

Improving School Attendance in Fairfax County: A Multi-Sector Action Plan

A Report to the Fairfax County
Successful Children and Youth Policy Team

June 1, 2016

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Introduction

In December 2014, the Fairfax County Successful Children and Youth Policy Team (SCYPT) endorsed holding a Community Dialogue on School Attendance. The purpose of the dialogue, which was held in September 2015, was to identify stakeholders' perceptions of factors impacting school attendance in Fairfax County and ideas for potential solutions. The SCYPT agreed to, upon learning the results of the dialogue, convene a task force to develop and oversee implementation of an action plan designed to decrease the incidence and negative impacts of school absenteeism in Fairfax.

The task force met over the winter and spring of 2016 and developed strategies to comprehensively address this issue of chronic absenteeism. The strategies were informed by community and stakeholder feedback at the Community Dialogue, as well as reviews of evidence-based and best practices in promoting school attendance – all of which was summarized in an interim report, “Improving School Attendance: Recommendations for Developing a Plan of Action,” which can be found at <http://bit.ly/ffxattends>.

The strategies in this action plan are organized into four goals, aligned with the broad promising practices identified by the Vera Institute's Status Offense Reform Center in its “[Tackling Truancy](#)” infographic. The fourth of the promising practices – implementing a tiered system of interventions, is organized in the action plan based on the [key strategies identified by Attendance Works](#): recognizing good and improved attendance, engaging students and parents, monitoring attendance data and practice; providing personalized early outreach, and developing programmatic responses to barriers.

When students are absent from school, there are consequences for the student, family, school, and community. Likewise, the responsibility to address school attendance and prevent chronic absenteeism is shared. Our community – the schools, courts, families, non-profit and faith-based organizations, government, and businesses – must work together to help children and youth succeed. And we must do so in a way that promotes equity, so that all children and youth have the opportunity to thrive. Therefore, this action plan is guided by three key principles:

1. The root causes of chronic absenteeism are many and complex. As desirable as it would be to eliminate those root causes, such an approach would have negligible short-term impact on attendance. Fairfax County (as a community, not simply the county government) is committed to promoting economic self-sufficiency, improving access to quality behavioral health services, and otherwise addressing the issues that underlie attendance problems. But a targeted approach to addressing school absenteeism is also necessary. This plan focuses on promoting attendance and, for students with attendance problems, understanding their individual circumstances and working to address their root causes.
2. School attendance is not simply a school-based issue. Effectively addressing it will require the coordinated and collaborative efforts of the entire community, and the many sectors that make it up. Businesses, community- and faith-based organizations, early care and education, government agencies, and families and youth themselves, all have important roles to play. For this plan to be effective, all will need to be engaged. But it is also important to note that, for the community to play a strong role in this work, a consistent approach across schools (in, for

example, how absences are defined as excused, and how schools work with students with attendance problems) is required.

3. A focus on equity needs to be a consistent part of this approach. All strategies must be developed and implemented through an “equity lens,” to ensure they are helping to close the achievement gap and otherwise narrow the disparities in access and outcomes based on race, ethnicity, and other factors, and to ensure there are no unintended consequences that increase disparity. All strategies included in this action plan include specific guidance to ensure they are implemented with a focus on promoting equity.

Companion documents to this action plan will be developed to aid stakeholders in its implementation. Resource lists, with information on specific programs and services and how to access them; sector-specific implementation guides; templates; and tools and resources to promote cultural competency and language access will all be made available.

Action Plan

Goal 1. Ensure a positive school climate, flexible instructional approaches, and supportive services to encourage school attendance and engagement.

Strategy 1.1. Conduct an awareness campaign to educate students, parents, and community stakeholders about the importance and benefits of school attendance, and on policies and procedures regarding school attendance.

- Develop a consistent brand and slogan for use across all platforms and with all audiences.
- Ensure materials targeted to specific audiences.
- Consider products to include: website, PSAs, social media, print materials, and webinars.
- Engage multiple sectors, including the business community, in development and implementation.
- Include an action campaign to engage youth.
- Incorporate messaging into Back to School Nights and Kindergarten Registration.

- *Promoting Equity:* Ensure messages and resources are culturally competent and linguistically appropriate. Target implementation to communities with identified risk factors, and tailor messages to identified communities. Engage youth and families in the development and dissemination of messages.

Strategy 1.2. Ensure school attendance messaging is incorporated into school readiness initiatives.

