, school performance, probation/parole compliance, and participation in community programs (Schutte & Maike, 2009).



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To coordinate a seamless, multifaceted intervention strategy, EAs identify the level and intensity of services youth need based on the intake results, referral information, and a Risk and Protective Factor Framework.<sup>3</sup> Using a three-tiered case management approach, EAs can provide more intensive services to youth with higher levels of risk and need. Focusing on prevention, intervention, and transition, EAs also work closely with youth's circle of supportive adults (e.g., teachers, school counselors, family members, probation/parole officers) to help them overcome challenges in school and to adjust youth's service level based on their progress.

Youth at low risk of re-offending or those who have made significant progress are placed in Tier 1. They receive minimal services and monitoring and have contact with EAs quarterly with the purpose of maintaining a supportive and ongoing relationship. At Tier 2, youth receive a moderate amount of case management. Youth are placed in this level when they are at low- to moderate-risk of re-offending, are able to make positive decisions, have engaged family members, and have shown some positive progress in meeting the re-entry plan goals. EAs maintain contact with Tier 2 youth and adults in their lives at least once a month. At Tier 3, high-risk, high-need youth require intensive case management services and typically remain in this level of care between 30 to 90 days. EAs make contact with Tier 3 youth at least once a week and have frequent communication with adults in these youth's lives. EAs are expected to follow up with youth unless they relocate, choose to cut off contact, are unavailable for services, or have turned 21 years of age (Schutte & Maike, 2009).

Currently, there are 28 EAs (most work part-time) and 12 EA Directors working in JR facilities, JR offices, and local communities across the state (Kathleen Sande, personal communication, September 2015). Most JR facilities in Washington are run by the state and house post-adjudicated youth with a longer length of stay compared to youth in detention centers.<sup>4</sup> EAs in JR facilities work closely with facility transition coordinators and parole officers to support youth's educational, vocational, and re-entry needs from inside the facilities, whereas EAs in JR offices assist youth's transitions from outside the facilities.

In the local community, EAs may work in detention centers, community agencies, high schools, or middle schools. With the exception of middle school-based EAs that focus mostly on prevention rather than reintegration, community-based EAs work closely with probation officers and school staff to support youth with more intensive services and keep youth in school. While the structure of JR facility, JR Office, and community-based EAs differs slightly due to students' unique needs in different situations, the underlying functions and effective aspects of the position are similar.

EAs ensure that youth's educational and career goals are included in the re-entry plan and provide youth with necessary resources to succeed in school while filling the role of the supportive adult in their lives. The program's three-tiered case management approach allows

<sup>3</sup> The framework is based upon the Social Development Strategy (Hawkins, Catalano, & Miller, 1992; Catalano & Hawkins, 1996) from WA EA Manual (2009) p. C-3.

<sup>4</sup> Youth in JR facilities have an average length of stay of 143 days (Washington State Department of Social and Health Services, 2016), while youth in county-run detention centers have an average length of stay of approximately nine days (Probation Officer, personal communication, April 18, 2016)





staff to tailor services to meet individual students' needs. For example, Caroline,<sup>5</sup> a student enrolled in the EA Program, benefited from her EA's rapport with school staff, support with schoolwork, and advocacy. Caroline shared that it was very difficult to keep up with school while in detention, but her EA went to the teachers and got all the homework assignments to help her continue learning and not fall behind. In her alternative school, Caroline found the work unstimulating and was disengaged: "I have way too much time on my hands. I was bored and wasn't learning anything... The structure of a regular school is better for me." Caroline wanted to return to her home school and credited the EA for making it happen. She was the first person in her family to graduate from high school and will start community college in 2016 ("Caroline," personal communication, April 18, 2016). Another youth, Nathan<sup>6</sup>, struggled with substance use, which led to his juvenile justice system involvement. His EA supported him through the drug court and outpatient process, enrolled him in a substance use intervention group, and got him a bus card so he could commute to and from school. He graduated in June 2016 and plans to join the Army National Guard ("Nathan," personal communication, April 18, 2016). While the two youth in the above examples had very different experiences with the justice system and faced unique challenges in school, they were each empowered by their EA to turn their lives around.

