

# FEMALE POPULATION TASK FORCE

FIRST ANNUAL REPORT  
NOVEMBER, 1993

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State of Maryland  
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DEPARTMENT OF JUVENILE SERVICES  
**FEMALE POPULATION TASK FORCE**

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# FEMALE POPULATION TASK FORCE

## FIRST ANNUAL REPORT

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## I. The Female Population Task Force

### *Its Purpose and Mandate*

The Female Population Task Force began its work in April of 1992 when Secretary Saar expressed concern about the needs of the young women served by the Department. The task force was charged to provide a demographic profile of the female offender, to identify their needs, and to present a plan to implement changes within the DJS service delivery system to meet those needs and to improve services to these young women. A report containing this information was issued in September of 1993.

During this past year, the Female Population Task Force continued on with its mandate to implement change and improve services. In order to carry out the plans suggested in its report, the Female Population Task Force formed subcommittees, did research, and enlisted the aid of those inside and outside of the Department. The task force members, composed of DJS staff from all levels and areas of the agency, voluntarily gave of their time to be involved in task force activities. The members served as information-sharers, catalysts, consultants, coordinators, and cheerleaders. The accomplishments of the task force and the Department in this past year are a tribute to their advocacy for troubled young women.

This first annual report of the Female Population Task Force chronicles the progress made, the projects begun and the tasks still ahead for the Department of Juvenile Services as it strives to enhance services for young women and to develop a full continuum of services for the female population.

## II. Young Women in Trouble

### A. DELINQUENCY AND THE ADOLESCENT FEMALE

Boys dominate the juvenile justice system because of their overwhelming numbers and because of the types of crimes they commit. Public attention, research, and resources is focused upon males (Berger, 1989). Only 5% of federally funded juvenile delinquency projects are specifically directed toward females (P.A.C.E. Fact Sheet, 1993).

Historically, institutionalization has been the juvenile justice system's response in dealing with young women. This began in the 1890's when the early juvenile court focused on moral conduct as a primary issue for removing girls from the community. (Chesney-Lind, 1990) Young women are still more likely to be detained and are detained longer than young men, and for less serious offenses (Chesney-Lind, 1990).

There is evidence that family dysfunction has a causal effect on female delinquency (Stewart and Zaenglein-Senger, 1984; Chesney-Lind, 1989). It appears that females are more influenced by family turmoil than young men, whose delinquency is more influenced by environmental factors such as poverty and peer pressure. (Walsh, 1992)

There is also strong evidence that the majority of delinquent females have been physically and sexually abused, often by family members (Chesney-Lind, 1990). This adds another, darker dimension to the family-centered factors involved in female delinquency.

There is also evidence that young women are beginning to engage more frequently in violent activities which heretofore have primarily been the purview of the male. During the 1980's, adolescent female arrest rates for violent crimes increased faster than did those of boys'--16.5% for young women as compared to 4.5 percent for young men. Adolescent female arrest rates for murder and non-negligent manslaughter increased 18.9 % between 1985 and 1989 (FBI, 1990). Violent behavior in females seems to be more family-centered than in males. While only 13.8% of male youth arrested for murder and man-slaughter killed a family member, 44% of the female juveniles arrested for the same charges killed a family member (Ewing, 1990).

The P.A.C.E. Center for Girls in Florida compiled some information on young women in trouble. Listed below are some of their findings (PACE Fact Sheet, 1993):

- In 1990, 23% of youth arrested were female.
- In 1990, approximately 57% of status offenses (runaway, truancy, ungovernable) were committed by females.
- 8 million girls, or 1 in 4, are sexually abused before the age of 18; less than 20% of abuse occurs by strangers.
- There are an estimated 7,000 girl gang members in the U.S.
- The average age of entry into prostitution is 13.
- 56.6% of runaways are female.
- Runaways who end up as streetwalkers are not expected to live more than 3 years.