- Include messaging as a part of Kindergarten Registration, Neighborhood School Readiness Teams, and other transition activities.
- Develop resources for Head Start and other pre-school providers to include messaging in their programs and services.
- Explore incorporating attendance-related components into the Office for Children's Institute for Early Learning trainings for child care providers

- *Promoting Equity:* Ensure messages and resources are culturally competent and linguistically appropriate. Ensure representation and participation from community organizations and programs that serve diverse communities in the development and dissemination of messages.

Strategy 1.3. Ensure messaging and information targeted to parents and families related to school attendance are accessible, relevant, and widely available. Information should particularly target children and youth transitioning education settings.

- Develop standard presentations on the importance of attendance, and on relevant policies and procedures for parents to know, for trainers from multiple sectors.
- Promote the "Getting to Know FCPS" orientation session for recently immigrated parents new to FCPS.
- Develop resources for teachers to incorporate the topic at parent-teacher conferences.
- Ensure information on policies and practices, and attendance-related tips and resources, are easily accessible online (on FCPS and relevant community-based sites).
- Explore developing a mobile app to simplify the process for parents to notify schools about student absences.

- *Promoting Equity:* Ensure messages and resources are culturally competent and linguistically appropriate. Target implementation to communities with identified risk factors, and tailor messages to identified communities. Engage youth and families in the development and dissemination of messages.

Strategy 1.4. Fully implement the Return to Learn protocol to support the transition back to school for students who miss significant time for any reason.

- Implement the Return to Learn protocol.
- Share the protocol with parents, doctors, partners, and other key stakeholders so they are aware of the protocol and how it is implemented.
- *Promoting Equity:* Regularly identify needed adaptations to ensure the protocol is culturally relevant. Monitor data to identify any disparities in implementation or outcome.

Strategy 1.5. Promote access to career and technical education, alternative schools, credit recovery and other Nontraditional School Programs, which allow for greater flexibility and individualization of instruction.

- Promote the programs and provide clear information for students, families, and school staff on how to access them.
- Identify gaps and examine opportunities to expand access, including a review of the impacts of eligibility criteria on English as a Second Language students and on students with past attendance issues.
- Collaborate with Skill Source and other community partners offering job training opportunities to promote services and prepare interested youth for local job opportunities.
- *Promoting Equity:* Ensure resources and program information culturally competent and linguistically appropriate. Regularly monitor admission data to identify any disparities in implementation or outcome.

Strategy 1.6. Increase school engagement and performance by promoting out of school time experiences that complement school curricula.

- Develop and promote resources and guidance to out of school time providers to implement project-based and problem-based learning experiences that complement what participants are learning in school.
- Develop and promote resources and guidance to out of school time providers to provide adequate and appropriate homework help and tutoring opportunities to students in need.
- Implement quality mentoring programs.
- *Promoting Equity:* Ensure messages and resources are culturally competent and linguistically appropriate. Ensure representation and participation from community organizations and programs that serve diverse communities in the development and dissemination of messages.

Strategy 1.7. Increase school engagement and performance through local business actions to promote school attendance.

- Identify work hours that should be restricted to older employees, and encourage businesses to implement the recommendations.

- Develop school-business partnerships to offer access to visits, internships, or job interviews to youth with good or improved attendance.
- Include recognition of good or improved school attendance in employee of the month and similar workplace awards.
- *Promoting Equity:* Ensure messages and resources are culturally competent and linguistically appropriate. Ensure businesses serving diverse communities are included and are engaging youth from those communities.

Goal 2. Closely monitor absenteeism and student behavior to enable early detection and intervention.

Strategy 2.1. Implement a standardized process for monitoring and acting on school attendance data.

- Develop system-wide definitions and standards for excused and unexcused absences and tardiness.
- Identify attendance leads at each school to serve as points of contact for tracking, monitoring, policy changes, etc. Provide regular training and follow-up.
- Tie the data system to the set of tiered interventions, to allow for simplified data analysis, and triggers to follow up with students.
- *Promoting Equity:* Ensure the process takes into account challenges staff in certain schools may face, especially when parents have communication challenges. Utilize parent liaisons and interpreters in parent outreach related to attendance issues. Partner with parent liaisons/interpreters in facilitating discussions about attendance concerns with parents.

Strategy 2.2. Utilize student data to increase effectiveness of school attendance teams in monitoring of individual student and school-wide trends.

- Develop and implement building-level monitoring processes and incorporate attendance into school improvement plans when necessary.
- Develop a set of regular reports at the school and system levels, including disaggregated data, so that trends can be evaluated.
- Develop procedures for school administrators and teams to review attendance data routinely for student absence patterns.
- Explore if data on trends in illness can be used to identify common root causes.
- Tie reviews to the set of tiered interventions, to allow for simplified data analysis, and triggers to follow up with students.
- *Promoting Equity:* Disaggregate data to identify disparities and population-specific risk factors.