Another main function of the EA Program is to work with other child-serving agencies to improve the long-term well-being of justice-involved youth. The EAs' focus on education and employment allows facility transition coordinators, probation and parole officers, and school staff to target other aspects of the youth's needs. One school counselor highlighted how the EA Program continuously improves collaboration between school and probation officers, explaining that "[The EA's] knowledge and position as a liaison from the court back to the school and awareness of when a youth is getting off probation allows for much better coordination planning and targeted follow-up for these youth" (Kitsap High School Counselor, personal communication, April 18, 2016). Such coordination allows a more seamless transition for youth re-entering the community and provides youth and families a sense of continuity. A parole officer also discussed the value of EAs in his own terms: "If it hadn't been for the advocacy, navigation of the minefields, and expertise of the EA, families wouldn't get the results that they want and would have to settle for a less than optimal school placement for their child" (Parole Officer, personal communication, April 18, 2016).

## Washington EA Program Outcomes and Impact

Youth, probation and parole officers, facility transition coordinators, and school staff indicate that the EA Program fulfills a unique demand in Washington State. Not only does the program keep at-risk youth in school, it also addresses the needs of these youth across multiple areas, including education, employment, substance use, and mental health during the challenging reintegration period.

In addition to improving outcomes for youth who are at risk of entering or involved in the juvenile justice system, the EA Program has also facilitated changes in how child-serving

<sup>5</sup> The name has been changed to protect the identity of the youth.

<sup>6</sup> The name has been changed to protect the identity of the youth.



agencies work with each other and with delinquent youth (Kathleen Sande, personal communication, April 18, 2016). The program follows a teaming model, which promotes communication between the EA, family, facility transition coordinator, probation or parole officer, and school staff from the very beginning of the re-entry process through the end of the EA service. As liaisons between the education and juvenile justice system, EAs enable school staff to learn about the juvenile justice system and help correctional officers to become familiar with the education system. The program provides an opportunity for the various systems to work together and create a continuous wraparound service for youth without duplicating efforts and resources.

Furthermore, the implementation of the EA Program has encouraged a shift in correctional culture. System partners report that correctional officers have moved from the traditionally punitive approach to a more supportive one, vastly improving their relationships with youth and families. A parole administrator talked about the culture change and family-centered approach within his region: “The culture has changed with EAs’ support. They follow up and get the ball rolling. It was a bigger battle without the EA...They put the family in the driver seat” (Parole Administrator, personal communication, April 18, 2016). Another parole officer echoed these thoughts, stating that “It’s not just holding [youth] accountable but teaching them to be more skillful” (Parole Officer, personal communication, April 18, 2016).

In academic year 2014-2015, the EA Program served over 670 students across Washington State. Although there has not been a quantitative study on the statewide impact of the EA Program, ESD 112 released a 2014-2015 EA evaluation report (Maike & Nixon, 2015) summarizing the process and outcome of the program in Vancouver, Washington. This jurisdiction’s EA Program focused on youth between ages 15 and 17 with high needs in the reintegration process post-release and served 78 youth during the reporting period. The average length of involvement in the program was nine months. The report findings indicated that enrollment in the program is associated with improved academic outcomes and a low rate of recidivism. Prior to receiving EA services, 53 percent of youth participants (i.e., those with available academic data) failed to pass any classes; at follow-up, 73 percent of these students had passed at least one class during the most recent grading period. In terms of school engagement, of the 40 youth who transitioned into secondary education, 73 percent continued to remain engaged 90 days post re-entry. Among the 78 youth receiving EA services, 91 percent did not re-offend during their enrollment in the program.

The ESD 112 EA evaluation report also presented findings from a stakeholder survey, which showed several positive system-level impacts as a result of the EA Program. All stakeholders who responded to the survey agreed that the program has reduced barriers and helped youth successfully reintegrate into the school system and community. Over 90% of the stakeholders believed that the program improves communication and collaboration between the child-serving agencies and creates opportunities for joint re-entry planning among partners.

While the EA program has produced promising results for youth at risk of entering or involved in the juvenile justice system, a more extensive evaluation would further help demonstrate related outcomes. Sande and her team are currently looking to develop partnerships with a local



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university to analyze all data collected since the inception of the program. There may also be opportunities to evaluate the program with a more rigorous research design, such as using a comparison group to determine its overall effectiveness and impact.

