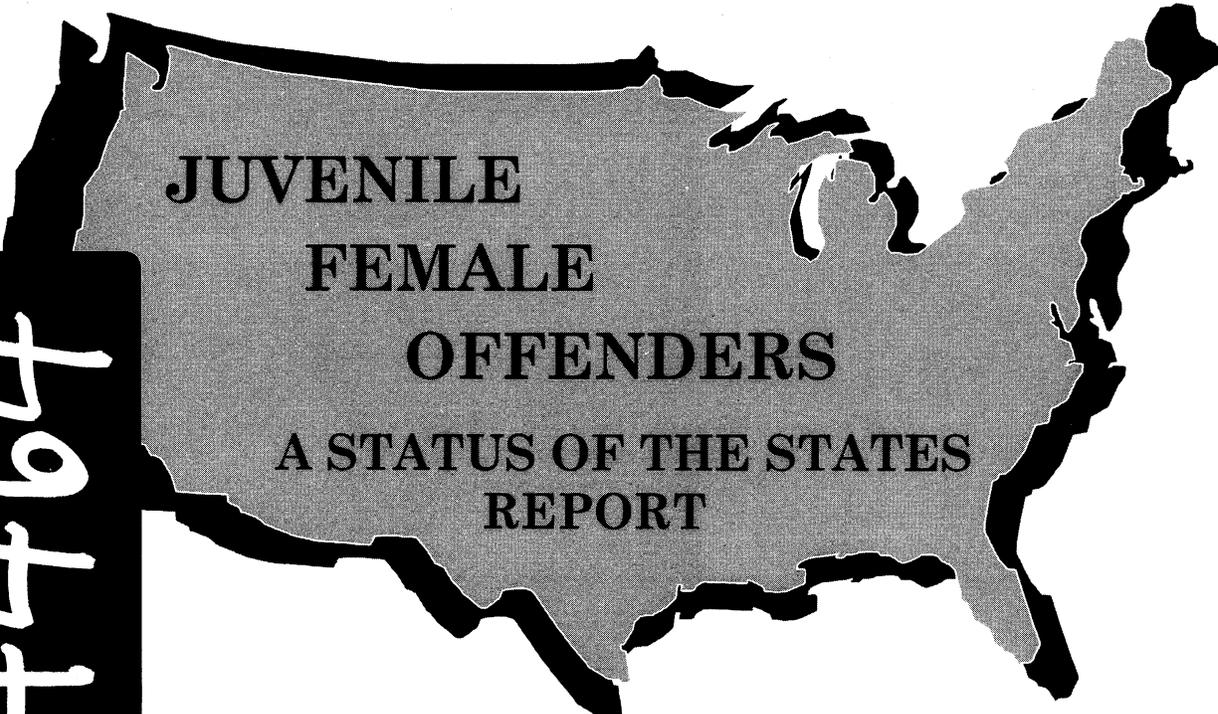


Office of Juvenile Justice and Delinquency Prevention

A grayscale map of the United States, including Alaska and Hawaii, serving as a background for the title text.

**JUVENILE
FEMALE
OFFENDERS
A STATUS OF THE STATES
REPORT**

1794741

COMMUNITY ♦ RESEARCH ♦ ASSOCIATES

CRA

Female Juvenile Offenders: A Status of the States Report

Prepared for
OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION
State Relations and Assistance Division
810 7TH Street, NW, Washington, DC 20531

Prepared by
COMMUNITY RESEARCH ASSOCIATES
309 West Clark, Champaign, IL 61820

Rebecca Maniglia, Project Consultant
Allison Kaye Temple, Project Coordinator

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FOREWORD

One of the troubling trends that has become pervasive across the United States during the past decade is the increasing involvement of juvenile females in the juvenile justice system. The National Center for Juvenile Justice reported that between 1992 and 1996, the number of arrests of female juveniles for violent crime index offenses increased by 25 percent, compared with no increase in arrests of male juveniles. Similarly, property crime index arrests of juvenile females were up 21 percent while arrests of males declined 4 percent. As the number of juvenile female offenders in the juvenile justice system increases, with 723,000 arrests of females under the age of 18 in 1996, State and local juvenile justice systems need to meet the challenge of developing and implementing delinquency prevention and intervention programs that are designed to meet the specific needs of both at-risk girls and female juvenile offenders.

In response to growing concern over the lack of gender-specific services for females, Congress in 1992 amended the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974 to require that State plans provide an analysis of gender-specific service needs and set forth a plan for providing needed services to this population. This analysis and plan must be completed in order for a State to qualify for Formula Grants programs under the JJDP Act. In addition, in 1992 Congress created a new State Challenge Activities program under Title II of the JJDP Act. This new program, initially funded in fiscal year (FY) 1995, has provided \$10 million annually to States to address up to ten identified challenge areas. One of the challenges is for States to develop and adopt policies to address gender bias in placement and treatment and to establish programs to ensure that female juveniles have access to a full range of services.

The Office of Juvenile Justice and Delinquency Prevention recognizes that a variety of efforts are currently underway across the country that focus on meeting the specific needs of girls. *Juvenile Female Offenders: A Status of the States Report* describes State efforts to develop and implement programs and policies to address at-risk girls and juvenile female offenders. The strategies presented in this report include developing gender-specific programs for girls, providing training for juvenile personnel who work with adolescent females, and focusing on the prevention of delinquent behavior in girls through the establishment of front-end, community-based services.