**B. WHO ARE THESE YOUNG WOMEN? A NATIONAL PROFILE**

The national composite of "typical" young women in trouble is as follows:

They are 14-17 years of age, are members of minorities, and/or from the "urban ghetto." They come from single parent or broken homes, abuse alcohol and drugs, and are sexually active. (Bergsmann, 1989). They are likely to be high school dropouts who lack work and social skills (Condry, 1987). What is almost a certainty: They have been physically and/or sexually abused (Chesney-Lind, 1990; ACA Task Force, 1990).

**C. WHO ARE THE YOUNG WOMEN OF MARYLAND?**

The information available on the delinquent young women of Maryland indicates that they do not differ greatly from the profile of their national sisters. The median age for young women referred to DJS intake is 15 and the median age for adjudicated females is 16. The majority of the girls are African American and come from Baltimore City. A study conducted of a ten-month period May, 1991 - March, 1992 on young women in placement showed that almost two thirds of the girls lived with their mothers before placement by DJS and only 5% resided with both parents. A study of medical case files from DJS detention and committed facilities for that same period reported that 38% of the girls had prior or current sexually transmitted diseases, 32% had other chronic health problems and 14% were mothers.

The following tables provide more statistical data on the Maryland female juvenile offenders and their involvement with the juvenile justice system.

### 1. FY 1991 - FY 1993 Intake Cases by Sex

The total number of cases referred to DJS intake increased each year from FY 1991-FY 1993 for an overall increase of 20.3%. However, the number of female referrals jumped more dramatically than that of males with a total increase of 26%. DJS intake handled 10,001 female referrals in FY 1993 compared with 7,935 in FY 1991, an increase of 2,066 cases.

Table 1  
Intake Cases by Sex

Sex	FY 1991	FY 1992	% Change 1991 to 1992	FY 1993	% Change 1991 to 1993
Male	32,711	36,805	12.52%	38,894	18.9%
Female	7,935	9,019	13.66%	10,001	26.0%
State Total	40,646	45,824	12.74%	48,895	20.3%

Although the actual number of cases is still much smaller than for males, the trend definitely leans toward the presence of more young women in the system than ever before. Planning to serve their needs is more important than ever.

### 2. FY 1993 Intake Decisions by Sex

This table indicates that female cases were more likely to be handled informally or closed at intake than those of males. Only 25% of female cases were formalized as opposed to 45.1% of male cases.

Table 2  
FY 1993 Intake Decisions by Sex

Intake Decision	No. of Female Cases	Percent of Female Cases	No. of Male Cases	Percent of Male Cases
Informal	1,835	18.3%	5,481	14.1%
Closed/Disapproved	5,502	55.0%	15,164	39.0%
Formal	2,503	25.0%	17,556	45.1%
Decision Pending	161	1.6%	693	1.8%
Total	10,001	100.0%	38,894	100.0%

Data is not available to make further suppositions as to why there is such a disparity in formalization between the male and the female. It may be that females commit less serious offenses than males. Or, it could have its origin in the contention that the court is more lenient with young women and takes action only when their acting out behavior and offenses escalate (Schwartz, Steketa and Schneider, 1990; Johnson and Scheuble, 1992).

### 3. FY 1993 Intake Cases by Age

This table reflects the ages of the girls referred to intake in FY 1993. The majority of the girls are in the 13-17 age group. It should be noted, however, that 1,128 of the referrals were of girls age 12 or under.



Table 3  
FY 1993 Female Intake Cases by Age

Age	Number Cases	Percent Cases
Less than 10	104	1.0%
10	81	0.8%
11	276	2.8%
12	667	6.7%
13	1,329	13.3%
14	1,781	17.8%
15	1,963	19.6%
16	1,873	18.7%
17	1,613	16.1%
18	210	2.1%
Other/Unknown	104	1.0%
State Total	10,001	100.0%
Median Age = 15 Average Age = 14.67		

#### 4. FY 1993 Female Intake Cases by Race

Slightly more African American young women were referred to intake than Caucasian young women. (445 more African Americans were referred out of an aggregate of 10,001). The majority of cases of both African American females (67.3%) and Caucasian females (79.7%) were either handled informally or closed at intake. However, the African American young women were more likely to be sent to court for adjudication (31.2%) than were Caucasian young women (18.5%).