Strategy 2.3. Revise position description and duties for School Probation Officers.

- Clarify the position's roles to include active support for students at risk for chronic absenteeism, to include a revised position description that emphasizes the skills necessary for such work.
- Include Check and Connect training in the School Probation Officer annual orientation.
- Include School Probation Officers on school attendance teams tasked with tracking attendance data at the school and student levels.
- *Promoting Equity:* Target students "at risk" for court involvement who show concerns in attendance, behavior, and or academics, as outlined in Check and Connect.

Strategy 2.4. Revise position description and duties for School Attendance Officers.

- Clarify the position's roles to include active support for students at risk for chronic absenteeism, to include a revised position description that emphasizes the skills necessary for such work.
- Include Check and Connect training in the School Attendance Officer annual orientation.
- Include School Attendance Officers on school attendance teams tasked with tracking attendance data at the school and student levels.
- Consider separating school district residency verification duties from those of School Attendance Officers.

- *Promoting Equity:* Target students “at risk” for court involvement who show concerns in attendance, behavior, and or academics, as outlined in Check and Connect.

Strategy 2.5. Ensure evaluations of school start time changes include impacts on attendance (to include tardiness).

- Review data for all grade levels.
- Develop recommendations based on data, if necessary.
- *Promoting Equity:* Monitor data to identify any disparities in implementation or outcome.

Goal 3. Involve families, school staff, community service providers, and other key stakeholders in service planning and monitoring.

Strategy 3.1. Establish consistent practices for child-, youth-, and family-service organizations to collaborate, consult, and share information.

- Implement and/or identify existing meetings of local or regional schools and youth-serving organizations convened to share information and resources and to collaborate on solutions to root causes of absenteeism (and other issues).
- Ensure service navigators, case managers, and other staff responsible for connecting families to resources are aware of available services and opportunities.
- Develop and implement agency- and school-level processes to report back on meaningful information from meetings.
- *Promoting Equity:* Ensure representation and participation on teams from community organizations and programs that serve diverse communities.

Strategy 3.2. Establish consistent practices for student-level information sharing among FCPS, County agencies, and community-based organizations.

- Develop and implement common release forms for the sharing of information across agencies.
- Explore opportunities to allow for shared access to data systems across agencies.
- Include language about FERPA, HIPAA, 45 CFR, and other relevant privacy laws in policies and procedures related to data and information sharing/release.
- *Promoting Equity:* Ensure forms are culturally competent and linguistically appropriate. Consider cultural practices and reading level in developing consent forms and engaging parents to sign them.

Strategy 3.3. Engage PTAs/PTOs and other family organizations in regular updates on trends and issues related to attendance, to promote collaborative approaches.

- Share data and discuss trends with family organizations on a regular basis.
- Develop and implement family-led outreach efforts to promote attendance.
- *Promoting Equity:* Provide language access. Ensure representation and participation on teams from community organizations and programs that serve diverse communities.

Goal 4. Develop tiered school- and community-based responses that prioritize comprehensive supportive services and reduce punishments.

Strategy 4.1. Develop a consistent list of programs, services, and other resources for youth and families that allows for localized (e.g., pyramid-level) services to be included, allowing for easy identification of opportunities for referral (and self-referral) and/or collaboration.

- Develop a pre-populated template for a resource list that schools and other organizations can tailor to their geographic area and easily post online. Ensure the inclusion of key services identified by the community as necessary to serve students with attendance issues: mentoring, peer support, prevention and out of school time programming, parenting programs, summer transition programs, behavioral health services, and transportation.
- Implement a consistent web presence across schools, so families and stakeholder can easily locate resources.
- Ensure postings from countywide points of access (e.g., county agency websites).
- Develop resources for social workers and other key staff (inside and out of schools) so they are aware of processes for making referrals to or otherwise collaborating with listed organizations and programs.
- Identify individuals responsible for maintaining each localized resource list.

- *Promoting Equity:* Highlight providers of culturally competent and linguistically appropriate services. Include interpreters and translators in lists. Engage with community providers and families to develop the lists.

Strategy 4.2. Identify and advocate for legislative changes that are needed to better serve students and families.

- Ensure an annual review of pending legislation and negative impacts of existing legislation.
- Coordinate approaches among FCPS and County to develop legislative package language.
- Identify private advocacy organizations to champion changes.

- *Promoting Equity:* Ensure an equity lens to all proposals, and highlight potential and existing unintended consequences.

