

# MAINE STATE LEGISLATURE

The following document is provided by the  
**LAW AND LEGISLATIVE DIGITAL LIBRARY**  
at the Maine State Law and Legislative Reference Library  
<http://legislature.maine.gov/lawlib>

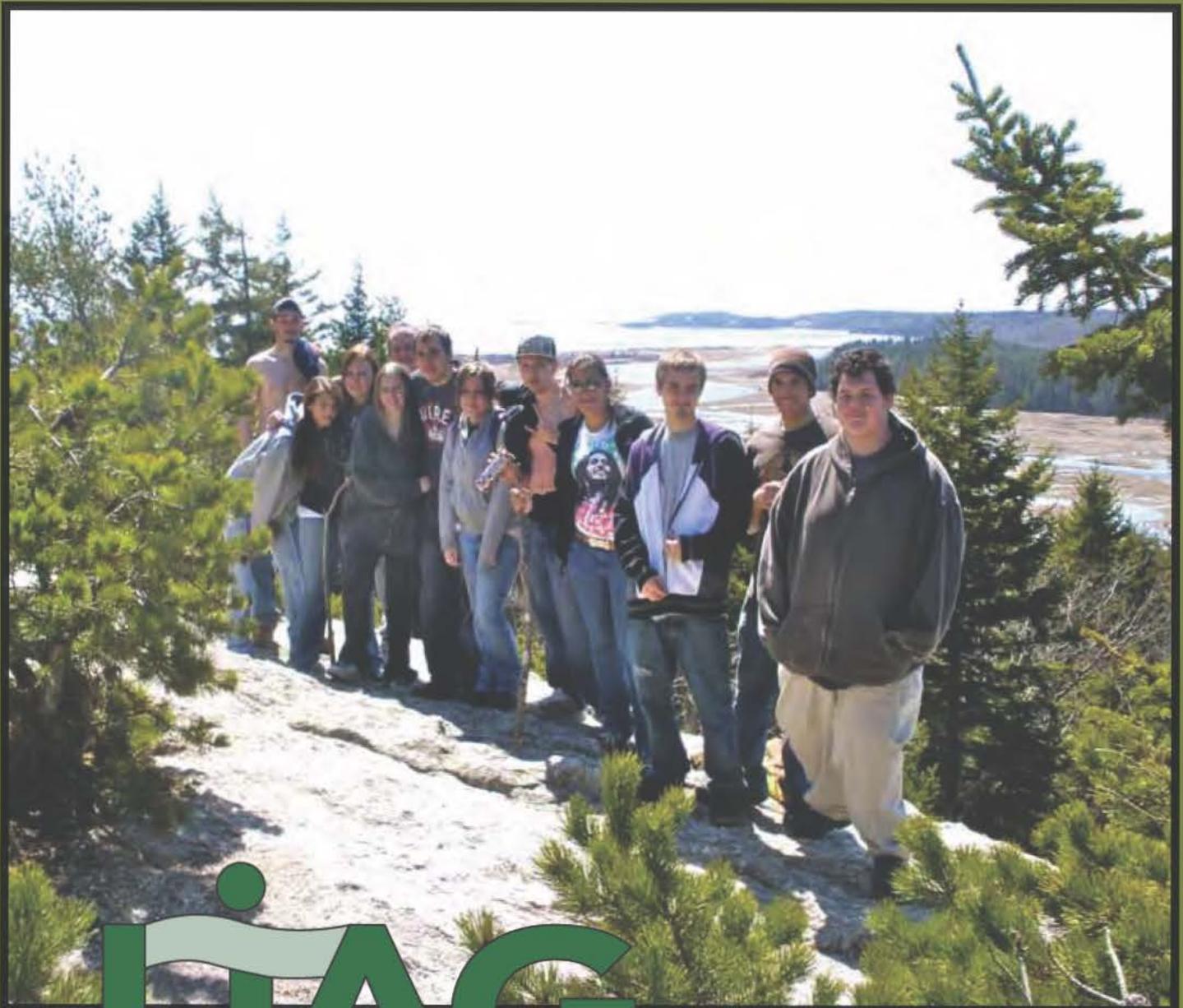


Reproduced from electronic originals  
(may include minor formatting differences from printed original)

State of Maine  
Juvenile Justice Advisory Group

# 2008 ANNUAL REPORT

*Paul K Vestal, Jr., Chair • Edwin Chester, Vice Chair*



**JJAG**



STATE OF MAINE  
JUVENILE JUSTICE ADVISORY GROUP  
111 STATE HOUSE STATION  
AUGUSTA, MAINE 04333

JOHN ELIAS BALDACCI  
GOVERNOR

PAUL VESTAL, JR.  
CHAIR

September 1, 2009

Dear Governor John E. Baldacci and Members of the 124<sup>th</sup> Legislature:

The statutorily created Juvenile Justice Advisory Group (JJAG) of Maine presents to you the 2008 Annual Report. We think you will find the information quite enlightening with regard to the activities of the JJAG and its work in the criminal justice arena as it impacts Maine's most precious resource for the future, our youth.

Over the years, the JJAG has gone through many changes and made many improvements. You can see from our membership that we are quite diverse and look at the criminal justice system from a variety of perspectives, always seeking better solutions and methods of dealing with juveniles who become involved with the criminal justice system. We will continue to provide leadership in identifying effective strategies to prevent juvenile delinquency and promote youth well-being.

It is truly a great honor for each and every one of us to serve the state and its youth in our appointed capacities. We hope you find the information valuable and useful to you in your coming deliberations.

Sincerely,

A handwritten signature in blue ink, appearing to read "Paul K. Vestal, Jr.", written over a light blue horizontal line.

Paul K. Vestal, Jr.  
Chair

*"The mission of the Maine Juvenile Justice Advisory Group is to advise and make recommendations to state policy makers and to promote effective system level responses that further the goals of the Juvenile Justice and Delinquency Prevention Act."*

# About the JJAG

The Juvenile Justice and Delinquency Prevention Act (the Act) was enacted in 1974 and authorized creation of state juvenile justice advisory groups. Maine's Juvenile Justice Advisory Group (JJAG) was authorized in 1984 by state statute, 34-A MRSA Section 1209, making 2008 the twenty-fifth full year of Maine's participation in federal programs supported by the Act.

The Maine JJAG is comprised of individuals appointed by the Governor for four-year terms. Board members serve in a voluntary capacity, providing input and direction to the state legislature and Governor on issues concerning juvenile justice. The JJAG also serves as the state advisory group to the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) and provides assurances to that office that Maine is meeting the standards mandated by the Juvenile Justice and Delinquency Prevention Act. The Department of Corrections is the JJAG's administrative and fiscal agent and JJAG has a staff of three: a Juvenile Justice Specialist, a Compliance Monitor, and an Administrative Assistant as well as research interns.

## THE JUVENILE JUSTICE ADVISORY GROUP:

- Prepares the state juvenile justice plan
- Manages funds awarded to the state under the terms of the federal act
- Monitors state compliance with national standards
- Advises state policy makers on juvenile justice issues

The JJAG's primary responsibilities include: (1) preparation and development of a state-wide three-year juvenile justice plan; (2) allocation of juvenile justice and delinquency prevention grants funds provided to the state under the federal Act; (3) monitoring activities and accomplishments of funded state projects; and (4) overseeing Maine's compliance with the core requirements of the Act.