As this report demonstrates, our efforts to address the needs of juvenile females in this country are evolving and changing with the times. Although States are increasingly demonstrating a strong commitment to addressing this issue, more work will be necessary if we are to reduce delinquency among America's fastest growing juvenile offender population. This report serves as both a resource for understanding current initiatives and a guide to assist the field in identifying future courses of action.

Shay Bilchik
Administrator
Office of Juvenile Justice and Delinquency Prevention

PREFACE

Formal work on *Juvenile Female Offenders: A Status of the States Report* began in 1996 when staff at Community Research Associates (CRA) coordinated a meeting of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) staff and key consultants to conceptualize the contents of the report. Participants included Rebecca Maniglia, CRA; Gabriella Scott, State Representative from OJJDP; Linda Albrecht from New York; Ilene Bergsmann from Indiana; Kimberly Kempf-Leonard from Missouri; and Susan Greathouse from Colorado. The result of this initial planning meeting was a detailed outline containing primarily statistical data, by State, on both the offending patterns of young women and relevant demographic information. CRA staff and interns then gathered information by analyzing the juvenile crime data in all 1994 Three-Year State Plans and Updates, which are required by OJJDP for all States requesting Formula Grants funding. This information was then compiled and is reflected in the Individual State Approaches section of this report.

CRA staff and interns also analyzed all of the most recent KIDS COUNT national and State information. KIDS COUNT is a project of the Annie E. Casey Foundation and is designed to track the status of children in the United States. Although in most instances this information is not divided by gender, it still serves to give an overall demographic picture. Therefore, some of the information gathered from this source is reflected in the Individual State Approaches section of this report. CRA interns also compiled and confirmed information in the most recent American Correctional Association directory on residential programs that serve young women throughout the United States. This information is also reflected in the Individual State Approaches section.

Finally, CRA staff conducted a thorough literature review of studies and research into contemporary and historical offending patterns of juvenile female offenders. A review of the psychological literature on female development was also conducted.

As a result of these activities, it was discovered that very little offense or demographic information by State had been analyzed by gender. Furthermore, State approaches and methods of collecting this data have not been consistent. Therefore, in most States, it is difficult to obtain an accurate picture of female offending and demographic characteristics, and it is almost impossible to obtain consistent data that can be compared State to State. Because of these limitations in State data, the scope of the report was altered to provide a summary of the efforts conducted at Federal, State, and local levels to improve services for juvenile female offenders. Several specific State efforts are highlighted, and, when possible, statistical data are included in these descriptions. Narrative sections outlining Federal efforts in this area, providing a national overview of female offending and examining the key elements of gender-specific services, have also been included.

This report is organized into four major sections: "Juvenile Female Offenders and Gender-Specific Services: A Historical Overview," "Addressing Female Development in Treatment," "Individual State Approaches," and "Recommendations for Future Action."

The section “Recommendations for Future Action” presents lessons learned by the States and identifies key elements in State and local efforts to address gender bias and develop gender-specific programs for female offenders. The appendixes provide information on organizational resources and available State products, and there is a selected bibliography of the research literature.

The compilation of materials and overall direction of the study was coordinated by Rebecca Maniglia, a consultant for Community Research Associates. Ms. Maniglia also analyzed the compiled materials and prepared this report. Other individuals at CRA assisted with preparation and review of this material, including Lorna Ziller, Allison Kaye Temple, Lisa Wendt, Lisa Kelly-Wilson, and CRA interns Heidi Copps and Lisa Noble. Kimberly Budnick from OJJDP assisted Ms. Maniglia with the coordination of this effort. Elaine Dion’s editorial expertise was also used.

JUVENILE FEMALE OFFENDERS AND GENDER-SPECIFIC SERVICES: A HISTORICAL OVERVIEW

EARLY PROFILE OF THE ADOLESCENT FEMALE OFFENDER

Before the mid-1960s, most formal discussions of juvenile offenders and the juvenile justice system did not include data on the juvenile female offender. For example, in his 1955 book on gang delinquency, Albert Cohen goes as far as to describe the delinquent as “a rogue male” (Cohen 1955, cited in Chesney-Lind 1989, p. 6). However, interestingly enough, during the 1960s and 1970s there was an increase in female delinquency, causing researchers to notice and begin to track female offending patterns for the first time. For instance, between 1960 and 1975, arrests of juvenile female offenders rose 254 percent, causing concern that the country was experiencing a fundamental new phenomenon of female crime (Chesney-Lind 1979, p. 53).

A profile of the typical juvenile female offender from the late 1960s to the mid 1980s is as follows: she is described as someone who is approximately 16 years old, lives in an urban area in a single-parent home, is a high school dropout who lacks adequate work and social skills, and has been the victim of sexual and/or physical abuse (Bergsmann 1989, p. 73). This population of young women could be found involved mainly in status offenses (offenses that are illegal only if committed by a juvenile) and minor delinquent acts. Consider the following picture of female crime in the 1970s and 1980s.