The EA Program has thrived in the face of funding challenges. System partners in Washington State have worked diligently to keep low-risk, low-need youth out of secure facilities through various reform efforts, such as the national Juvenile Detention Alternatives Initiative (JDAI) and CYPM. As a result, the number of incarcerated youth has reduced significantly over the past years, which in turn has led to the decrease in federal Title 1, Part D funding, the main funding source for the EA Program. Sande and her team indicated that the number of youth incarcerated does not necessarily reflect the resources needed to make rehabilitation successful. Even though fewer youth are detained in secure facilities as lower risk youth are diverted, youth remaining in facilities tend to be a higher-risk, higher-need population who requires more intensive services. While the decreased funding threatens to limit the EA Program staffing capabilities and subsequently reduce its effectiveness, some school districts in Washington State have begun to fund the program as they see the positive results of this initiative.

Over the past seven years, Sande and her partners have put in significant effort to support the implementation of the EA positions, which in turn has facilitated interagency collaboration, reduced system barriers for youth returning to schools, and improved education outcomes for high-risk youth. Youth who participated in the EA Program were also shown to have low rates of recidivism, thereby contributing to public safety. Sande's Capstone Project has bolstered Washington State's ability to meet the individual needs of school-aged youth and resulted in significant improvement in youth's education and justice-related outcomes. Moving forward, there is a need to conduct more rigorous research on the statewide impact of the program, expand the middle school-based preventive EA positions, and have at least one EA in each high school across Washington State to elevate the effectiveness of the program.





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**Community Youth Services Inc**  
New direction brighter future

Suspension Diversion Program – year-end report 6/16/2016

**Background:**

The Auburn Police Department received a City of Auburn Community Development Block Grant (CDBG) that was sanctioned to Community Youth Services to run the Suspension Diversion Program at our PAL Center. The rationale for the program was as follows (as written from our 2014 summary):

School suspensions at our local high and middle schools were significantly on the rise – with nearly 500 overall suspensions. So too, was the increase in juvenile crimes – being committed by children under the age of 20 and against children under the age of 20. In an effort to reduce recidivism of school suspensions and juvenile crime, in 2014, Auburn Police Department implemented an off-site Suspension/Diversion Program at their PAL (Police Activities League) Center. The center is located in the downtown area –near the high and middle schools as well as the alternative school - in a one half mile area of the most impoverished section of our 67 square mile city. Upwards of 25% of the total police calls for service originate in this area.

**Purpose:**

Typically, students who are suspended from school spend the day at home doing nothing or getting into criminal mischief, committing crimes, or participating in inappropriate behaviors – ie: drinking, drugs, sex, etc. Catching up or completing homework assignments and reflecting on the infraction that led to the suspension and taking ownership of the behavior is seldom thought of.

**Statistics:**

Statistics for the 2014-2015 school year for high and middle schools included:

- A total of 150 students (instances) attended the PAL Suspension Diversion Program. (Students who attended multiple times have been included in this number.)
- A total reduction of 61 instances from the previous school year
- A total of 372 suspension days were issued to students
- A total of 310 days were served at the PAL Center

- A total of 21 students attended the program more than once. Contributing factors included: alcohol abuse, internet violations, homelessness, bullying, inappropriate behaviors, not serving school detentions.

Statistics for the 2016 (14 weeks program ran) school year for high and middle schools included:

- A total of 59 students (instances) attended the PAL Suspension Diversion Program. (Students who attended multiple times have been included in this number.)
- A total of 65 days were served at the PAL Center
- A total of 9 students attended the program more than once. Contributing factors included: alcohol abuse, internet violations, homelessness, bullying, inappropriate behaviors, not serving school detentions.

### **Results:**

- One guardian saw such results in the 3 day suspension of her grandson she wanted him to return for another 3 days per week. The coordinator told her this was not possible but follow up is a part of the program and they would be sure to follow up.
- One student was struggling so hard with what seemed like normal problems but just couldn't communicate what they were. He opened up with the coordinator and they worked together to talk with teachers, guidance counselors to get this issues under control.
- One student comes from a drug ridden house, there was no way for her to avoid it. In working on goals for this student we realized the problem was mostly going home after school. The coordinator and the assistant principal worked to find this student an afterschool job so she had a purpose.
- Two best friends got into a huge fight. Through spending time working on conflict management with the coordinator they worked out their issues and were able to restore peace in their friendship.
- There are countless stories and incidents resolved, the reason is because they are challenged to take responsibilities for their actions, think about how they would handle it next time and learn how to resolve conflicts.

The reductions, as supported by school administration and police officers, can be attributed to the unique opportunities afforded to students who participated in this program.