## JJAG'S STRATEGIC GOALS

- Promote effective system level responses that further the goals of the Juvenile Justice and Delinquency Prevention Act.
- Promote the development of gender-specific services for females in Maine's juvenile justice system.
- Ensure that youth are not detained for lack of appropriate alternatives.
- Reduce delinquency and youth violence by providing community members with skills, knowledge, and opportunities to foster a healthy and nurturing environment that supports the growth and development of productive and responsible citizens.
- Provide information and training to legislators, juvenile justice professionals, and the general public to benefit youth and all those involved with Maine's juvenile justice system.
- Maintain compliance with the core requirements of the JJD Act and monitor the performance of JJAG subgrantees.

# JJAG Members

Maine JJAG members are appointed by the governor for a four-year term. They represent a cross-section of the general public and provide a broad spectrum of political and philosophical views.

**Cathy McLoy Ashland**  
Parent Member

**Mark Boger**  
Juvenile Corrections Coordinator  
Department of Corrections

**Richard Brown**  
CEO  
Charlotte White Center

**Edwin Chester, Vice Chair**  
Attorney  
Chester & Vestal

**Abigail Comee-McCourt**  
Youth Member

**Barry DeLong**  
Sheriff  
Somerset County

**Nickole DeMeritt**  
Youth Member

**Doug Patrick**  
Department of Health and Human Services

**Carla Fearon**  
Director  
Penobscot Nation Boy's & Girl's Club

**Jacinda Goodwin**  
Office of Substance Abuse

**James Foss**  
Jail Administrator  
Aroostook County

**Denise Giles**  
Victim Services Coordinator  
Department of Corrections

**Dalene Dutton**  
Executive Director  
Five Town Communities That Care

**Jamie Johnson**  
Youth Member

**Hannah Kiernan**  
Youth Member

**Charles C. LaVerdiere**  
Chief Judge  
District Court

**Margaret Longworth**  
Director of Clinical Services  
OHI

**Joan McDonald**  
CEO  
Girl Scouts of Maine

**Phil McLoy**  
Youth Member

**Dr. James Morse, Sr.**  
Superintendent  
SAD 47

**Daniel Nichols**  
Parent Member

**Breanne Petrini**  
Youth Member

**Shelley Reed**  
Education Specialist  
Department of Education

**Adam Royer**  
Youth Member

**Barry Stoodley**  
Associate Commissioner  
Juvenile Services  
Department of Corrections

**Christine Thibeault**  
Assistant District Attorney  
Cumberland County

**Paul K. Vestal, Jr., Chair**  
Operations Director of Children Services,  
Catholic Charities of Maine

**Patrick Walsh**  
Program Director  
Broadreach Family and Community Services

## CORE REQUIREMENTS OF THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT

- Requires removal of juveniles from jails and adult facilities.
- Prevents disproportionate minority confinement: requires states to address prevention efforts and systemic efforts to reduce the disproportionate representation of minorities who come into contact with the juvenile justice system.
- Ensures deinstitutionalization of status offenders; prohibits detaining status offenders in secure facilities.
- Requires sight and sound separation of juveniles from adults in institutions; disallows contact between juvenile offenders in a secure custody status and incarcerated adults.

# JJAG Federal Act Funding

## THE FEDERAL ACT CONSISTS OF THREE FUNDING CATEGORIES:

- I. Title II, Formula Grant Funds – The Act provides each state with formula grants that are allocated on the basis of each state’s population under the age of 18. These grant funds support a variety of juvenile justice and delinquency prevention programs and services as long as the state remains in compliance with the core requirements of the Act. Maine’s 2008 Title II Formula Grant allocation was \$600,000 and the 2009 allocation is \$600,000.
  
- II. Title V – Delinquency Prevention Funds – As part of the 1992 reauthorization of the Act, Congress established a new funding category, Title V, Incentive Grants for Local Juvenile Delinquency Prevention programs. Funds under Title V are awarded to communities that develop comprehensive delinquency prevention plans at the local, i.e., municipal and county level. Title V funds are allocated to the states based on population under the age of 18. Maine’s 2008 Title V Delinquency Prevention allocation was \$58,075 and the 2009 allocation is \$33,386.
  
- III. Juvenile Accountability Block Grant - The Act provides each state with a Block Grant that provides financial assistance to eligible governmental agencies who develop projects designed to prevent juvenile delinquency. In addition to these projects Maine supports juvenile services systems change with the 2008 \$328,900 allocation. Maine’s 2009 allocation is \$371,800.

## MAINE’S COMPREHENSIVE THREE YEAR PLAN FOR JUVENILE JUSTICE AND DELINQUENCY PREVENTION FISCAL YEARS 2009 THROUGH 2011

Maine’s Comprehensive Three Year Plan is available at [www.mainejjag.com](http://www.mainejjag.com). This document identifies Maine’s juvenile justice needs and describes the JJAG’s work plan for the next three years. Two major initiatives within the plan are: determining whether disproportionate minority contact exists within Maine’s juvenile justice system and implementing Collaborative Problem Solving among various youth-serving agencies within a single community.

### **PROGRAMS FUNDED BY THE JJAG SERVED 3,665 YOUTH IN 2008.**

The table below shows the break down by race and ethnicity.

American Indian	Asian/Pacific Islander	Black or African American	White (Includes Arab and Middle Eastern Countries)	Other/Unknown	Hispanic	TOTAL
31	81	74	3,425	2	52	3,665

# JJAG PRIORITIES

1. Juvenile justice is a community issue. The community needs accurate knowledge and skills in order to develop appropriate prevention and intervention programs. Not all social service or youth and family serving agencies and providers have up-to-date and accurate information regarding the causes and consequences of juvenile crime.
2. The JJAG recognizes that suspended and/or expelled students are at a high risk for engaging in criminal behavior and subsequent involvement in the juvenile justice system.

The JJAG is committed to supporting programs that reduce the incidence of school suspensions and expulsions and will encourage schools to adopt appropriate alternatives proven to result in improved academic performance for students while satisfying school administrators that appropriate action is taken in response to misbehavior in school.

3. Not all youth involved with or at risk of becoming involved with the juvenile justice system are receiving appropriate comprehensive mental health, substance abuse and/or family support services. Obstacles to service delivery include everything from lack of treatment providers, lack of financial resources to receive services to lack of transportation to and from providers who may be a significant distance from the juvenile and his or her family.

While in some locations it is common for juveniles to receive mental health screening and evaluation early in the juvenile justice process, in other locations the services are rarely used. The JJAG is committed to assisting the development of appropriate intervention and prevention services throughout the entire State and will continue to support efforts to expand resources for juveniles and their families.

4. Many of the programs currently offered to juveniles and juvenile offenders have not been proven to be effective prevention and intervention programs. Historically juveniles have been referred to programs, whether they are diversion programs or intervention programs, regardless of whether the juvenile is determined to be low, medium or high risk of reoffending. However, current research suggests that low and high risk offenders should not be placed in the same program and that “over treating” low risk offenders may actually increase recidivism.
5. Many juvenile justice professionals, legislators and the general public are not accurately informed about “what works” for juvenile offenders and those at risk of becoming involved with the juvenile justice system.

Over the past several years there has been a great deal of research regarding what methods are most effective at preventing and intervening in juvenile crime. Despite this solid research, many providers and families are willing to accept unproven services because they appear to be appropriate or because only unproven services are available.

6. Insufficient data make it difficult, if not impossible, to determine whether minority youth are over-represented in Maine’s juvenile justice system. If, as a result of collecting accurate data, it appears that minority youth in Maine are overrepresented in the juvenile justice system (i.e. more arrests, detentions and commitments and/or fewer diversions from court), the JJAG will work with law enforcement and DOC officials to determine the cause of such overrepresentation and, if necessary, implement measures to reduce the overrepresentation of minorities.

## **MONITORING FOR COMPLIANCE TO THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT**

We monitor for compliance to the four core protections of the Juvenile Justice and Delinquency Prevention Act (JJDPA) of 2002.