- In 1977, status offenses accounted for 27 percent of all female arrests. This figure was still 25 percent in 1986 (Chesney-Lind 1989, p. 9).
- In 1977, arrests of young women for serious violent offenses (murder, non-negligent manslaughter, robbery, forcible rape, and aggravated assault) accounted for only 2 percent of all female arrests. This number also remained fairly constant, with violent offense arrests accounting for 2 percent of all female arrests in 1986 (Chesney-Lind 1989, p. 8).
- In 1977, arrests of young women for larceny theft made up 27 percent of all female arrests, making it the most common delinquent offense among young women. This number dropped to 26 percent in 1986 (Chesney-Lind 1989, p. 8).
- Young women made up 14 percent of all juveniles in custody in 1985 and represented 52 percent of all status offenders (Bureau of Justice Statistics 1986, cited in Bergsmann 1989, p. 74).
- In 1985, status offenses accounted for 35 percent of all young women’s cases in the juvenile court while only accounting for 10 percent of young men’s cases (Snyder et al. 1989, cited in Chesney-Lind 1989, p. 8).

Early critics of the juvenile justice system response to female offenders cited discrepancies in the reporting and processing of both female status offenses

and delinquent acts. For instance, according to several studies in the 1980s, when arrest statistics were compared with male and female self-report data on involvement in status offenses, young women appeared to be overrepresented in their arrest rates (Chesney-Lind 1989, pp. 9–10). In other words, females were arrested at a higher rate for status offenses than were males. The results of other studies in the 1980s showed that females were often underrepresented in every arrest category except for status offenses and larceny theft when compared with self-report data on delinquent behavior (Chesney-Lind 1989, p. 10).

RECENT PROFILE OF THE ADOLESCENT FEMALE OFFENDER

The juvenile female offender of the 1990s continues to be similar in demographic characteristics to the offender of the 1980s. She is still likely to have been sexually or physically abused, to come from a single-parent home, and to lack appropriate social and work-related skills. However, in recent years, she is more likely to be under age 15 and more likely a woman of color (Bergsmann 1994, p. 5).

According to the National Center for Juvenile Justice 1987–91 data, there has been a 10 percent increase in the number of 13- and 14-year-olds involved in the juvenile court (Bergsmann 1994, p. 7). In data obtained from 29 States by the National Council on Crime and Delinquency, African-American young women comprise almost 50 percent of all young women in secure detention, while Hispanics make up 13 percent (Bergsmann 1994, p. 8).

In recent years, more attention has been paid to the juvenile female offender and thus more information is available on her

offending and behavioral patterns. It remains true that, for the most part, the juvenile court and social service system see most young women for status offenses. Even when young women are involved in delinquent behaviors, they still tend to be arrested for the more “female” offenses: prostitution, embezzlement, forgery, and counterfeiting (Poe-Yamagata and Butts 1996, p. 2).

However, some patterns of delinquent offending by young women have changed since the 1980s. While young women are still less likely than young men to become involved in delinquency, violent delinquency in particular, in recent years the involvement of young female offenders with the juvenile court for delinquent offenses has increased. This increase has important implications on many State service delivery systems, which often underestimate the numbers and therefore are ill-prepared to deal effectively with female delinquents. The following statistics give a profile of important new developments in the offending patterns of the juvenile female offender. While some of the percentage increases remain small, especially considering the low number of female offenders in the first place, they are still an important consideration if they represent trends that will continue.

- Between 1989 and 1993, the number of arrests involving female juveniles increased by 23 percent compared with an 11 percent increase in the arrests of male juveniles (Poe-Yamagata and Butts 1996, p. 1).
- In 1996, females represented 25 percent of all arrests of juveniles (those under 18 years of age) in the United States (723,000 out of 2,851,700). This is an increase of 4 percent from 21 percent in

- 1983 (Snyder 1997, p. 2). However, this number has been rising since 1960, when females represented only 11 percent of all arrests. They represented 15 percent in 1975 and 19 percent in 1990 (Steffensmeier 1993, p. 415).
- In 1996, females represented 15 percent (20,265) of juvenile arrests for violent crimes (Snyder 1997, pg. 2).
 - In 1996, females represented 7 percent of arrests (203 out of 2,900) for murder/nonnegligent manslaughter and 20 percent (15,320 out of 76,600) for aggravated assault (Snyder 1997, p. 2).
 - In 1996, females represented 37 percent (3,182 out of 8,600) of the arrests for forgery and counterfeiting, 45 percent (585 out of 1,300) for embezzlement, 52 percent (676 out of 1,300) for prostitution, 37 percent (3,108 out of 8,400) for offenses against family/children, and 34 percent (170,816 out of 502,400) for larceny theft (Snyder 1997, p. 2).
 - Arrests of females in several categories decreased between 1989 and 1993. These included arrests for embezzlement (down 37 percent), prostitution (down 33 percent), driving under the influence (down 31 percent), liquor law violations (down 18 percent), and drunkenness (down 25 percent). It should be noted that arrests of young men for these same offenses also decreased between 1989 and 1993 (Poe-Yamagata and Butts 1996, p. 3).
 - Between 1989 and 1993, arrests of females for forcible rape decreased 10 percent, while arrests for young men rose 10 percent. Further, arrests of females for drug abuse violations decreased 2 percent, while arrests of young men rose 3 percent (Poe-Yamagata and Butts 1996, p. 3).
 - Between 1989 and 1993, arrests of young males for burglary, larceny-theft, and motor vehicle theft all decreased (down 6 percent, 1 percent, and 8 percent respectively), while arrests of young women for these same crimes increased (up 16 percent, 21 percent, and 28 percent respectively) (Poe-Yamagata and Butts 1996, p. 3).
 - In 1996, females represented 57 percent (111,549) of the arrests for running away and 29 percent (53,679) of the arrests for curfew and loitering law violations (Snyder 1997).
-
- ### **Juvenile Court Processing and Custody Decisions**
-
- As the numbers of female offenders and their offenses have changed, so has the processing of them by the juvenile court. The following 1993 statistics reflect the most recent numbers available on the handling of female offenders by the juvenile court:
- Females represented 20 percent (297,400) of all delinquency cases handled by juvenile courts in the United States (Poe-Yamagata and Butts 1996, p. 10).
 - Cases involving females were less likely to be formally processed with the filing of a delinquency petition than those involving males (43 percent as opposed to 56 percent of all cases) (Poe-Yamagata and Butts 1996, p. 11).
 - Of those cases petitioned that involved females, 53 percent (67,000) were