Table 4  
FY 1993 Female Intake Cases by Race

Manner of Handling	African American	Percent	Caucasian	Percent	Total*	Percent
Formal	1,588	31.2%	861	18.5%	2,503	25.0%
Informal	868	17.0%	935	20.1%	1,835	18.3%
Closed/Disapproved	2,561	50.3%	2,770	59.6%	5,502	55.0%
Decision Pending	75	1.5%	81	1.7%	161	1.6%
State Total	5,092	100.0%	4,647	100.0%	10,001	100.0%
<i>*Total includes "other" race group</i>						

#### 5. FY 1993 Female Intake Cases by Alleged Offense

The great majority of the female cases processed by intake were delinquent offenses (85.2%). Property crimes resulted in the largest number of referrals (38.2%). The largest single offense was assault (21.5%). These statistics indicate the females are committing more delinquent acts than ever before.

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**Table 5**  
**FY 1993 Female Intake Cases by Alleged Offense**

Offense	FY 1993	Percent
Offenses - Person-to-Person		
Assault	2,152	21.5%
Robbery	19	0.2%
Sex Offense	23	0.2%
Murder	1	0.0%
Manslaughter	0	0.0%
Kidnapping	3	0.0%
Total Person-to-Person	2,198	22.0%
Offenses - Property		
Arson	35	0.3%
Auto Theft/Unauthorized Use	420	4.2%
Burglary/Breaking & Entering	303	3.0%
Malicious Destruction	323	3.2%
Shoplifting	1028	10.3%
Theft	1,510	15.1%
Tampering	8	0.1%
Trespassing	190	1.9%
Total Property	3,817	38.2%
Offenses - Alcohol & Drug Related		
Alcohol Violations	567	5.7%
Narcotics Possession	227	2.3%
Narcotics Distribution	157	1.6%
Glue Sniffing & Other Inhalants	11	0.1%
Total Alcohol & Drug Related	962	9.6%
Offenses - CINS/CINA		
Child Abuse/Beating	10	0.1%
Runaway	459	4.6%
Truancy	282	2.8%
Ungovernable	734	7.3%
Total CINS/CINA	1,485	14.8%
Offenses - Uncategorized		
Carry or Conceal a Deadly Weapon	246	2.5%
Disorderly Conduct	357	3.6%
Traffic/Motor Vehicle Violations	149	1.5%
Unspecified Misdemeanors	368	3.7%
Other	419	4.2%
Total Uncategorized	1,539	15.4%
Total Offenses	10,001	100.0%

**6. FY 1992 Unduplicated Count of All Adjudicated Females by Selected Placements**

This table shows that the majority of the females who are adjudicated are placed out of the home on a short term or long term basis. Excluding the category of waiver of jurisdiction, 59.7% of adjudicated young women were admitted to some kind of placement.