# Monitoring for Compliance

### **THE FOUR CORE PROTECTIONS ADDRESSED ARE:**

1. Deinstitutionalization of status offenders
2. Removal of juveniles from adult jails and lockups
3. Separating adult offenders from juveniles in institutions
4. Reducing the disproportionate number of juvenile members of minority groups who come into contact with the juvenile justice system



In order to receive grants under the JJDPA, participating states must develop and implement a strategy for achieving and maintaining compliance with the core protections as part of its annual Formula Grants State Plan. A state's level of compliance with each of the core protections determines eligibility for its continued participation in the Formula Grant program.

The Maine Juvenile Code, Title 15, mirrors the Core Protections of the JJDPA and Title 34- Section 1208 gives us the authority to monitor jails and lockups.



Our goals are to keep children safe and to maintain compliance to the JJDPA. Our approach is to educate all police departments, jails and development centers on the core protections of the Act and to be available to provide technical assistance where and whenever needed.

# 2008-2009 Juvenile Justice Advisory Group Projects

Project Title	Funding Stream/ Program Area	Amount	Summary	Contact
Broadreach Family and Community Services	Title II Formula/ Delinquency Prevention	\$75,000	Youthlinks of Rockland will deliver Lions-Quest, Skills for Growing to fifth grade students at South School in Rockland and Thomaston Grammar School and provide community service-based programs: 60 after school programs, fall & winter, 12 week sessions meet weekly for 2 hours; 16 after school programs, spring, 6 week sessions meet weekly for 2 hours; 16 one week summer sessions; two 12 week sessions of Lions-Quest to 100 5 <sup>th</sup> graders; parent and staff sessions.	Amie Hutchison <a href="mailto:ahutchison@brmaine.org">ahutchison@brmaine.org</a>
Center for Collaborative Problem Solving Sanford, Maine	Title V Delinquency Prevention	\$182,031	The CPS training model provides strategies for working to reduce unmanageable outbursts and produce lasting improvements in the interactions between children and youth, ages 5-18, with social, emotional, and behavioral challenges and their family members, mental health professionals, and teachers. This intervention will be implemented throughout primary and secondary schools, child services providers and law enforcement in Sanford, Maine	Dr. Ross Greene <a href="mailto:greene@helix.mgh.harvard.edu">greene@helix.mgh.harvard.edu</a>  Mark Green <a href="mailto:magreen@sanfordmaine.org">magreen@sanfordmaine.org</a>
Communities for Children & Youth	Title II Formula/ Delinquency Prevention	\$3,500	Development and publication of the results of the C4CY College/Community Mentoring Project in order to facilitate its replication in other college communities throughout Maine.	Susan Savell <a href="mailto:susan.savell@maine.gov">susan.savell@maine.gov</a>
Five Town Communities That Care	Title II Formula/ Delinquency Prevention	\$74,851	Five Town CTC will provide three six-week cycles of after-school skill development classes to 60 students from Appleton, Camden, Hope, Lincolnville and Rockport in grades five to nine. Classes will be delivered by staff trained in the STAR model. The program includes transportation and a healthy snack.	Dalene Dutton <a href="mailto:director@fivetownctc.org">director@fivetownctc.org</a>

Project Title	Funding Stream/ Program Area	Amount	Summary	Contact
Communities for Children and Youth	Juvenile Accountability Block Grant/ Accountability	\$130,000	<p>The program offers an array of services, including pre and post service assessments utilizing the Developmental Assets Profile (DAP) an evidence based tool designed by the Search Institute. The DAP guides the referral process as youth are diverted to programs such as mentoring, asset building, positive youth development, community service and/or restorative justice models. The services will be provided through partnerships with existing community programs and through development of new community programs. UNE will assist with program evaluation and the project will utilize an automated data base to provide Pre/ Post test DAP data and assist in program evaluation. The initial pilot sites and community partners are as follows:</p> <ul style="list-style-type: none"> <li>• Biddeford – Biddeford Communities for Children/Biddeford Recreation Department/York County CAP &amp; Community Bicycle Center</li> <li>• Portland – in development</li> <li>• Lewiston – THRIVE &amp; United Way</li> <li>• Augusta – Augusta Boys and Girls Club/Spurwink</li> <li>• Waterville – Greater Waterville Communities for Children &amp; Youth coalition/ KVCAP</li> <li>• Bucksport – Bucksport Diversion Program/Bucksport Health Communities.</li> </ul>	Renna Hegg <a href="mailto:renna.hegg@maine.gov">renna.hegg@maine.gov</a>
Performance-based Standards Learning Institute	Juvenile Accountability Block Grant/ Juvenile Records System	\$26,000	PbS is an objective data driven process and includes the commitment and detention units of the Youth Development Centers. The mission is to improve the conditions of confinement so youths receive care and services that will help them succeed when they return to the community. PBS sets national standards for the safety, education, health/mental health services, security, justice and order and the (2) yearly data reports generate up to 106 outcomes to support quality improvement.	Renna Hegg <a href="mailto:renna.hegg@maine.gov">renna.hegg@maine.gov</a>
Pleasant Point Passamaquoddy Tribe	Title II Formula/ Native American Pass-through Funds	\$17,019.49	Case management and a coordinated effort between Calais Probation Office and the Pleasant Point Probation Office for youth involved in the juvenile justice system and at-risk of becoming involved in the juvenile justice system by removing obstacles to service delivery including treatment providers, transportation, and school.	Alberta Downing <a href="mailto:adowning@wabanaki.com">adowning@wabanaki.com</a>

2008-2009 Juvenile Justice Advisory Group **Projects** (continued)

Project Title	Funding Stream/ Program Area	Amount	Summary	Contact
Portland West	Juvenile Accountability Block Grant/ Court Staffing & Pretrial Services	\$80,000	Portland West will create a 24-month program to provide an alternative to detention for 15 youth at a time who are awaiting their court date, an average 45 day waiting period: 55 in the first year and 60 in the second year for a total of 115 served by the grant. Enrolled youth will return to the community with an individual plan developed by a full time case manager, specifically designed as a supervised program that will give them the attention they need including a daytime reporting program, tutors and mentors.	Heather Ivey <a href="mailto:hivey@portlandwest.org">hivey@portlandwest.org</a>
Riverview Foundation	Title II Formula/ Delinquency Prevention	\$74,900	Riverview will deliver the Leadership and Resiliency Program to 175 students enrolled in Alternative Education programs in Portland, Biddeford, South Portland, Scarborough, Brunswick, and MSAD #75. The program will be held at least 25 weeks of the school year calendar and will include five all day outdoor adventure trips and community service days. Each group will work toward a 3-day overnight outdoor adventure totaling seven trips.	Hester Mishkin <a href="mailto:hester@riverviewfoundation.com">hester@riverviewfoundation.com</a>
Riverview Foundation – Youth Horizons Project	Title II Formula/ Delinquency Prevention	\$75,000	The Youth Horizons Project will serve 50 low-income or at-risk youth in Sagadahoc and Cumberland Counties and will: include parents and families through programming; increase class hours in Universal Movement Martial Arts Program for Youth (YMAP); implement All Stars to youth in YMAP; increase community service projects and summer activities; obtain local and distal philanthropic support; and collect and manage records, surveys, and other data.	Andy Mishkin <a href="mailto:andyM@riverviewfoundation.org">andyM@riverviewfoundation.org</a>
The Spurwink Institute	Title II Formula/ Alternatives to Detention	\$30,000	To ensure expedited release and better outcomes for youth and their families Spurwink will provide a Detention Review Specialist to manage meetings, maintain data and facilitate communication with all parties who work with youth detained at Long Creek Youth Development Center.	Mike Higgins <a href="mailto:mhiggins@spurwink.org">mhiggins@spurwink.org</a>