Strategy 4.3. Implement a tiered system of interventions related to school attendance and absences, as listed below.

- Identify opportunities to increase school staffing (including but not limited to SOSAs, clinical staff, and counselors), in order to expand case management capacity.
- Identify opportunities to utilize or increase staffing in non-school settings to expand case management capacity. Explore using staff from JDRDC, DFS, NCS, and CSB, as well as community-based organizations.
- Ensure multi-sector and multi-disciplinary approach to all interventions when possible.

Tier 1

Purpose: To identify and recognize students whose good or improved attendance could be maintained and cultivated as long as prevention-oriented supports are in place.

Target Group: All students who have missed between 0- 9% of school days in a quarter or cumulatively in a school year.

Required Interventions: Create a school wide plan that promotes and supports good attendance and assesses individual students’ risk factors that may cause entry into tier 2. The plan should include strategies under each of the five “required components” listed below.

Required components	Potential Interventions/Resources <i>(not an exhaustive list)</i>
Monitor data	<ul style="list-style-type: none"> ● Implement a School Attendance Team to identify trends and students at risk. (See 2.2 for team roles.) <i>(recommended)</i> ● Utilize homeroom* teachers to identify students at risk, based on daily observation, and to share information with the School Attendance Team. ●
Engage students and parents	<ul style="list-style-type: none"> ● Implement positive behavior approach strategies (e.g., Positive Behavior Interventions and Supports, Responsive Classroom) school-wide. <i>(recommended)</i> <p><i>Additional strategies may include:</i></p> <ul style="list-style-type: none"> ● Utilize homeroom* teachers to reach out to students and parents following absences. ● Utilize homeroom* teachers to contact students individually in the week before school begins. ● Utilize parent liaisons and interpreters to contact families. ● Utilize SROs to engage and connect with students. ● Promote participation in prevention-focused programming such as Neighborhood and Community Services programming, the Middle School After-School program, parenting programs, and others. ● Host resource fairs and other events to expose families and students to school- and community-based services. ● Implement the Kids at Hope approach. ● Engage the PTSA and other family organizations in school activities and events. ● Implement trauma-informed practices throughout the school.
Recognize good and improved attendance	<p><i>Examples of strategies include:</i></p> <ul style="list-style-type: none"> ● Incorporating good and improved attendance into behavior incentive plans. ● Implement competitions and regular awards to recognize good and improved attendance. ● Offer texts and teacher calls to recognize attendance improvement.
Provide personalized outreach	<p><i>Examples of strategies include:</i></p> <ul style="list-style-type: none"> ● Use social media as a tool to reach individual students and families. ● Promote parent use of SIS and report cards to track and monitor their students’ attendance.

Remove barriers to attendance	<p><i>Implement services and strategies that universally help students or motivate students to attend school, and localize approaches where necessary. Examples of strategies include:</i></p> <ul style="list-style-type: none"> • Central registration that provides families with information on other services, messaging on attendance, and resources to support school engagement • Free and reduced price meals, and connections to out of school time programs that provide meals and snacks • Resource fairs for students and families • Fairfax Connector passes • Flexible schedule learning opportunities • Annual health and wellness assessments and screenings
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*"Homeroom teachers" can refer to any teacher that has daily contact with a group of students. Some middle and high schools have daily (or every other day) intervention or check-in periods where a teacher might fit this description.

Tier 2

Purpose: To identify the root cause(s) of an individual’s absenteeism and put into place a plan that includes services and supports to address the absenteeism and opportunities to reengage in school if necessary.

Target Group: Students who have missed 10-19% of school days in a quarter or cumulatively in a school year, and identified impact on grades and/or behavior.

Required Interventions: Continued building upon and exhausting required tier 1 interventions. Develop a student attendance plan with student and parent. Identify root causes of absenteeism and barriers to attendance and refer to services and monitoring/mentoring program. Convene with informal multi-agency team to discuss resources.