An opportunity for students to speak with the program coordinator in a non-threatening/non-adversarial setting was key to the successes of this program. Students who participated in the program were offered a "white board" to write down their reflections. Some included:

- Reasons why I keep stealing? Someday I could be in jail for this.
- I know that if I continue with drugs I could end up in a bad place.



- I have learned that I should serve my detentions
- I am learning the importance of respecting others

### **Program Details:**

The program coordinator and Educational Technician were the staff available during the day while students were in the program to ensure that students did not get behind in their school work. This was a critical component of the program and ensured that recidivism did not occur due to school stresses. The students were also required to complete community services during their suspension. That included cleaning the PAL center, yard work and other tasks assigned.

Upon entering the program, students met with the program coordinator to discuss the infraction(s) that led to the suspension. Students were required to write in reflection journals. Entries included what caused them to be suspended, why they did what they did and what strategies were needed to change future behavior.

Students were amazed to recognize that through this writing and reflection:

- They were able to identify triggers within themselves that caused the inappropriate behavior (anger, alcohol, drugs, etc.)
- They were able to identify outside triggers that caused the behavior (lack of sleep, hunger, family pressures, homelessness, behind in school work, etc.)

We believe this program was successful because:

- The Suspension/Diversion Program was not held on school grounds
- The Program Coordinator was not a member of the “school staff” and not an adversary
- Suspended students at the high and middle schools were mandated to attend the off-site program
- Transportation and breakfast and lunch were provided by the Auburn School Department
- Students were “not alone” and freely discussed with each other the important question – WHY I did what I did.
- Students received homework assistance and a chance to work one on one with an education technician.
- A follow-up was conducted 15 days after the student returned to school – purpose was to see if there were any “close calls” to be suspended again and to see if the jointly developed work plan was working.
- Students learned “leadership skills” through daily interactions with the Community and School Resource Officers who spent time discussing alternatives to negative behavior
- Suspended students were encouraged to attend the PAL Center to participate in healthy activities such as basketball, soccer, and running club.

The Suspension Diversion Program is our attempt to promoting alternatives to arrest, court referrals and detention with the active Youth Court program. This program was especially important because of our high mobility rate between our city and our sister city. Because families do not have stability, students have difficulty “fitting in” and are quick to join in inappropriate groups to be accepted. Police officers were provided the opportunity to get to know students on a different level and have understanding of stressors occurring in the teen’s life. The renewed understanding allowed for referrals to be made to outside social agencies (A-la-Teen, Department of Health and Human Services, etc.)

**Program advances from 2014:**

- In order for a Suspension Diversion Program to be successful it went from available for 3 days a week to 5 days a week
- An Educational Technician was hired for homework assistance. (Relying solely on college students was a challenge because of their school vacations and academic schedules as in 2014)
- Continue to collaborate with colleges to provide support as well as additional academic assistance.

On May 6, 2015, the Auburn PAL was awarded a “2015 Harvard Center Community Partner Award for Outstanding New Initiative” for the implementation of the Suspension Diversion Program.



Consequences

There are 3 levels

I learned to not  
say the wrong thing

no ~ like  
fights

I've learned to  
focus on your goals and  
to not let go of them

I've Learned

To focus on me  
and my future

School as home

I Learned

Not to get  
into fights with

ned to get  
on time and  
the consequences  
my actions.

Bryon Bouchard

if a fight is when someone is trying  
to fight you, you should be

I learned  
to not let go of  
my goals and  
to not let go of  
my future

to not let go of  
my goals and  
to not let go of  
my future



and to

to fight and  
to not let go of  
my goals and  
to not let go of  
my future

I learned  
to focus on me  
and my future

and my future

and my future



## SUSPENSION DIVERSION PROGRAM

### GOALS:

Androscoggin County and specifically Lewiston and Auburn are incarcerating young males and females at an alarming rate and specifically youth of color. In partnership with the numerous stakeholders that have been identified and with Auburn awarded as a CPPC site by the Department of Health and Human Services, the PAL Youth Suspension Diversion Program meets every aspect of goal four of the Consolidated Plan.

Our goal is to improve the quality of life of families within our target area which will create an opportunity for the youth to have a successful life without having gone through the criminal justice system.

### OBJECTIVES:

This project will provide a designated School Resource Officer to work alongside the Suspension Diversion Coordinator and will include, as appropriate, other CPPC Case Workers. As the school department liaison, the SRO and Suspension Diversion Coordinator will work with students who have been suspended from school, are on probation and those who are at risk to drop out or who have dropped out.