Project Title	Funding Stream/ Program Area	Amount	Summary	Contact
University of Southern Maine Muskie School of Public Service Formula Grant Evaluation & Technical Assistance Project	Title II Formula/ Delinquency Prevention	\$35,672	JJAG Grantees will receive training and technical assistance in developing logic models for their programs. The Muskie School will work with grantees as they identify and define outcome (initial, intermediate, and long-term) measures and key programmatic indicators of progress, and determine the 'right' data to collect for information about performance. As grantees begin to generate data to measure program performance, the Muskie School will analyze the results for presentation to the JJAG.	George Shaler <a href="mailto:gshaler@usm.maine.edu">gshaler@usm.maine.edu</a>
University of Southern Maine Muskie School of Public Service Disproportionate Minority Contact Research	Title II Formula/ Disproportionate Minority Contact	\$68,418	This research is intended to improve the state's capacity to report accurate information about juvenile DMC to the JJAG and other juvenile justice policy makers and practitioners.	Carmen Dorsey <a href="mailto:cdorsey@usm.maine.edu">cdorsey@usm.maine.edu</a>
University of Southern Maine Muskie School of Public Service Title V Grant Evaluation & Technical Assistance Project	Title II Formula/ Delinquency Prevention	\$66,204	The major focus of this evaluation of the Collaborative Problem Solving (CPS) training model is to assess: 1) the implementation of the training model, 2) contextual factors that may influence the implementation and impact of this program, and 3) specific outcomes related to the program.	Martha Elbaum Williamson <a href="mailto:mwilliamson@usm.maine.edu">mwilliamson@usm.maine.edu</a>
Windham School Department/The R.E.A.L. School	Title II Formula/ School Suspension and Expulsion	\$29,700	The REAL School will implement the Restorative Learning Program and Class Action and Project Toward No Drug Abuse to 60 youth who will attend this four hour day four days a week. Two staff will receive training in the programs. Fifty parents will attend at least one monthly dinner.	Sarah Anderson <a href="mailto:sanderson@windham.k12.me.us">sanderson@windham.k12.me.us</a>
Windham School Department/The R.E.A.L. School – Teen Aspirations Program	Title II Formula/ Delinquency Prevention	\$73,865	The Teen Aspirations Program will provide services to 95 at risk students at the R.E.A.L. School, the Restorative Learning Center, and in Windham Middle School's SAIL program. Youth will be paired with adult facilitators to discover a dream or passion in life and then create an action plan to work toward this goal. This program uses a multi-systemic approach including counseling, curricula, families, and communities through activities such as aspiration-based immersion activities; internships/mentorships; community-based leadership and vocational activities; and monthly parent dinners and Parenting Efficacy classes.	Sarah Anderson <a href="mailto:sanderson@windham.k12.me.us">sanderson@windham.k12.me.us</a>



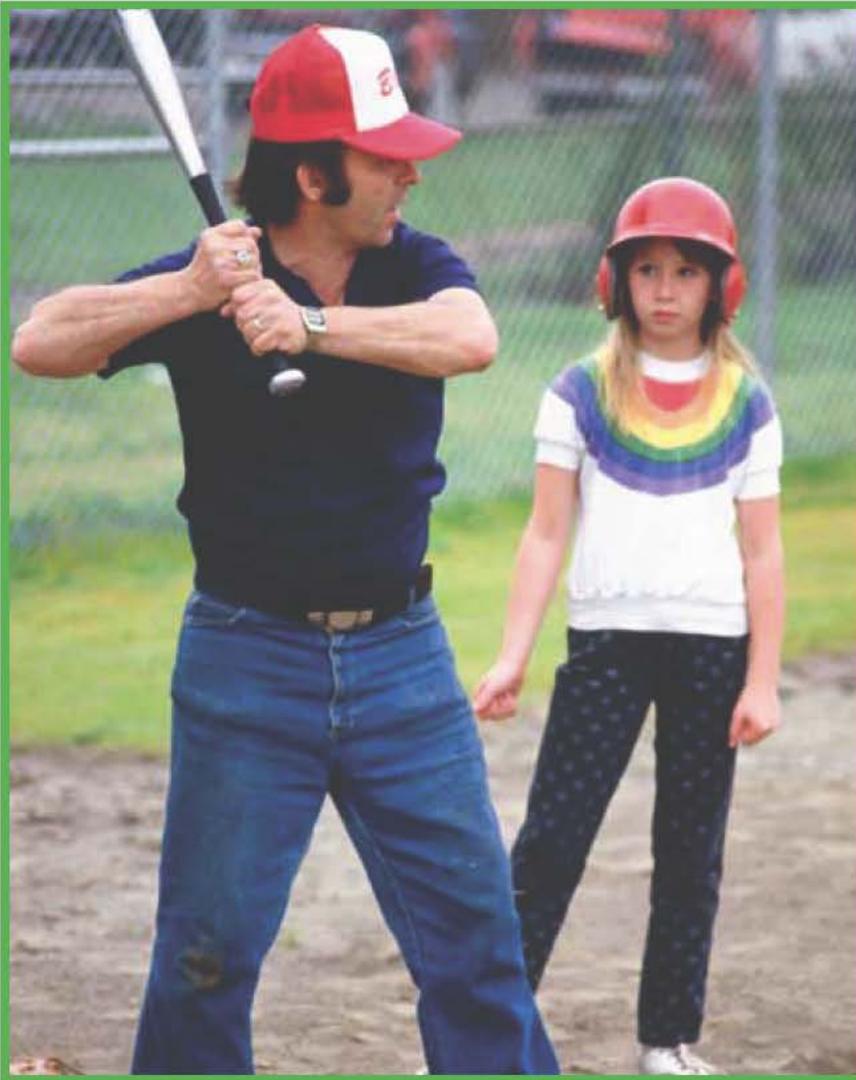
## **Collaborative Problem Solving™ in a Community** **Title V - Delinquency Prevention**

For the past two years, in a project funded by the Maine Juvenile Justice Advisory Group, the Collaborative Problem Solving (CPS) approach has been implemented in the seven public schools of Sanford, Maine. The CPS model, which was first articulated in the book *The Explosive Child* by Dr. Ross Greene (and more recently in his book, *Lost at School*), posits that kids' social, emotional, and behavioral challenges are best understood as the result of lagging skills (rather than being a reflection of poor motivation, attention-seeking, manipulation, coercion, or limit-testing) and further proposes that adults forego punitive interventions (e.g., suspension, detention, and expulsion) in favor of teaching these skills through the collaborative (rather than unilateral) solving of the problems precipitating kids' challenging episodes. In Maine, the model was first implemented in the juvenile detention centers in South Portland and Charleston, with dramatic and positive impact on rates of recidivism.

In Sanford, implementation has been tailored to the needs of each of the seven public schools, with similar success. Training has been provided by the full-time onsite coordinator for the project, Kim Hopkins, and by Dr. Greene. Multiple training modalities were utilized, including individual and group consultation, summer trainings, and live modeling with kids, their teachers and parents. As in other education and therapeutic settings, some school personnel were receptive to the model while others were not. However, through ongoing supervision, coaching, and practice, many staff came to a radically different view of the factors setting the stage for challenging behavior in students and many became highly skilled in the use of the CPS model. Over time, a cohort of "CPS experts" emerged in each school building.