adjudicated, with 60 percent (40,300) of these resulting in probation. In the same year, 59 percent (390,000) of the cases petitioned that involved young men resulted in adjudication and 55 percent (214,500) of these resulted in probation (Poe-Yamagata and Butts 1996, p. 11).

- More than 24 percent of females detained were charged with probation and parole violations compared with 12 percent of male juveniles (Poe-Yamagata and Butts 1996, p. 16).
- Overall, female offenders were less likely (23 percent of adjudicated delinquency cases) than male offenders (29 percent of adjudicated delinquency cases) to be ordered to an out-of-home placement following juvenile court adjudication and disposition (Poe-Yamagata and Butts 1996, p. 16).
- Female offenders were less likely to be placed in secure detention at some point between referral and disposition. Females were detained in 16 percent of delinquency cases as opposed to 22 percent of cases involving males. Females were most likely to be detained in cases involving drug offenses and public order offenses, while males were most likely to be detained for drug offenses (Poe-Yamagata and Butts 1996, p. 14).

NATIONAL EFFORTS TO ADDRESS THE NEEDS OF THE ADOLESCENT FEMALE OFFENDER

Before the passage of the Juvenile Justice and Delinquency Prevention (JJDP) Act (42 U.S.C. 5601 *et. seq.*) in 1974, individual practitioners and programs were

striving to make sure the needs of the adolescent female offender were met. However, with the passage of the JJDP Act, specific policies began to affect the way the juvenile court approached and processed this population. At first, the effects were coincidental at best. In recent years, however, in conjunction with Federal programs, Congress has made more deliberate strides to make sure this population is represented in current juvenile justice policy and program development.

Juvenile Justice and Delinquency Prevention Act of 1974

The original JJDP Act, as passed in 1974, contained two specific requirements that States needed to meet in order to access Federal juvenile justice monies. The first was the removal of all status and nonoffenders from secure confinement, and the second was the elimination of sight and sound contact between juvenile and adult offenders. During the hearings on the Detention and Jailing of Juveniles held by the Senate Subcommittee to Investigate Juvenile Delinquency, testimony indicated that on any given day there were approximately 8,000 juveniles held in adult jails in the United States. A 1978 study by the Children's Defense Fund found that 88 percent of juveniles being held in adult jails "did not threaten community safety or their own safety," and 4 percent had committed no offense whatsoever (Jolly 1979, p. 98).

Passage of this legislation, therefore, affected the lives of thousands of juvenile delinquents, and status and nonoffenders, and had unique implications for the population of young women coming to the attention of the juvenile justice system. As early as the 1950s, it was recognized that young women were referred to the juvenile

court for status offenses more often than males. For instance, according to the President's Commission on Law Enforcement and the Administration of Justice, in 1956 half of the young women appearing before the juvenile court were referred for status offenses, as compared with only one-fifth of the young males (Jolly 1979, p. 98). Before enforcement of the JJDP Act, young women "convicted" of status offenses made up almost half of the population of young women in training schools, as compared with one-fourth of the male population (Chesney-Lind 1979, p. 74). Theories on the reasons behind the large number of female status offenders vary, there seems to be some consensus that at least part of the problem involves the paternalistic, protectionist policies of the juvenile court (Bergsmann 1989, p. 74; Chesney-Lind 1979, p. 71; 1989, p. 10; Jolly 1989, p. 101).

Passage of the JJDP Act brought with it the development of new policies to address the specific needs of status and nonoffenders. However, it did not solve the problems of female status offenders and their involvement with the juvenile court. According to work done by the Center for the Study of Youth Policy in 1990, more than 11 percent of young women in a one-day count of the population of public training schools were being held for status offenses in 1987. In the same year, a one-day count of the male population demonstrated that only 1 percent were being held for status offenses. While it should be noted that the 1987 statistics show marked improvement in the handling of female status offenders (30 percent were status offenders in 1977 and 71 percent in 1971), they still indicate a discrepancy in the handling of this population by the juvenile court (Schwartz, Steketee, and Schneider 1990, p. 507). Furthermore, the JJDP Act of

1974 and its amended versions from 1977 to 1988 contained no language specific to juvenile female offenders or directing States to examine this population in particular.