- The center will be providing parent coaching for those struggling with keeping their child in school and out of the criminal justice system.
- Households with violence, neglect or abuse will be identified early for intervention which will be delivered in a multi-disciplinary model. Partners at the table will have input on the best plan for a household to guarantee success. These partners include mental health, child protective services, schools, police, advocate workers, and most importantly families will have a voice at the table.
- The youth who will be part of the diversion program will be connected with business leaders as a mentoring project. The relationship already established with Youth Build and the Science thru Cooking Program will expand to provide job skills for these youth.

**OUTCOMES:**

- The PAL Center will provide a space for students to serve their suspensions and receive academic assistance to complete their work.
- Schools will no longer need to monitor disruptive students who are serving a suspension and impeding the learning of other children.
- The number of youth affected will be based on the number of school suspensions and youth currently on probation.
- The diversion program will provide daily accountability to a youth who would otherwise be on the street making bad choices and ultimately dropping out of school, becoming homeless/throw-away, or committing crimes resulting in incarceration. The impact of the program will reduce the amount of youth arrests by 15%.
- CDBG funding is critical to this project which will benefit both schools and law enforcement personnel who strive to retain children in school and in their homes - not state funded youth centers.
- Referrals that are made to School, DHHS and/or Police will be followed up on with the caseworker and School Resource Officer to assess the home and develop a safety plan for the home.
- As a result of this initiative, we will see a reduction in youth being removed from their homes by 5% and the amount of youth being abused or neglected by 8%. (These percentages have been determined based upon programs initiated in York and Cumberland Counties.)
- After-School Center – The after-school program will service over 100 children and 50 teens. While educating our teens with life skills, we will be selecting many of them to become mentors for the younger children in the after-school program. The concept will be equipping the neighborhood to support one another. The center provides a safe environment for the children in the impact area.

City of Auburn, Maine

## Community Development Block Grant Program

Application for Public Service Funding

For the Fiscal Year of July 1, 2015 – June 30, 2016

This application is designed to be  
completed and submitted electronically.



## I. Introduction

The City of Auburn Community Development Block Grant Program is accepting applications for 2015-16 CDBG public service funding. Proposed programs must provide public services to Auburn households of low and moderate income.

The City of Auburn receives an annual Community Development Block Grant (CDBG) allocation from the United States Department of Housing and Urban Development (HUD). The purpose of the CDBG program is "... the development of viable urban communities, by providing decent housing and suitable living environment and expanding economic opportunities principally for persons of low and moderate income."

The City of Auburn is working on a new Consolidated Plan for the period 2015 to 2019, a plan which identifies the City's priorities. The Consolidated Plan will provide direction for Auburn's anti-poverty and homeless strategies. Although the Consolidated Plan could undergo revisions by the Auburn City Council in the next few months, this Request for Proposals identifies the following priorities that have been agreed upon by the Citizens Advisory Committee:

### **Priority A: Support People in their Efforts to Transition out of Poverty**

The Citizens Advisory Committee felt that any social services funds that are provided through the program should address the issue of intergenerational poverty by focusing on children, and particularly those that work with the whole family.

#### **Priority A: Anti-Poverty**

1. Focus on helping young people growing up in poverty to get the personal and educational skills needed to live a healthy and productive adult life.
  - a. Expand programming for at-risk teenagers that helps them learn work skills, graduate from high school
  - b. Create youth apprenticeship opportunities with local businesses
2. Support low-income adults to successfully provide for themselves and their families through education and skill development, including mentoring, work readiness, job training programs.

## Priority B: Prevent Homelessness

1. Support homeless people first with housing, then with services to help them provide for themselves and their families through work readiness training and job skill development.

All social service providers receiving CDBG funds will move to an outcome-based approach by measuring the impact of their efforts rather than program outputs.

To be considered for Auburn CDBG public service funding, the proposal must meet the following minimum thresholds:

- ✓ CDBG funds will be used to serve Auburn households.
- ✓ At least 70% of households served will be low income (less than 80% of median).
- ✓ Proposed program will provide HUD eligible activities.
- ✓ Submitted application is complete (see checklist, last page of application form).
- ✓ Applicant organization is a 501 (C) 3 or government agency.
- ✓ If applicant organization has an existing CDBG grant, the organization is on schedule with contractual spending and reporting requirements.

CDBG public service funding applications are due on February 26, 2015. Please email complete applications to [rmynahan@auburnmaine.gov](mailto:rmynahan@auburnmaine.gov).