# Collaborative Problem Solving™ in a Community (continued)

## Title V - Delinquency Prevention



Kim Hopkins and Dr. Greene have provided over 190 hours of training to 193 staff. In Sanford's seven public schools, 40.3% of staff have been trained with the more than half the staff at the Lamb, Emerson, Lafayette, and Willard elementary schools as well as the Sanford Junior High School attending training.

The police department in Sanford has also had training in CPS, and the two School Resource Officers, the two Community Liaison Officers, and the juvenile detective have been particularly involved in our trainings. Ms. Hopkins and Dr. Greene have gone on ride-alongs with many different officers, and it seems clear that the CPS model has applicability to some of the situations in which officers are called upon to intervene, including tenant-landlord disputes, neighbor disputes, and out of control children. The Sanford CPS project will continue to extend the model to more patrol officers.

Implementation of the CPS model has been coordinated, to the greatest degree possible, with other community initiatives. The Safe Schools/Healthy Students grant has attempted to weave CPS in with their new programming. Their focus has largely been to put the importance of attending to social-emotional skill development to the forefront of the district's priority list. They have helped the school district adopt a curriculum that provides direct cognitive skills training as an adjunct to CPS. They oversee the Student Assistance Team process and have begun to look at how CPS could be useful as a part of a comprehensive intervention plan.

Recently, we have begun to look at how to harness the expertise that has emerged in Sanford to ensure that the implementation of CPS can be sustained over time. We are assisting leadership to take stock of where they have been, where they are now, and where they would like to go with their implementation efforts.

# Disapportionate Minority Contact

The Maine Juvenile Justice Advisory Group (JJAG) is committed to improving the capacity of the state to report accurate information about the proportion of Maine's minority juveniles who come into contact with the juvenile justice system. The JJAG is

also committed to addressing, wherever it occurs, disproportionate minority contact using evidence based and promising strategies, tools, and interventions to ensure that (1) minority youth, that should be, are diverted from the system in the first place, and that (2) those minority youth who find themselves in the juvenile justice system do not as a group receive harsher sanctions than white youth who exhibit similar risk levels, behavioral issues, and new criminal behaviors.



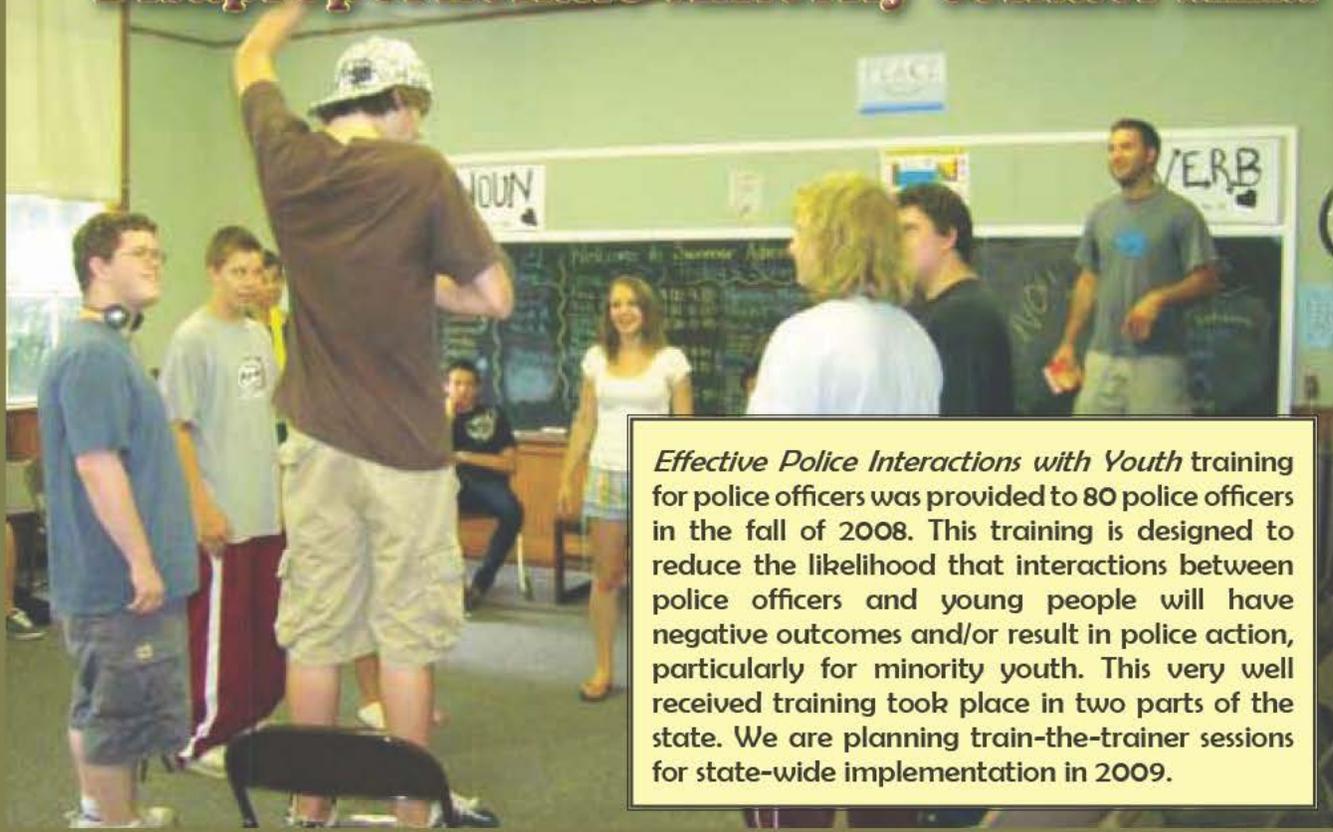
Maine's DMC initiative is a multi-phased, sustained effort that may require systems improvement over many years to build a juvenile justice system that is more sensitive to cultural differences. Phase I of DMC - Identification and Monitoring - has been focused on the determination of whether (and where) disproportionate minority contact exists in the juvenile justice system. Data are collected from multiple sources to identify juvenile minority overrepresentation

at key decision points. The Identification phase is ongoing; states routinely monitor quantitative trends. At this time, Maine has built sufficient capacity to begin monitoring DMC by analyzing trend data, although certain data issues persist - e.g. Maine has very small numbers; Maine does not yet report ethnicity data.

Maine's Statistical Analysis Center, USM Muskie School of Public Service, is examining DMC trends in three counties: Penobscot, Cumberland and Androscoggin. Trend data are now available for the 2005, 2006, 2007 and soon 2008 for in depth analysis.

As per the JJDP Act of 2002, states are required to identify patterns of minority youth involvement in the juvenile justice system and act to reduce those numbers where they have been shown to be out of proportion to the number of minorities in the population. States generate quantitative estimates of the ratio of minority to non-minority juveniles at any given point in the system but more information is needed to determine the underlying causes of these patterns. For example, a greater number of arrests among minority youth may stem from a greater amount of police surveillance in areas frequented by minority youth, thus increasing the chances of arrest. Ratios only identify the points in the system at which greater contact occurs. Further data is needed to identify the specific factors that contribute to higher ratios at these points.

## Disproportionate Minority Contact continued



*Effective Police Interactions with Youth* training for police officers was provided to 80 police officers in the fall of 2008. This training is designed to reduce the likelihood that interactions between police officers and young people will have negative outcomes and/or result in police action, particularly for minority youth. This very well received training took place in two parts of the state. We are planning train-the-trainer sessions for state-wide implementation in 2009.