**Table 6**  
**FY 1993 Unduplicated Count of All Adjudicated Females by Selected Placements**

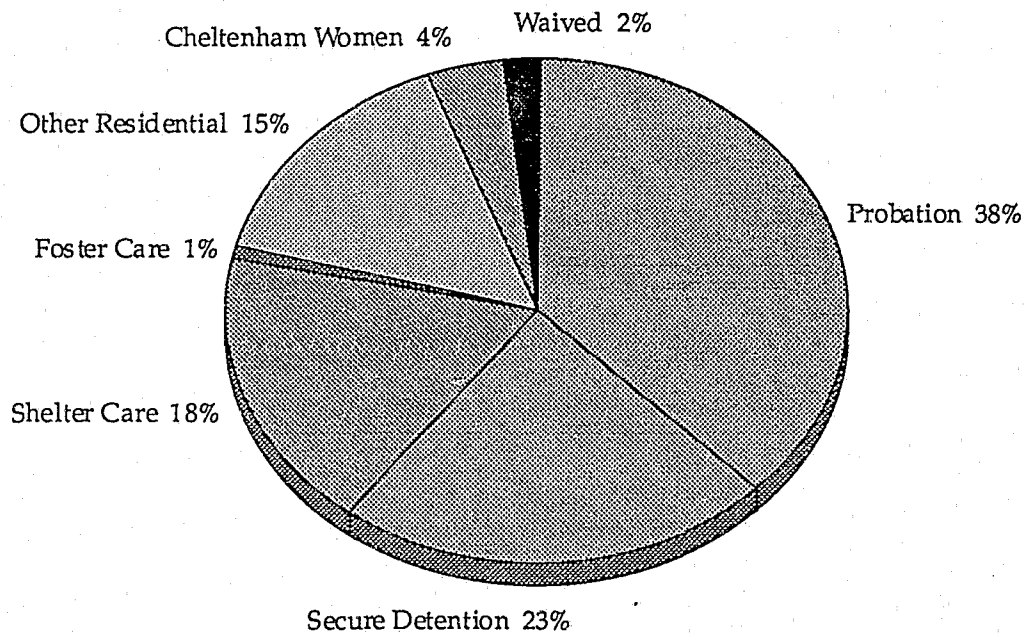
Selected Placements	Number of Youth	Percent of Youth
Jurisdiction Waived	23	2.2%
Cheltenham Young Women's Facility	66	6.3%
Other Residential	123	11.6%
Foster Care	18	1.7%
Shelter Care	130	12.3%
Secure Detention	294	27.8%
Probation/Protective Supervision	402	38.1%
State Total	1,056	100.0%

Most of the young men who enter the juvenile justice system never experience placement out of the home, while the majority of females do. Several factors could be responsible for this. Among them are: the tendency to be lenient with girls until their behavior escalates; the need to place young women out of the home because of abuse and family dysfunction; and, the lack of non-residential resources for female offenders in the community.

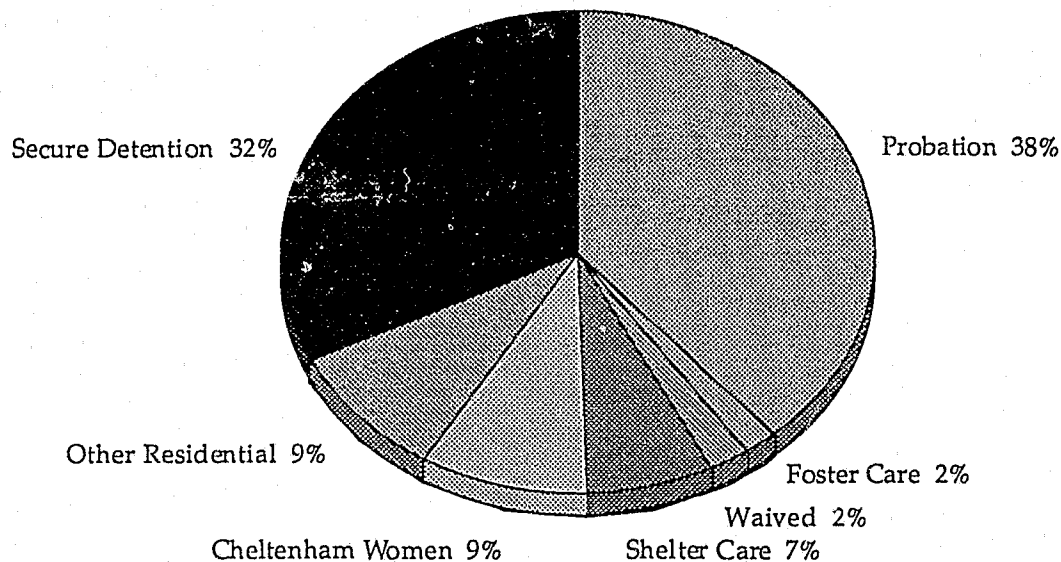
### 7. FY 1992 Comparison of Placement by Race

African American female offenders were more likely to be detained (32%) than Caucasian female offenders (23%). Caucasian young women were placed more often in shelter care than their African American counterparts. African Americans were also more likely to be placed in the DJS committed facility.