Applications will be reviewed by City staff and the Citizens Advisory Committee, and scored according to the following criteria.

	Criteria	Possible Points
1	Supports the Consolidated Plan and its goals	25
2	Outcome is consistent with Consolidated Plan goal	25
3	Meets a critical need or unmet need	25
4	Is within the applicant's capacity to carry out	15
5	Is cost effective	10
	Maximum points	100

Recommendations for funding will be made to the Auburn City Council, which will issue funding decisions by May 15. Funds will be available on July 1. The City of Auburn reserves the right to award less than the full requested amount.

For more information, please contact Reine Mynahan, City of Auburn Community Development Director, at [rmynahan@auburnmaine.gov](mailto:rmynahan@auburnmaine.gov)



## I. Application Checklist

☒ Application Form

Separate attachments to complete application:

All applicants, please provide each of the following as application attachments:

☒ Organizational chart and list of board members.

☐ Documentation of the governing body's authorization to submit the funding request (for example, minutes of the meeting in which resolution, motion or other official action is recorded).

☐ Documentation of the governing body's action authorizing the representative to negotiate for and contractually bind the organization.

☒ Mission statement.

New applicants, please also provide the following as application attachments:

☐ An audited financial statement or the equivalent.

☐ Articles of incorporation.

☐ Tax exemption determination letters from the Federal IRS and the Maine State Franchise Tax Board.

Please limit application attachments to those specifically requested.

## II. Organization Information

Please provide following information about the applicant organization.

Organization PAL (Police Activities League)

Website Address [www.auburnpd.com](http://www.auburnpd.com)

Contact Person Phillip L. Crowell, Jr.

Title Chief of Police and President PAL

Telephone Number 207-333-6650 x 2052

Mailing Address 60 Court Street, Auburn, ME

Email Address [pcrowell@auburnmaine.gov](mailto:pcrowell@auburnmaine.gov)

Duns Number 198906430

Project Title PAL - Suspension Diversion Program

Funding Request \$10,200

Project Synopsis Within Auburn's Community Development Block Grant identified Union Street target/impact area, we will provide a youth diversion program-a place based approach to improving the lives of our youth.

Date February 22, 2016

Are there any conflicts of interest with respect to your application with any City of Auburn public officials who exercise decision decision-making function or responsibility in connection with the Community Development Program?



No



Yes

If yes, please describe.

Does the proposal meet the minimum thresholds described on page 3?

☐ No

☒ Yes

All applicants, please provide each of the following as application attachments:

☒ Organizational chart and list of board members.

☒ Documentation of the governing body's authorization to submit the funding request (for example, minutes of the meeting in which resolution, motion or other official action is recorded).

☒ Documentation of the governing body's action authorizing the representative to negotiate for and contractually bind the organization.

First time applicants, please also provide the following as application attachments:

☐ An audited financial statement or the equivalent.

☒ Articles of incorporation.

☒ Tax exemption determination letters from the Federal IRS and the Maine State Franchise Tax Board.

Please limit application attachments to those specifically requested.



### III. Program Description

A) Please describe the program (no more than ½ page). In cooperation with CPPC (Community Partnerships for Protecting Children - a place based approach to improving the lives of our youth, Auburn's PAL Center has been selected as a location for a collaborative approach to strengthening families and communities to prevent child abuse. The project has been successful in Maine communities and across the nation. The four core values include: Family Centered Practice-by every partner; Collaborative Team Decision Making; Neighborhood Network; and Policy and Practice Change.

This project will provide a community impact by including schools and families to work as a team, to expand services while not creating duplication, reducing expenditures and increase the number of kids who stay at home and not referred to foster care. Parents will become Partners. Building neighborhood focused support networks that encourage trust and positive connections will increase parental involvement and strengthen our families.

B) Please describe how CDBG funds are critical to the program (no more than ½ page). This project will provide a designated School Resource Officer to work alongside the Suspension Diversion Coordinator and will include an Education Technician III. The PAL Center will provide a space for students to serve their suspensions and receive academic assistance to complete their work. Schools will no longer need to monitor disruptive students who are serving a suspension and impeding the learning of other children. CDBG funding is critical to this project which will benefit both schools and law enforcement personnel who strive to retain children in school and in their homes - not state funded youth centers.

- The program will provide out of school suspension services for students who would have been sent home unsupervised.
- In addition, the coordinator and school education technician will be providing parent coaching for those struggling with keeping their child in school and out of the criminal justice system.