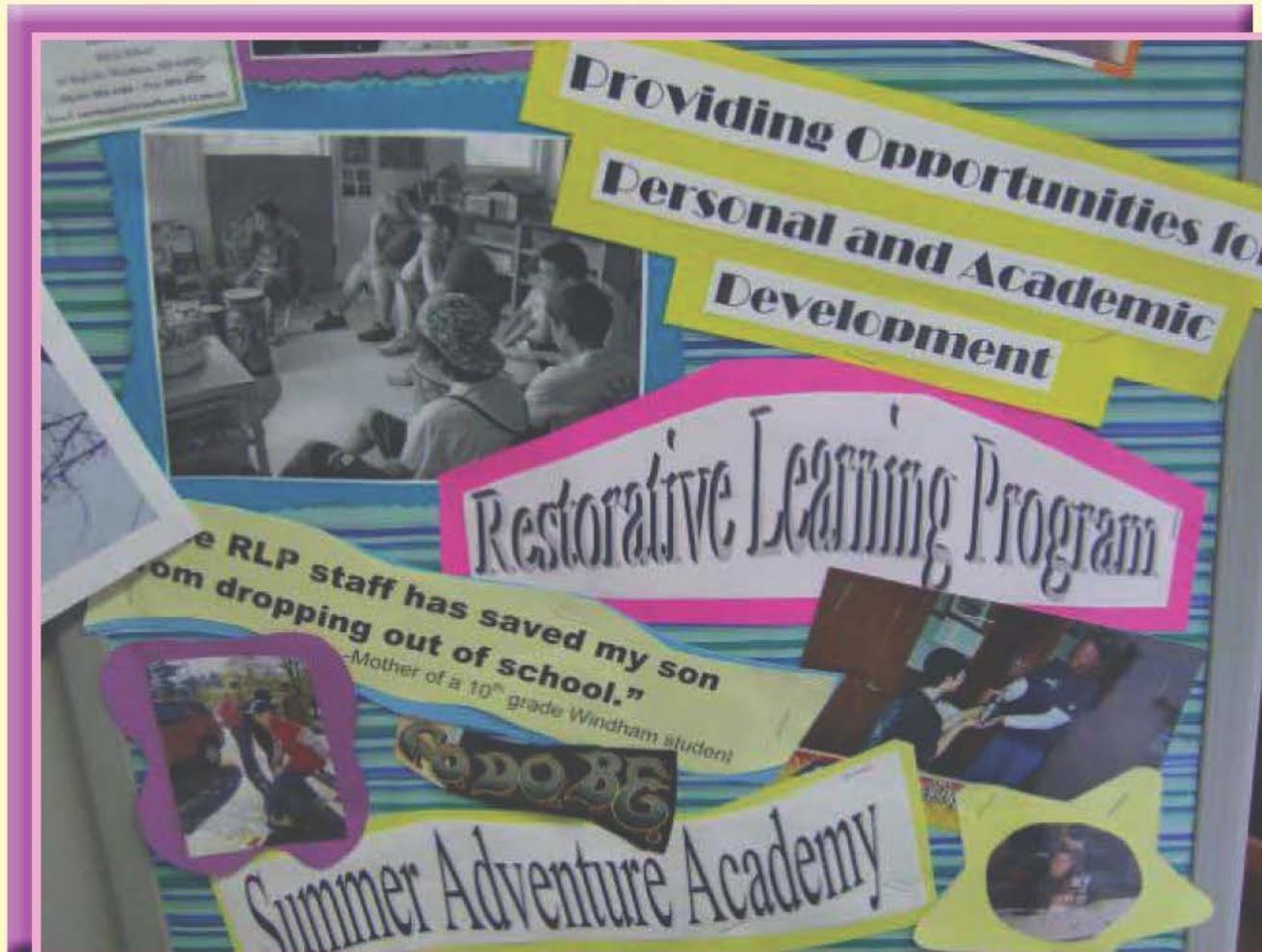
# Passamaquoddy Tribe

JJAG funds support a coordinated effort by the Calais Juvenile Community Corrections Office and the Pleasant Point Probation Office to remove obstacles for service delivery to youth involved, or at-risk of becoming involved, in the state juvenile justice system. This effort includes families, treatment providers, transportation providers and schools using a case management approach. The Case Manager also provides services to youth in the tribal juvenile justice system.

The Case Manager serves both Pleasant Point and Indian Township using cultural ways of healing through Talking Circles, Sweats, Individual Cultural Therapy and Family Cultural Therapy. Community volunteers are recruited to mentor system involved youth.



# The Restorative Learning Program



The Restorative Learning Program (RLP) offers an educational “safe-harbor” for students who are experiencing a crisis in their education. This ground-breaking initiative was developed as a solution for students and schools when dealing with situations that involve expulsions, suspensions, chronic truancy, and drop-outs. RLP is a collaborative effort between the Windham and Westbrook School Departments. This collaborative is fiscally responsible and creates a stronger community network between neighboring towns. RLP serves approximately 60 students per year, grades 6-12, who would otherwise be disconnected from their education. Attending RLP allows these students the opportunity to break the negative cycle they are experiencing and be guided back to a path of success and achievement academically, socially, and emotionally.

RLP is offered year-round with a school-year program and an extended summer program. Through the school year students attend RLP Monday-Thursday for 4 hours a day for academic remediation and continuity, researched-based strategies for social and emotional development, and restorative justice to foster internal locus of control. They work closely with the sending school to ensure students are remaining academically on track or are provided with necessary remediation. The daily “Life 101” groups use the blueprint model program, *Project Towards No Drugs* (TND), to help students learn skills to increase their success upon return to their sending school. Lesson topics include: active listening, stereotyping, myths and denial, chemical dependency, stress-health-and goals, self-control, positive and negative thought and behavior loops, and decision-making and commitment.

# The Restorative Learning Program (continued)

RLP also helps to reengage parents in their child's education. At this stage of school disruption, many of the parents are just as disenfranchised as their child and have negative feelings toward the school. Through RLP parents become actively engaged in helping their child increase his/her success in school.

In the summer, RLP offers an extended learning opportunity called the Summer Adventure Academy. This program incorporates academics, pro-social skill development, and adventure-based learning activities.

- Since the start of RLP in the 2004-2005 school year (with 2 recent years of funding from JJAG) the program has reconnected with 274 students who would have otherwise fallen through the cracks or dropped-out of school.
- 90% of the students have been successful in returning to a long-term educational program.
- 100% of staff trained in Blueprint model program (Project TND).
- 93% of students increase their school attendance.
- 86% of students have decreased the number of behavior incidents.
- 54% of students report their family relationships have improved.
- 46% of students report decreased substance use.
- Many community partnerships have been created that include the University of Southern Maine and Saint Joseph's College to have student interns serve as mentors, the Sebago Lakes Rotary Club to have local business people mentor students and work together to create community service opportunities, the Raymond Mentoring Partnership to create peer to peer mentoring opportunities, and the Lakes Region Substance Abuse Prevention Group to increase involvement in substance abuse awareness projects.
- A group of people meets monthly to strengthen community collaboration, provide oversight and troubleshoot ideas for helping these most at-risk students. There are 22 members on the council with 90% regular attendance at our meetings. Members of the group are the Superintendents from both Westbrook and Windham, School Committee members from districts, teachers, guidance personnel, Westbrook's School Health Coordinator, the Rotary President, St. Joseph's College Service Learning Coordinator, and Department of Corrections Community Resource Coordinator.
- 100% of staff attended a day long Collaborative Problem Solving Workshop with Dr. Ross Greene and have started to implement his ideas into our program philosophy.

The Restorative Learning Program offers a chance for students who have lost hope to see there is a way to achieve success for a better future.