1992 Reauthorization of the JJDP Act

In 1992, as part of the reauthorization of the JJDP Act, new language was added by Congress that required all States applying for Federal Formula Grants dollars to examine their juvenile justice systems and identify gaps in their ability to provide services to juvenile female offenders. The language, added in Section 223(8)(B)(i-ii), specifically requires States to include in their analysis of juvenile crime problems: "(i) an analysis of gender-specific services for the prevention and treatment of juvenile delinquency, including the types of such services available and the need for such services for females; and (ii) a plan for providing needed gender-specific services for the prevention and treatment of juvenile delinquency" (JJDP Act, sec.223 (8) (B)).

Although the quality of such an inquiry varied from State to State, the new language did mark the first time that Congress used the JJDP Act as a vehicle for addressing the needs of juvenile female offenders. For many individual States, it also represented the first time an organized effort was made to scrutinize the State system specifically as it related to adolescent females, and the results led to new efforts to better serve this population.

Also added during the 1992 reauthorization was a new section of the JJDP Act that allowed for new funds for States to address specific issues in their State juvenile justice systems. State Challenge Activities were added as Part E of Title II of the JJDP Act, Section 285(B)(2),

and encouraged States to apply for monies, separate from the traditional Formula Grants funds, to address one of ten specific activities.

“(A) developing and adopting policies and programs to provide basic health, mental health, and appropriate education services, including special education, for youth in the juvenile justice system...

“(B) developing and adopting policies and programs to provide access to counsel for all juveniles...

“(C) increasing community-based alternatives to incarceration by establishing programs...

“(D) developing and adopting policies and programs to provide secure settings for the placement of violent juvenile offenders by closing down traditional training schools and replacing them with secure settings with capacities of no more than 50 violent juvenile offenders...

“(E) developing and adopting policies to prohibit gender bias in placement and treatment and establishing programs to ensure that female youth have access to the full range of health and mental health services, treatment for physical or sexual assault and abuse, self-defense instruction, education in parenting, education in general, and other training and vocational services...

“(F) establishing and operating . . . a State ombudsman office for children, youth, and families”;

“(G) developing and adopting policies and programs designed to remove, where appropriate, status offenders from the jurisdiction of the juvenile court...

“(H) developing and adopting policies and programs designed to serve as alternatives to suspension and expulsion from school...

“(I) increasing aftercare services for juveniles involved in the justice system by establishing programs and developing and adopting policies to provide comprehensive health, mental health, education, and vocational services and services that preserve and strengthen the families of such juveniles...

“(J) developing and adopting policies to establish (i) a State administrative structure to coordinate program and fiscal policies for children who have emotional and behavioral problems and their families among the major child serving systems [and] (ii) a statewide case review system” (JJDPA 1974, 42 *U.S.C. 8501 et.seq.*).

While many States sought to meet the treatment needs of young women through State Challenge Activities such as A, B, C, G, H, and I, a total of 23 States applied for and received funds to address gender-specific concerns in Challenge Activity E, more than applied for any other individual State Challenge Activity. Some of the results of this funding are outlined in the Individual State Approaches section of this report.

General Accounting Office Report on Gender Bias

Language was also added in the 1992 reauthorization requiring the General Accounting Office (GAO) to complete within one year “a study of gender bias within State juvenile justice systems.” This study was to look specifically at “(i) the frequency with which females have been detained for status offenses (such as frequently running away, truancy, and

sexual activity) as compared with the frequency with which males have been detained for such offenses during the five-year period ending December 1992; and (ii) the appropriateness of the placement and conditions of confinement for females” (JJDP 1974, 42 U.S.C. 8501 *et seq.*). The result of this request was a report issued by GAO in February 1995, entitled *Juvenile Justice: Minimal Gender Bias Occurred in Processing Noncriminal Juveniles*.

The Office of Juvenile Justice and Delinquency Prevention

OJJDP has supported these legislative efforts by providing specific assistance to States striving to work toward improving their State system for female offenders. The work done by three OJJDP divisions is described below. Further, OJJDP has established an internal planning committee made up of interested individuals from all its divisions to continue to ensure that the needs of young female offenders are considered in all OJJDP policy and funding decisions.

State Relations and Assistance Division

In 1994, the State Relations and Assistance Division (SRAD), sponsored a three-day training session for 13 States that had demonstrated a commitment to addressing the service needs of this population. States attending were to have an established gender services task force as part of their State Advisory Group (SAG) and to identify two individuals from the State who would be spearheading the effort. In most cases, the State Juvenile Justice Specialist and the chairperson of the gender task force were selected to attend.

The training workshop, held in Minneapolis and organized by CRA, was

designed to supply participants with information on the appropriate content of services for young women, and examples of effective programming models. In a unique effort, time was also spent in individual State consultation so that State-specific service delivery needs could be addressed. Each State was then required to submit to OJJDP and CRA a copy of its plan to meet the needs of young women.

The workshop was planned and conducted by a team of consultants working with or for young women in approximately ten States. Because this team formed the basis of SRAD’s ongoing technical assistance effort to States on this critical issue, SRAD also sponsored a day of specialized training and discussion for the consultant team prior to the workshop. This session was designed and conducted by CRA staff.