#### IV. Program Beneficiaries

Extremely low-income households are defined as households with incomes at or below 30% of Area Median Income (AMI).

Very low-income households are households with incomes at or below 50% AMI.

Low-income households are households with incomes at or below 80% AMI.

Moderate-income households are households with incomes at or below 150% AMI.

The following are the 2013 HUD income limits for Auburn.

	1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
Extremely Low (30%)	\$11,550	\$13,200	\$14,850	\$16,450	\$17,800	\$19,100	\$20,400	\$21,7850
Very Low (50%)	\$19,200	\$21,950	\$24,700	\$27,400	\$29,600	\$31,800	\$34,000	\$36,200
Low (80%)	\$30,700	\$35,100	\$39,500	\$43,850	\$47,400	\$50,900	\$54,400	\$57,900

A) Please describe who will benefit from the proposed program (no more than ½ page). The PAL - Youth Intervention Program will target Very Low Income households. According to the U.S. Census, Auburn's poverty level is 14.3% with a median income of \$25,000. The Auburn School Department has identified the highest rates of Free and Reduced Hot Lunch in the CDBG identified target areas respectively as: Washburn School = 79%; Walton School = 69%; and Park Avenue School = 62%.

As of November 21st, 2013, the mobility rate for students attending Washburn School was at 51% following the first three month period of the 2013-2014 school year. Walton School, located in New Auburn, also has high mobility rates. Park Avenue School houses the City of Auburn's ELL (English Language Learners) program.

Children in these schools have difficulty bonding with their peers as well as with adults. These mobile children easily become prey to those who would intimidate them. Our project will ensure that children have adult role models/mentors who can influence a positive change in their lives.



B) Please indicate how the applicant organization will document low income benefit (select one.)

☐ Income verification for every client served.

☐ Documentation that the agency has eligibility requirements which limit the activity exclusively to low-and moderate income persons.

☒ Documentation that clients are in one of several groups (generally presumed by HUD to consist of low income persons): abused children; battered spouses; elderly persons; handicapped persons; homeless persons; illiterate persons; and migrant farm workers.

☒ Document that 75% of clients reside in one of the following low income areas: Census Tract 101, Block Groups 1 and 2; Census Tract 102, Block Group 1; Census Tract 103, Block Group 1; Census Tract 105, Block Groups 1 and 2. (Census tract maps and breakdown of low income households are available by calling Community Development Department)

☐ Other (such as a survey) – please explain.

C) Please indicate if there will be fees charged for participation in the program.

☒ No ☐ Yes. If yes, please provide amount \$ and/or explain fee system.



D) Please identify the unit of service for the program (select one).

☐ Households

☒ Persons

Provide the total number of households or persons the program will serve, the number of low- and moderate-income households or persons, and how many in each category are Auburn residents. (Percentages will calculate automatically.)

Program Recipients	Total Program	Auburn Residents	% Auburn Residents
Total households or persons	100	100	100%
Low-moderate income households or persons	80	80	100%
% Low-moderate income	80%	80%	---

## I. Program Budget

A) Briefly describe the specific use of Community Development program funds for the program.

Funds provided by CDBG will be utilized support this new initiative with the goal of the program being completely funded by the school department in FY17. Funding will provide a coordinator who will oversee the diversion component. Our current funding covers operational costs for the facility and for the Ed. Tech. III.

B) Please provide the overall program budget (program budget, not agency budget) by category and whether funding is CDBG or other.

Category	CDBG	Other	Total
Salaries, Benefits and Payroll Taxes	\$ 10200	\$ 10000	\$ 20200
Professional Fees	\$ 0	\$ 0	\$ 0
Supplies	\$ 0	\$ 300	\$ 300
Telephone	\$ 0	\$ 0	\$ 0
Postage, Shipping	\$ 0	\$ 0	\$ 0
Occupancy	\$ 0	\$ 800	\$ 800
Rental & Maintenance of Equipment	\$ 0	\$ 0	\$ 0
Printing/Publications	\$ 0	\$ 0	\$ 0
Travel	\$ 0	\$ 0	\$ 0
Conferences, Conventions & Meetings	\$ 0	\$ 0	\$ 0
Specific Assistance to Individuals	\$ 0	\$ 0	\$ 0
Membership Dues	\$ 0	\$ 0	\$ 0
Awards & Grants	\$ 0	\$ 0	\$ 0
Payments to Affiliated Organizations	\$ 0	\$ 0	\$ 0
Equipment Purchase	\$ 0	\$ 0	\$ 0
Capital Improvements	\$ 0	\$ 0	\$ 0

Total	\$ 10200	\$ 11100	\$ 21300
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### Application Criteria

A) The program supports the *Consolidated Plan* goal of improving the quality of life of residents through social services by helping them with life and job skills.