Placement of Caucasian Young Women  
FY 1992



Placement of African-American Young Women  
FY 1992



This data could lead one to surmise that African American females commit more serious offenses. Many of the black young women come from high crime areas in Baltimore. But, the fact that shelter is more often used by Caucasian females could also be the result of the fact that there are few shelter resources for young women near Baltimore city and none in the city itself.

### Summary

- There has been a dramatic increase (26%) in the number of females referred to intake from FY 1991 - FY 1993.
- DJS intake sends many more male cases to court than female cases.
- An overwhelming number of female offender cases were closed at intake or handled informally. However, almost twice as many African American young women were adjudicated as were Caucasian young women.
- The overwhelming majority of female cases referred to intake were for delinquent acts and not CINS offenses. Female offenders are more likely to commit property offenses than person-to-person offenses, but the largest single offense by females was assault.
- Young women are much more likely to be removed from their homes after adjudication than young men and further, more African American females were removed from their homes for detention and commitment than their Caucasian counterparts.

### D. SERVICE NEEDS OF THE DJS FEMALE POPULATION

So many issues and factors need to be taken into account in the development of effective programs for young women. The causality of their delinquency tends to be family-centered. They have most likely been physically and/or sexually abused. They are in poor health. They are sexually active. They often have sexually transmitted diseases. They may be pregnant. They are sometimes mothers. They are poorly educated. They lack social skills and have low self-esteem. They are often angry. They abuse drugs and alcohol.

It is important that the system provide holistic programming for young women which can address a complex myriad of needs. The service components listed below are applicable to any kind of programming for young women be it preventive, non-residential, community-based residential or a committed facility.

**Programs for young women should:**

- be needs-based and not offense-based, with needs assessment as a primary tool used in developing treatment plans.
- contain success-oriented components that build self esteem and empower them to take charge of their lives.
- contain treatment for sexual and physical abuse.
- contain substance abuse education and treatment.
- contain components that improve their education, social and job-readiness skills.
- address their physical health needs.
- address their emotional and mental health needs.
- contain family planning and parenting skills components.
- include strong family counseling and/or family intervention components.
- not be based on models designed for male delinquents.



### III. Initial Efforts to Improve Services

#### *What we have done*

Over the past year, the Female Population Task Force strived to find out all it could about the young women in the DJS system and to initiate the beginning phases that will lead to the development of a full continuum of services for the female population. The task force has had enthusiastic cooperation in this venture from DJS staff at all levels and from all divisions. In a time of severe budget constraints and heavy demands placed upon the Department by increased referrals and the needs of all the youth it serves, we have done well. This is just the beginning. We are proud to present what we have accomplished.

#### **Taking Young Women into Account**

The activities of the task force and the support of Secretary Saar raised the level of awareness regarding the needs of young women throughout the agency and, for the first time, young women have been given priority attention. All RFP's for new programs or continuing ones, are now reviewed with an eye toward service provision for females. For example, the new Diversion RFP's call for a special group for female clients which will address gender-specific issues in place of the coed groups that are part of the current contracts. When the mentoring program began this year, the young women at MYRC were the first to obtain mentors. The Female Population Task Force was asked to review and comment on the Department's CINS Policy draft to address the impact it would have on the female CINS population. Building the awareness of the needs of females into the everyday bureaucracy of the agency does much to improve services to them.