SRAD has continued to supply technical assistance to States through, CRA, its technical assistance provider. This assistance has both enabled States to continue their efforts begun at the 1994 training workshop and allowed additional States to begin their own statewide initiatives. As of the publication of this report, CRA has provided assistance to more than 25 States through 91 individual projects in the area of gender-specific services and treatment needs of juvenile female offenders. Examples of this assistance include the following:

- In 1992, the State of Maryland created a specialized task force to redesign the program at the Cheltenham Young Women’s Facility, Maryland’s only secure care facility for young women. During 1993–94, CRA provided ongoing technical assistance to this task force,

resulting in the creation of a program model for use at the facility.

- In 1993, Baltimore's specialized probation unit, the Female Intervention Team (FIT), requested that CRA staff conduct a needs assessment of its female probation clients so that the unit might be better equipped to meet the specific needs of these young women.
- Since 1994, CRA staff have coordinated with the Coalition for Juvenile Justice, the National Institute of Corrections, and the Sixth and Seventh Annual Conferences on Adult and Juvenile Female Offenders to provide training on gender-specific services at several national training events sponsored by these organizations.
- In 1995, at the request of the Florida Department of Juvenile Justice, CRA staff and consultants conducted onsite technical assistance visits at five separate female-serving programs throughout the State of Florida, each representing a different level of security, and made recommendations for improving these services.
- In 1996, CRA staff and consultants were asked to review the use of the positive peer culture (PPC) treatment methodology at the Sauk Centre secure program in Sauk Centre, Minnesota, an all-female facility. The result was a technical assistance report outlining issues related to the PPC model and current research in female development.
- Through individual projects in various States, CRA staff and consultants have reviewed individual programs serving young women and made recommendations for improvements in

these services as they relate to the specific needs of young women.

- Through projects in numerous States, CRA staff have provided training in gender-specific services and female development to members of State Advisory Groups, statewide planning committees, and various State and local juvenile justice practitioners.

Special Emphasis Division

In 1995, as part of the FY1995 OJJDP Program Plan, the Special Emphasis Division offered grant monies to local jurisdictions to develop specific programs for female offenders. The grant program, Comprehensive Community-Based Services for At-Risk Girls and Adjudicated Juvenile Female Offenders, was issued as part of the OJJDP SafeFutures Initiative (OJJDP 1996, p. 123).

Two grants were awarded under this program. The first went to a commission in Cook County, Illinois, to achieve specific goals. Among these were to assess the juvenile justice system in Cook County and the ways in which its components interact, develop a strategy to promote systemic change and a shift in attitudes about handling female juvenile offenders, assess alternative services available to adjudicated female juvenile offenders in Cook County, and design and implement policies and programming to meet the needs of young women (Doyle 1994, p. 18). The results of this grant included the design of a case management system and a continuum of care model for female offenders in the county, the design of a risk and needs assessment process for female offenders (developed for Cook County by the National Council on Crime and Delinquency), and improved linkages between government

agencies in Cook County that process young women in the juvenile justice system.

A grant was also awarded to the YWCA in the District of Columbia for the establishment of a delinquency prevention program for at-risk adolescent females or female juvenile offenders. The services provided by the program included family counseling, follow-up support to court referrals, and 24-hour onsite services supplemented by a crisis hotline.

Also in 1995, OJJDP granted funds to Girls Incorporated, a national girl-serving organization, to complete a publication on gender-specific services and to host a half-day workshop on the need for programs for female offenders. The result of this grant was a training workshop held in Washington, DC. The Girls Incorporated publication *Prevention and Parity: Girls in Juvenile Justice* contains information on the prevalence of young women in the juvenile justice system and the differential treatment they receive and an outline of the risk factors for female involvement in delinquency and promising approaches to the issue. This publication is available from the Girls Incorporated National Resource Center, 441 West Michigan Street, Indianapolis, IN 46202-3233 or by calling (317) 634-7546.

Training and Technical Assistance Division

In FY1996, OJJDP Program Plan, the OJJDP Training and Technical Assistance Division offered a three-year grant to continue the work being completed through other OJJDP divisions. Specifically, the Training and Technical Assistance Program to Promote Gender-Specific Programming for Female Juvenile Offenders and At-Risk Girls requested the following: development

and field testing of a generic curriculum aimed at decisionmakers in juvenile corrections and detention agencies, national advocacy groups, and community-based youth-serving agencies and organizations; inventory of female-specific programs and the preparation of a monograph suitable for national distribution; development and delivery of a technical assistance package designed to assist communities in developing gender-specific programming for juvenile female offenders; design and implementation of a targeted public education initiative; development and field testing of a generic curriculum for line staff delivering services to juvenile female offenders; and development and implementation of training-for-trainers on both generic training curricula (OJJDP 1996, p. 124). In early 1997, this grant was awarded to Greene, Peters, and Associates, 1018 16th Avenue North, Nashville, TN 37208, (615) 327-0329.

Other National Initiatives

Under the direction of OJJDP, the following training and technical assistance opportunities and activities have been conducted by various contractors and grantees. They represent a dedication to understanding and addressing the needs of the juvenile female offender.