Please describe how the program supports specific *Consolidated Plan* goals (no more than 1 page). Androscoggin County and specifically Lewiston and Auburn are incarcerating young males and females at an alarming rate and specifically youth of color. In partnership with the numerous stakeholders that have been identified and with Auburn awarded as a CPPC site by the Department of Health and Human Services, the PAL Youth Intervention Project meets every aspect of goal four of the Consolidated Plan. This initiative is not just designed for youth but also for the families of these youths. The center will be providing parent coaching for those struggling with keeping their child in school and out of the criminal justice system. Households with violence, neglect or abuse will be identified early for intervention which will be delivered in a multi-disciplinary model. Partners at the table will have input on the best plan for a household to guarantee success. These partners include mental health, child protective services, schools, police, advocate workers, and most importantly families have a voice at the table.

Our focus is to improve the quality of life of families within our target area which will create an opportunity for the youth to have a successful life without having gone through the criminal justice system.



B) The program meets a critical need or unmet need.

1) Please describe the critical need or unmet need the program will address and how it will address it. Reference existing needs studies and/or external data, when possible (no more than ½ page). 1) The most critical need the program will meet is to provide a safe place for our youth. Diversion for youth which will allow them to remain on track with their education and to keep them from entering the criminal justice system. They will also be mentored and taught life and job skills which will provide them a future for success.

2) Please describe the impact the program will have. Why does this program matter? (no more than ½ page) Diversion – Based on the amount of school suspensions and youth currently on probation in Auburn the diversion program will service 100 youths for the remainder of the school year. The diversion program will provide daily accountability to a youth who would otherwise be on the street making bad choices and ultimately dropping out of school, becoming homeless/throw-away, or committing crimes resulting in incarceration. The impact of the program will reduce the amount of youth arrests by 5% and reduce the student drop out rate by 2%.

3) What changes would you make if your program received only partial funding? This funding is to provide the diversion program for the remainder of the school year. Any reduction will not let the program continue.

C) The program is within the applicant organization's capacity to carry out.

Please describe the applicant organization's capacity to deliver the program, including past performance evaluations from third-party funders, staff capabilities, and/or monitoring and record-keeping systems (no more than 1 page – please do not provide attachments). The PAL Center has been a very successful organization. With the assistance of past CDBG funding we were able to transform a blighted vacant building set for demolition into a fun, safe thriving center for our most impoverished youth in our community. The community is getting behind the center and supporting many initiatives. The new incorporated board is working on fundraising and was very successful with our annual Leadercast Event which raised the funds needed to complete the center.

Having the Auburn Police Department as the core partner within the organization brings many resources and volunteers to make the program a success. The Auburn City Council identified the necessary presence for the center in the target neighborhood by turning over the building for the PAL Center. Our board members consist of business leaders, advocates, community members and parents within the City of Auburn. They are dedicated to making the PAL Center a successful program. This has been demonstrated numerous times and most recently with the efforts to provide a Thanksgiving meal to families in the neighborhood. Food and donations were raised to serve a Thanksgiving meal to families and several single elderly members in the neighborhood.

D) The program is cost-effective.

Please describe if the applicant organization will use volunteers, collaborating with other agencies, and/or minimizing administration and overhead to stretch resources (1 page). As discussed within the impact area. These funds will allow the PAL Center to leverage funds with the school department to ensure 7th - 12th grade youth are staying on track with their education and not getting into the pipeline for youth incarceration.

The initiative allows us to be a force-multiplier at varying levels. The diversion program will reduce administrative costs in our schools and free up space currently being used by one on one Ed Tech supervision. Our goal will be to allow the Auburn School Department to reduce the number of Ed Techs within the district by gathering the students into a central location at the PAL Center.

Please describe if CDBG funds will leverage other resources and how much is expected. Provide specific examples and dollar amounts. The school department had a referendum vote in November to fund the diversion program with the allocation of the Ed Tech III. These funds will be critical to ensure our students do not fall behind in their classes.



## II. Complete Application Checklist

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### All applicants

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