#### **Female Intervention Team (FIT)**

In September, 1992, the Female Intervention Team (FIT) began operation. This all female caseload probation unit is located at the DJS Eutaw Place office in Baltimore City. With an increase in females entering the system this past year, the number of girls entering the program was greater than anticipated, and three contractual caseworkers were added to the staff in March. There is now a staff of 10 caseworkers with 400 girls currently being served.

The unit has made use of community resources to provide parenting classes and self-esteem groups for the young women. Funds for tokens for client travel have assisted in attendance. FIT has also developed a brochure for parents, explaining the services of the unit. The Governor visited the FIT Open House on March 25.

The Maryland JJAC Office, through the use of OJJDP funds, is providing consultation to FIT. The goal is to design the best service delivery system possible for FIT clients. A needs survey designed by the unit in consultation with Community Research Associates will be given to FIT clients in November. The results will be available in January, 1994.

### **Maryland Infants and Toddlers Program Training**

Carol Ann Baglin and her staff at Maryland Infant and Toddlers presented a one-day training seminar for case managers from all areas of the state to aid them in identifying issues pertaining to pregnant teens and teen mothers. Resources that could be accessed by DJS clients were discussed. In addition, the Infants and Toddlers Program has provided access for FIT clients to the Baltimore Project for Addicted Mothers and Their Children for those young women who might need this service.

### **"Taking Care" - Parenting Skills Training**

Ruth Phillips identified \$10,000 from drug initiative funds to implement the "Taking Care" parenting education curriculum at MYRC, the Schaefer House, the Youth Camps and the Young Women's Facility. This 10-week parenting skills program was developed by New York State and is designed for an adolescent committed population. There is a different curriculum for males and females. A two-day "training of trainers" seminar was held on June 21-22, 1993, conducted by Margaret Garris from New York State.

As of this date, the "Taking Care" curriculum has been fully implemented at the Schaefer House.

### **"Sensitivity to Sex Abuse Survivors" Training**

Because of the prevalence of sexual abuse and its impact upon the lives of young women served by DJS, a two-day training session has been designed for all DJS field and institutional staff. This training was developed by Ed Zelik and Christie Johnson of DJS in conjunction with Parents Anonymous and the Harundale Youth and Family Services Center. The purpose is to make DJS staff aware of the effects of sexual abuse, to understand what constitutes good treatment and to know about and utilize treatment resources. This ambitious project will begin in January, 1994. Over the period of a year, 769 line staff and supervisors are expected to be trained.

### Maryland Youth Residence Center (MYRC)

Eight female beds were moved from Patterson House to MYRC to provide more staff and services for the female residents. The following additional services and activities have been instituted for young women who reside there:

- All girls have a mentor through the DJS Mentoring Program.
- Chapter I education funds now provide a tutor.
- The young women volunteer at a local hospital as a community service project.
- Villa Maria provides family and individual therapy to the young women and their families through the use of Medicaid funds.

### Graduate Student

Beginning in October, 1993, Alvin Coldtrain, first year graduate student from UMAB School of Social Work began his field placement, spending time working with the FIT unit and providing administrative services to the Female Population Task Force. He will continue until May of 1994.

### Young Women's Facility--Capital Budget

DJS has presented its plans for a new committed facility for young women. It is scheduled to be funded for FY 96 and 97, with funds available for architectural design in June of 1995. The facility plan was designed in consultation with the Cheltenham staff and the Female Population Task Force.

### Cheltenham Young Women's Facility

Major improvements have been made to both program and facility to enhance the living environment for young women committed to the Cheltenham program.

- The buildings have been renovated and re-decorated.
- Health services have been strengthened through the addition of more nursing staff.
- A Girl Scout troop has been established.
- A new special education teacher has been added.
- The YWCA is providing ancillary education courses.