American Correctional Association

As the result of a planning meeting between American Correctional Association (ACA) and OJJDP in August 1993, a decision was made that the ACA Juvenile Projects Division would sponsor a national conference on delinquent female offenders. The National Juvenile Female Offender Conference, entitled "A Time for Change," was held in November 1994 in Chicago,

Illinois, and was attended by approximately 100 participants from more than 30 States. Participants received training on female development and behavior and analysis of the delinquency patterns of juvenile female offenders. Five specific programs and three specific State approaches to the issue were also highlighted. This conference resulted in a publication containing written versions of each workshop presentation. 1994

Juvenile Female Offenders Conference: "A Time for Change" Monograph is available by contacting the ACA Juvenile Projects Division at 4380 Forbes Avenue, Lanham, MD 20706 or by calling (301) 918-1800 or (800) ACA-JOIN.

National Center for Juvenile Justice

In cooperation with OJJDP, the National Center for Juvenile Justice (the research division of the National Council of Juvenile and Family Court Judges) produced a statistical analysis of the offending patterns of juvenile females in the country's juvenile justice system. This OJJDP publication, *Female Offenders in the Juvenile Justice System: Statistics Summary*, was published in June 1996 and contains information on arrest trends, juvenile court processing of female offenders, and statistics on both short-term and long-term custody for this population. Some of the key findings of this study are included in the profile of the female offender presented earlier in this section. *Female Offenders in the Juvenile Justice System: Statistics Summary* is available through the Juvenile Justice Clearinghouse/NCJRS, P.O. Box 6000, Rockville, MD 20849-6000 or by calling (800) 638-8736. The document can also be ordered by sending an e-mail request to puborder@ncjrs.org.

National Institute of Corrections

Since 1995, the National Institute of Corrections (NIC) has sponsored annual training sessions for individuals working with juvenile female offenders. These week-long sessions have been designed to provide gender-specific developmental information on girls to practitioners from across the United States who are responsible for service delivery to this population. This training, designed by a team of consultants from State organizations, CRA and NIC, uses a combination of interactive and experiential training exercises, detailed lectures, structured planning activities, and personal reflection on gender values and beliefs to assist participants in examining their own gender biases and understanding how they affect service delivery. For more information on this training opportunity, contact Judith Blair, Correctional Program Specialist, National Institute of Corrections, 1960 Industrial Circle, Suite A, Longmont, CO 80501 or call (303) 682-0382.

OJJDP National Training and Technical Assistance Center

The National Training and Technical Assistance Center (The Center) is in the process of developing a gender-specific services Jurisdictional Technical Assistance Package that will be available to elected officials, practitioners, and citizen advocates. This document is designed to provide information on resources and strategies for service delivery systems and individual programs to meet the needs of juvenile female offenders. For more information on this Jurisdictional Technical Assistance Package, contact the OJJDP National Training and Technical Assistance Center, 309 West Clark Street, Champaign, IL 61820 or call (800) 830-4031.

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ADDRESSING FEMALE DEVELOPMENT IN TREATMENT

FEMALE PSYCHOLOGY AND THE STUDY OF DIFFERENCE

When creating or evaluating juvenile justice programs designed for young women, it is critical to begin with an understanding of female development and the specific issues that young women bring into the treatment setting. It is not enough for practitioners to provide services similar to ones provided to young men. It is also not enough for services to focus simply on traditional techniques for meeting the needs of young offenders. Young women present unique treatment issues that stem from their own processes of growing up and developing, and programs and services must reflect an understanding of these issues in order to be effective.

A discussion of the development needs of young women and how these needs are reflected in programming must take into consideration four basic assumptions (Maniglia 1996).

1. *Good Gender-Specific Services Begin with Good Services*

In order for a program to serve the needs of young women effectively, it must first have as its base solid programming techniques. Poor programming will never become good gender-specific programming simply by adding specific components designed to serve the unique needs of young women. Effective programs share many basics whoever their clientele may be. For instance, it is essential to have a well-trained and competent staff that is involved with and knowledgeable about the youth in the program. Programs should have effective

and ongoing evaluation mechanisms and focus on well-thought-out treatment approaches that have some basis in current adolescent development theory. In addition, they must use sensitive assessment techniques that take into consideration not only offense history but also issues of gender development. Programs must present youth with an atmosphere of highly structured activities with specific treatment goals. If these basics are in place, then a program can begin to address specific treatment components that may be affected by the gender of the clientele.

2. *Young Women Are Different from Young Men*

Psychological research continues to confirm that while there are similarities between the genders, there are also issues unique to the process of development in young women. Also, juvenile justice research reflects young women's patterns of offending, which are often different in scope and motivation from those of their male counterparts. Therefore, service providers must take these differences into account when designing specific components for treatment programs. The result of such consideration is sometimes substantially new and different approaches to traditional treatment modalities and sometimes only slight adaptations in content or approach.