## Riverview Foundation

# Youth Horizons Programs

Youth Horizons (YH) is a unique diversion program that increases access for low-income and at-risk youth to a successful year-round, multi-faceted, experiential community-based program within Cumberland and Sagadahoc Counties in Maine. YH is designed for students aged 11-17 who would benefit from an elective, merit-based program prior to the onset of delinquency, substance abuse, adjudication or other problems; or at least prior to these problems becoming too entrenched to be overcome. The project is designed to work in collaboration with individual families, public school faculty and administrators, judges, local juvenile community corrections officers and social service organizations in identifying and enrolling suitable youths.

**"There are a lot of kids that I see in the course of the year that are, frankly, better off the less that I work with them. The more they become enmeshed in 'the system', the worse their chances of success. Youth Horizons is positioned to access some of these kids and give them the programming and structure they need, and divert them from what will not benefit them."**

**-David Clock, Juvenile Community Corrections Officer, Cumberland County, Maine.**



YH also augments existing services so that they better target nationally recognized developmental assets at the individual and familial levels. Participants have access to an on-going program with a twenty year track record of success that includes year-round participation in weekly classes along with enrollment in the All Stars science-based curriculum (a nationally recognized education format designed to foster goal-setting and attainment), parent enrichment opportunities through presentations and other events, community service projects and outdoor adventure education. Participants have regular conferences with mentors from within Riverview, who help them develop and achieve their own personal goal-attainment plans.

YH has several clearly defined performance measures including academic improvement, reduction of in-school conduct incidents, social and emotional skills development and increased parental involvement and interest. These indicators and the others that accompany them form the evaluative basis of regular staff monitoring of participant goal attainment, the improvement of overall program quality and effectiveness and the development of the quantified results needed for long-term sustainability. Since startup in December of 2008, YH has enrolled 37 program participants and implemented several important aspects of the program, including community service projects and family events designed to support the nationally recognized protective factors and developmental assets.

YH is built on a successful program that already has a moderate level of sustainability. The additional improvements in services made possible by YH will upgrade sustainability, as each improvement will be a permanent change to the program's effectiveness and its attractiveness as a target for philanthropic and community resources. Maine Juvenile Justice Advisory Group has played a vital role in launching this successful project and they look to realize YH as a fully-developed, effective and sustainable program for the youth of the State of Maine.

# Teen Aspirations Program

When highly at risk students are asked about their plans for the future, the answer – almost without exception – is “I don’t know” or “I don’t care”. Without a vision for a hopeful, fulfilling future, students fail to find relevance in education – they take unhealthy risks, engage in destructive behaviors, and generally fail to thrive. The goal of our Teen Aspirations Program is to not only encourage students to think about their future vocations and promote healthy workforce development, but also to hook them on the dreams or passions that light a spark inside them.

The assets-building Teen Aspirations Program (TAP) pairs at risk students with adult Facilitators who help them to discover a dream, interest/passion, or deeper “purpose” in life, and then guide them through the creation of action plans toward this goal. Using a multi-systemic model, involve counseling, curricula, families, and communities in the development of a 4-tiered network of support. The evidence-based programming has fostered resilience, increased prosocial behaviors, and reduced delinquency in these identified, extremely high risk youth for the past four years.

Each year, approximately 90 students in grades 6-12 participate in the Teen Aspirations Program. Students are identified to participate in TAP based on specific risk factors that include: low academic performance, low aspirations, truancy, socio-economic strife, pregnancy/parenting, etc. TAP is implemented at the REAL School, the Windham and Westbrook middle schools, the Restorative Learning Program, and a girls group at the Windham High School. TAP also incorporates the substance abuse prevention, Blueprint model program “Class Action”. This high-school component of Project Northland looks at the real-world social and legal consequences of underage alcohol use. Based on the social influences theory of behavior change, the goal of Class Action is to change the social norms around alcohol use and to change negative peer pressure into positive peer pressure.

TAP also engages parents in a parenting support program that utilizes the information and resources of “PERC”-Parent Effectiveness in Resolving Conflict. PERC helps parents foster better relationships with their children and reduce family conflicts.

- TAP was originally started at the REAL School and has been piloted in four additional schools/programs.
- 100% of program staff trained in Blueprint model program (Class Action).
- 75% of students have increased their school attendance.
- 67% of students have decreased the number of behavior incidents.
- 45% of students report their family relationships have improved.
- 35% of students have had a parent/family member attend at least one family event or parent group.
- 44% of students report decreased substance use.
- 25% of students have visited colleges and 5 seniors have enrolled in post-secondary education for the following school year.
- As the host school of the Westbrook-Windham 21st Century Community Learning Center, the REAL School and the 21st CCLC have worked together in strong collaboration to build a strong and comprehensive system that promotes academic and social achievement.
- The Council meets monthly to strengthen community collaboration, provide oversight and troubleshoot ideas for helping these most at-risk students. There are 22 members on the council with 90% regular attendance at our meetings. Members of the group are the Superintendents from both Westbrook and Windham, School Committee members from districts, teachers, guidance personnel, Westbrook’s School Health Coordinator, the Rotary President, St. Joseph’s College Service Learning Coordinator, and Department of Corrections Community Resource Coordinator.

The Teen Aspirations Program is a unique program designed to reach the interest and light the fire of student potential.

The Leadership and Resiliency Program (LRP) is an innovative, evidence based prevention program led by Riverview Foundation aimed at preventing juvenile delinquency and substance abuse among at-risk high school students within

# The Leadership & Resiliency Program

Sagadahoc, Cumberland and York counties of Maine. The project is currently working with four high schools (Brunswick, Mt. Ararat, Bonny Eagle and Freeport) within three counties and has 115 students enrolled. The project reaches youth through a unique and engaging blend of weekly skill-building sessions that include peaceful martial arts components as well as team building and communication skills development, community service projects and outdoor adventure with overnight wilderness excursions.

The LRP strengthens the resolve and determination that the students have shown in managing to remain in school and avoid serious legal transgressions despite the difficulty of their lives including: goal-setting, coping skills, healthy relationships and prioritizing their education. The Pilot Program was designed to provide a unique curriculum to high school students that accomplished this. Since then Riverview Staff have dealt with the challenges of replication as they branched out into multiple sites and learned to tailor the program to diverse populations of students and school environments. These efforts have proven successful. In 2008, among 159 youth served 27% had fewer fights at school and 39% reported increased self-control. 44% reported being able to set and achieve goals better and there was an 11% increase in the number of students planning on attending college.

National studies clearly demonstrate that the connections between teachers and students are just as important to student success as the program curriculum. Riverview responded by tailoring the LRP to prioritize this process. Through the LRP, Riverview has provided community service projects and other excursions that are appealing and relevant to the students. Examples of community service projects include this year's nature restoration projects with the Nature Conservancy, students' work with animals at a horse rescue and rehabilitation center, the "Christmas Cards for Veterans" Project and making gifts for hospitalized children. Riverview also developed and implemented more collaborative learning projects into the curriculum itself in order to get the students to communicate with each other and the teachers. Riverview created legitimate opportunities to put student driven input into the LRP; as represented by this year's wilderness trip design, which is largely a reflection of the student's own suggestions and preferences.

Riverview is working on refining the Leadership and Resiliency Program into a complete and sustainable package. Riverview was recently awarded a grant for the LRP from the Robbins DeBeaumont Foundation; and is using this funding to support the efforts of a full-time sustainability development staff person. The Maine Juvenile Justice Advisory Group has played an essential role in developing and strengthening this successful project for the future our youth.