Required components		Potential Interventions/Resources (not an exhaustive list)
Develop, in collaboration with the student and his/her family, an individual attendance plan that includes the five listed components. Interpreters and parent liaisons should be engaged as necessary to support families.	1. Individual responsibility	<i>Elements could include:</i> <ul style="list-style-type: none"> • Acknowledgement of the importance of attendance • Individual/family responsibilities, such as setting alarms, consistent bedtimes, identification of neighbors who can provide rides if needed, visiting the doctor when sick, etc.
	2. Attendance-focused monitoring and intervention	<i>Student should participate in a group-level intervention that includes a monitoring component. Recommended interventions include:</i> <ul style="list-style-type: none"> • Check and Connect • Attendance Circles
	3. Incentives for improved attendance	<i>In addition to Tier 1 incentives, possible options include:</i> <ul style="list-style-type: none"> • Reward/incentivize achievement of individual goals • Texts and teacher calls to recognize attendance improvement
	4. Exploration of non-traditional school programs and flexible scheduling options	<i>Present family with options and opportunities related to:</i> <ul style="list-style-type: none"> • Flexible scheduling • Career and technical education • Alternative schools • Other non-traditional programs
	5. Identification of and referral to additional services to support student and family	<i>At the plan development meeting, and throughout the intervention, identify resources to address identified barriers to attendance (e.g., physical or behavioral health problems, lack of transportation). (See 4.1.) If additional assessment or intensive intervention is required, move student to Tier 3.</i>
Engage team of local or regional schools and youth-serving organizations to problem solve and help identify solutions (if necessary)	<i>Examples of teams include:</i> <ul style="list-style-type: none"> • Regional Change Teams • Regional Provider Networks • School-Based Multi-Agency Teams • Neighborhood Networks 	

Tier 3

Purpose: To identify the root cause(s) and risk factors of an individual’s absenteeism and put into place a plan that includes services and supports to address absenteeism and opportunities to reengage in school if necessary.

Target Group: Students who have missed 20% or more of school days in a quarter or cumulatively in a school year, and identified impact on grades and/or behavior, and/or face a risk factor (such as involvement in child welfare or juvenile justice system, homelessness, or having a parent who has been incarcerated).

Required Interventions: Update attendance plan with student, parents, school officials, and other relevant members of the multi-agency team, to ensure required Tier 2 interventions have been attempted and exhausted; ensure wraparound intervention has been completed prior to recommending/involving Court involvement.

Required components	Potential Interventions/Resources (not an exhaustive list)
Review and revise attendance plan. Ensure all appropriate Tier 2 options have been exhausted.	<p><i>Possible updates to the plan that may need to be considered include:</i></p> <ul style="list-style-type: none"> • IEP meeting if student receives or may qualify for special education; reexamine special education services. • Return to Learn
Wraparound intervention	<p><i>A coordinated framework must be developed to implement a team-based planning process that provides a facilitated family meeting and wraparound and case management services to the student/family. The framework should build on existing practices and services, such as Family Resource Meetings, Family Partnership Meetings, Neighborhood Networks, and Intensive Care Coordination.</i></p>
Continue to incentivize and reward improvement in attendance	<ul style="list-style-type: none"> • Texts and staff calls to recognize attendance improvement • Other rewards
Court referral – only if everything else doesn’t work	<ul style="list-style-type: none"> • Student Attendance Officer refers student to court for diversion (see “The Diversion Process” for more information)

The Diversion Process

Requests for Truancy petitions are submitted to Juvenile Intake by the School Attendance Officer (SAO) after the school has exhausted interventions/services to address the juvenile's attendance issues. Upon receipt, the Monitored Diversion (MD) Counselor/Intake Officer reviews the SAO's affidavit to determine if there is enough information (probable cause) to move forward with the case and to ensure that all possible interventions have been attempted. Once that determination has been made, the MD Counselor will schedule an appointment to meet with the juvenile and his/her parent(s) to place the juvenile on Monitored Diversion. During the first couple of appointments a risk assessment is completed. The risk assessment helps the MD Counselor, juvenile, and family collaboratively create a case plan that will be utilized through the duration of the diversion period, 90 days, to work on the specific needs areas that brought the juvenile to the attention of the Court and work towards connecting the juvenile and family to appropriate services. If the juvenile is non-compliant with the case plan and continues to be truant from school, the case would be closed unsuccessfully and a petition may be issued, sending the case before the Court for a judge to hear.

The goals and action steps in the case plan are based on the specific needs identified in the risk assessment (e.g., school behavior, community/peer relations, substance use, mental health, aggression/violence). The MD Counselor talks with the juvenile and parent about the identified need and asks them what they think they could use work on so that they are addressing that need. For example, a goal to improve attendance might be supported with action steps such as setting the alarm daily, waking up 30 minutes earlier, attending counseling to address anxiety, seeing a doctor to address medical issues, etc. Action steps are designed to be measurable so the MD Counselor can follow up on them and work with the family to ensure they are doing what they can to address the underlying needs.

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For more information on the Attendance Action Plan, visit <http://bit.ly/ffxattends> or contact the Fairfax County Department of Neighborhood and Community Services Prevention Unit at ncs-prevention@fairfaxcounty.gov.