### The Young Women's Auxiliary

- An auxiliary with 501C3 status has been established for the Young Women's Facility at Cheltenham through the hard work of Jeanette Kinion, Gloria Eaddy and Christie Johnson. The president of the auxiliary is Jacqueline Byrd-Tillman, who is president of the Women's Bar Association of Prince George's County. Its purpose is to do fund-raising for the young women's program and provide mentoring for the young women. To kick off its activities, a bake sale and raffle were held on September 17 at DJS Central Office, organized by Ester Hale. The fund-raiser netted \$563.
- The Young Women's Facility Auxiliary also has a corporate sponsor, NEMA, a computer consulting firm head-quartered in Greenbelt. NEMA will provide printed materials for the auxiliary and is assisting in the design of a logo. NEMA will also host a social activity featuring Guy Buford, NASA Astronaut.

### Cheltenham Program Re-design Committee

The Department intends to re-design the committed program and initiate a model that is more sensitive to the needs and strengths of girls than the present program model. The committee is chaired by Anna Dolina and Leona Schultz. OJJDP, through a request from JJAC, is providing technical assistance through Community Research Associates for this endeavor. The committee is reading literature, visiting programs for girls, enlisting professors from women's studies programs and interviewing experts in the field by telephone in preparation for the task. A draft proposal is expected in January.

### National Girls Caucus

In March, 1993, Judith Mayer, task force chair, Christie Johnson, task force member, and Marian Daniel, task force member and "mother" of the FIT unit, attended the first meeting of the National Girls Caucus in Washington D.C. The overall goal of the caucus is to bring national attention to the needs of girls in the juvenile justice system and to develop strategies and programs to assist these young women to develop their full potential. A copy of the September, 1992 Female Population Task Force was distributed at the caucus.

## IV. Plans for the Future

The Female Population Task Force will continue its role as advocate for the young women served by the Department. It will oversee projects underway and help initiate new ones. It will coordinate and consult. Among the projects planned by DJS in the coming year are:

- The implementation of the new program model at the Cheltenham Young Women's Facility.
- The establishment of two beds for pregnant girls at the Waxter Detention Center.
- The implementation of "Sensitivity to Sex Abuse Survivors" Training.
- The development of an auxiliary with 501C3 status for the FIT unit in Baltimore.
- The utilization of the female population needs survey designed by Community Research Associates and FIT in other areas of the state in order to gather information regarding service needs of female offenders throughout the state.
- Development of a shelter bed facility for young women in Baltimore City.
- To continue to seek grant monies and other funding sources to provide program money for young women.

### Broadening Our Horizons in Our Quest for the Best

The Female Population Task Force spent most of its time and energy in its first year focusing on improving the system for young women within the DJS boundaries. But it is evident that the Department, with so many demands on its money and resources, cannot meet the needs of these young women alone. Part of the task force strategy for the coming year will be to reach out to organizations and resources throughout the state who are interested in the welfare of the girls we serve. A State summit or symposium on young women at risk, organized by the Female Population Task Force in conjunction with others in the juvenile justice community, is under consideration as a possible vehicle to raise public awareness and obtain support for services for young women.

Another strategy will be to become involved in the National Girls Caucus which has plans to influence legislation, funding sources and public awareness on the national level. At the moment, there is little research or program funding designated for females in the juvenile justice system by the federal government. Few private foundations give funds to programs for troubled young women. Until more money is targeted, until effective existing programs can be highlighted and replicated, until there is more public awareness of the problems of these "invisible" girls, inroads into solving their problems will not be made.

Maryland is in the forefront of the juvenile justice system in the nation in recognizing the needs of these young women and in implementing gender-specific programming. Maryland serves as a model for other states in its efforts to enhance services for female offenders. The Department will be able to take full advantage quickly if model projects, grant funds, or foundation money become available because of the groundwork that has been laid. The task force intends to be attuned to all new developments on the national level so that DJS can be prepared to act when the opportunity presents itself.

The Maryland Department of Juvenile Services has begun to address the needs of troubled young women who enter the juvenile justice system. By making the decision to invest in the female population, the Department has acknowledged that these young women are our future. We must do what we can to empower them and to help them become productive, healthy members of society.