*Resiliency does not come from rare and special qualities, but from the everyday magic of ordinary, normative human resources in the minds, brains and bodies of children, in their families and relationships, and in their communities.*

*Ann Masten, 2001*

*After the first pilot year with Riverview, we offered the LRP course as an elective field of study. For the past two years, we have incorporated LRP as an integral part of our program, requiring all entering students to complete the curriculum. We have seen an improvement in attendance, a steady rise in retention, and a dramatic increase in the number of students reintegrating back into the mainstream. We attribute these advances, in large part, to the team building activities and cooperative learning experiences provided by the Riverview staff.*

*Jeff Davison, Alternative Education Teacher, Mt. Ararat High School*

# Youthlinks

Youthlinks, a program of Broadreach Family & Community Services, was awarded a grant from JJAG in August of 2007 to reduce the prevalence of juvenile delinquent behavior in Knox County by increasing individual, school, and community protective factors. This project delivers prevention programming to MSAD 5 youth who are among the most vulnerable in the



State and urgently need prevention programming and activities. Youthlinks uses two initiatives to provide programming; the delivery of Lions Quest Skills for Growing to 5th Graders at Rockland's South School and the integration of Lions-Quest Principles into Youthlinks' after-school and summer programs.

Youthlinks is located in Rockland and has been serving the youth of Knox County for over 20 years. Youthlinks offers free, high quality after school programming as well as the first free service-based summer camp in the state. Youthlinks' mission is to empower youth to commit to themselves and their communities, broaden their horizons, and acquire healthy life skills through focused enrichment programs and meaningful volunteer opportunities.

Lions-Quest Skills for Growing (SFG) is an OJJDP and SAMHSA Model Program. In the first two years of this project Youthlinks delivered SFG to over 150 MSAD 5 fifth graders. Youthlinks' data shows statistically significant increases in both external and internal assets after the delivery of Lions-Quest programming.

Results from the Youthlinks' Lions-Quest Pre and Post Youth Survey indicate:

- 14% increased positive peer friendships
- 30% more participants felt connected to school
- 37% more participants strongly agreed they felt "part of this school"
- 41% more participants strongly agreed they "try to understand how people feel and think"
- 100% (848 participants) indicated no change or a reduction of use of alcohol, tobacco, or other drugs (ATOD)
- Lions-Quest participants indicated less use of ATOD than Knox County youth at the same grade level (MYDUAS 2006)

Since JJAG funding began in August of 2007 Youthlinks has offered over 500 programming slots to Knox County youth for in-school, after-school and summer programs that reinforce Lions-Quest principles. This project will continue to increase individual, school and community protective factors and decrease individual, school and community risk factors for juvenile delinquency in Knox County. Youth will gain essential social and emotional competencies, cooperative learning and conflict resolution skills, drug prevention and refusal skills, good citizenship skills, strong positive character, multi-cultural understanding and an ethic of service to others.



STAR (Skills Training And Recognition) is an after school program provided to students in grades five through eight from Appleton, Camden, Hope, Lincolnville, and Rockport, Maine. STAR, a program of Five Town *Communities That Care*, focuses on skill development, recognizing youth as they learn skills, and connecting youth with opportunities in the larger community. Since August 2008, STAR has been able to provide programming to 137 unique individuals as a result of funds received from Maine's JJAG (Juvenile Justice Advisory Group). The support of local businesses and area volunteers, along with that of JJAG, allows students to attend STAR at no cost.

Participation includes a healthy snack after school and transportation to and from program locations. Through the guidance of skill instructors and support staff, STAR helps to foster healthy youth development and provides the building blocks for increased pro-social involvement in community activities.

During the 2008 - 2009 school year, the STAR program has achieved the following:

- 3 cycles of STAR programming provided to students living in the five-town area.
- 22% (137/610) of all students in grades 5-8 have participated in at least one program cycle.
- 54 individuals participated in multiple cycles.
- 21 community members trained in the STAR model (Social Development Strategy).
- Maintained or established partnerships with 16 community agencies and/or businesses.
- Introduced skills training in 7 new areas.
- Provided skills training in 19 different areas including: Acrylics, Animal Husbandry (levels 1 and 2), Child Care Education, Cooking, Creative Writing, Digital Photography, Drama, Gardening, Hip Hop, Knitting, Kundalini Yoga, Mixed Martial Arts (levels 1 & 2), Rock Climbing, Running, Small Animal Care, Snowshoeing, Swimming (Advanced), Tennis, and Youth Fitness.
- As of December 2008, the Average Daily Attendance (ADA) rate of STAR participants was 97.4%. The ADA rate of all students in grades 5 - 8 was 96.2%. (updated measures will be available in June 2009).
- As of April 2009, 86% (108/125) student participants had successfully completed skills training in the specific class they participated in.
- As of April 2009, 83% (65/78) of program participants completing program questionnaires were satisfied with the programming provided by STAR.
- 62% (46/74) of parents completing program questionnaires indicated that students had been more involved at home (i.e. helping with chores, feeding animals, etc.).
- 74% (206/278) of available program slots have been filled.
- Over 200 hours have been donated by volunteers in the areas of data collection, instructor observations, instruction time, and program evaluation.
- Students participated in a fundraising event and generated over \$200 for the STAR program.

# National Work of the JJAG

The JJAG designates a member and alternate to represent Maine on the **Federal Advisory Committee on Juvenile Justice (FACJJ)**. These designees are appointed by Governor Baldacci and those appointments are reviewed and approved by the Administrator of the Office of Juvenile Justice and Delinquency Prevention (OJJDP).

The FACJJ is a consultative body established by the Juvenile Justice and Delinquency Prevention Act (Section 223) and supported by OJJDP. Composed of appointed representatives of the nation's State Advisory Groups, the Committee advises the President and Congress on matters related to juvenile justice, evaluates the progress and accomplishments of juvenile justice activities and projects, and advises the OJJDP Administrator on the works of the OJJDP.

In 2008 JJAG member Christine Thibeault served on the FACJJ as Primary member and Joan McDonald as alternate. Ms. Thibeault served as Co-Chair of the Committee's Annual Report sub-committee. In that role she helped to compile and complete the reports that went to the President, Congress and the OJJDP Administrator. The report included 19 recommendations covering five areas:

1. Deinstitutionalization of status offenders
2. Jail removal and sight and sound separation
3. Disproportionate minority contact
4. Effective assistance of counsel
5. Mental health, substance abuse, and the juvenile justice system

The JJAG has chosen Patrick Walsh to serve as the primary representative to the FACJJ and Joan McDonald the alternate for 2009.

The JJAG also plays a significant role with the **Coalition for Juvenile Justice**, whose founder, A.L. Carlisle is a former Maine Associate Commissioner of Corrections. For nearly 25 years, CJJ has served as the national association of Governor-appointed State Advisory Groups and included members from many walks of life and professional disciplines who, together with allied individuals and organizations, seek to improve the circumstances of vulnerable and troubled children, youth and families involved with the courts, and to build safe communities. Today, CJJ members span the U.S. states and territories, providing a forum for sharing best practices, innovations, policy recommendations and peer support.

Maine JJAG members Ned Chester and Joan McDonald serve as Maine's Liaisons with the CJJ Government Relations Committee and Juvenile Justice Specialist Kathryn McGloin is the New England Regional Specialist representative and also serves on the Finance Committee.



## Contact the JJAG

111 State House Station  
Augusta, ME 04333-0111  
207.287.4371  
[www.mainejjag.org](http://www.mainejjag.org)

Kathryn L. McGloin  
Juvenile Justice Specialist

Timothy Piekart  
Compliance Monitor



State of Maine • Juvenile Justice Advisory Group  
111 State House Station  
Augusta, Maine 04333-0111  
[www.mainejjag.org](http://www.mainejjag.org)

This project was supported by Award Number 2008-JF-FX-0027, awarded by the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice.  
Printed under appropriation # 013 03A F501-012