3. *Equality Does Not Equal Sameness*

In juvenile justice programming, equality of service delivery is not simply about allowing young women access to services traditionally reserved for young

men. In fact, this falls far short of what is necessary. Young men and women must have sameness only in terms of the most basic requirements. For instance, equality might be reflected as sameness in the quality of line and administrative staff, in financial support of programming, and in the quality of physical structures. In the particulars of treatment, however, equality must be redefined to mean providing opportunities that mean the same to each gender. In this way, treatment services, while equal in quality, may appear very different depending on to who is receiving the service. When equality is redefined in this manner, it not only allows for the understanding of developmental differences but also legitimizes them as valuable indicators of the type of programming necessary.

4. *Services for Young Women Cannot Be Viewed in Isolation*

It has been said that “girls need to see their lives as a metaphor for the roles and experiences of women in the culture” (Pipher 1994). In other words, the specific needs presented by young women in juvenile justice treatment are very often issues that have their basis in society’s expectations of both girls and women. Therefore, part of effective juvenile justice treatment programming for young women is to recognize the connection between women’s role in society and societal barriers to women’s growth and development and the specific issues that need to be addressed in the treatment environment. However, recognition is not enough. Staff must learn to make young women aware of this connection so that they recognize their own treatment issues as being related to larger societal issues. When this is done effectively, it results in juvenile justice

treatment that operates on three levels: a level of individual change for the young woman in the program, a level of relational change between that young woman and those key individuals in her life, and a level of community change in which the young woman learns how to become an advocate for other young women with similar problems or needs (Maniglia and Albrecht 1995).

In order to develop programming that is gender-specific — that is, which takes into consideration the unique development needs of young women — service providers must be aware of these development issues and understand their specific implications for service delivery. In general terms, when developing a program for young women, the essential components must include meeting the unique needs of females, valuing the female perspective, honoring the female experience, celebrating the contributions of girls and women, and respecting female development. The goal is to empower girls and young women to reach their full human potential and to work toward changing established attitudes that prevent or discourage girls and young women from recognizing their potential (Cheltenham 1993, p. 11).

Gender-specific programming must also provide services designed to intervene comprehensively in a young woman’s life. In their report *How Schools Shortchange Girls*, the American Association of University Women and the National Education Association provide criteria for gender-fair curricula. These same standards can easily be applied to gender-specific programs and service delivery systems. To be appropriate for young women, these services should acknowledge and affirm similarities and differences among and within groups of people; be inclusive,

allowing females and males to find and identify positively with the messages and expectations themselves; be designed around statistical data and developmental research that is verifiable and able to withstand critical analysis; be affirmative, acknowledging and valuing the worth of individuals, no matter what their backgrounds or offense histories; be representative in staff and approach, balancing multiple perspectives including those of race, gender, and ethnic background, and emphasizing staff training at all levels; and be integrated, weaving together the experiences, needs, and interests of both males and females in ways that serve each most effectively and appropriately (AAUW 1992, p. 64).

Beyond these general principles, it is critical to recognize the specific development issues research has identified as being critical for young women. Each of these issues has specific implications for the development of appropriate programming.

SELF-ESTEEM AND YOUNG WOMEN

“At the buried core of women’s identity is a distinct and vital self, first articulated in childhood, a root identity that gets cut off in the process of growing up female” (Hancock 1989, p. 3). Emily Hancock is describing the phenomenon that has come to be associated with the developmental process in the adolescent female. It is this process by which a self-assured, confident child grows into a self-conscious, insecure teenager, often in what seems like an overnight transformation and much to the dismay of parents and teachers. It has been titled the “loss of voice,” “the confidence gap,” or “hitting the wall,” and it is pivotal to an understanding of the unique experience of female development. Although early

childhood experiences for young women vary according to family background, cultural heritage, and neighborhood environment, women often tell a consistent story about what characteristics defined their personalities in childhood. Consider this description of a young woman between the ages of 8–10:

They speak of this girl as one who pulls on her blue jeans, packs her own lunch, and gets on her bike to ride to her best friend’s house to build a fort or a tree house It is at this age that a girl gets her first wristwatch, sets her own alarm clock, and chooses her own clothes. A superb organizer, she is likely to have her own collection of stamps, stones, shells, or snakeskins She is likely to be a sharp-shooter and ballet-dancer, spelling champion and botanist, applauded for being both smart and strong. She is a mistress of excellence. Even if her circumstances are wanting, a girl this age can aspire to far-reaching objectives in her imagination — a new and private inner realm no one else is privy to . . . her ambitions are boundless . . . contradictions do not deter her: future archeologist and rancher, she will tend the flock by day and watch the stars by night . . . would be oceanographer, explorer, astronaut . . . her goals are not subject to criticism; her choices do not yet include losses; only later will one choice preclude another. She can think, she can plan, she can do! (Hancock 1989, pp. 7–9).

Even though the specifics of the experience are different for each woman, it is surprising how universal the general picture of the secure young woman is for many women despite their very different circumstances. This confident young

woman is sometimes called a young woman's authentic self, and it allows her not only to see her future but to have faith in her thoughts and opinions. "Straight talkers, they are able to speak their minds directly . . . able to speak their minds with all of their hearts" (Debold, Wilson, and Malave 1993, p. 13).

According to psychologists, the loss of self-esteem is nothing more than the natural process of growing up female and realizing that what was once respected and adored is no longer tolerated or accepted. This realization causes many young women to make dramatic changes in their self-images and their behavior. Carol Gilligan, a Harvard researcher, has called this process "hitting the wall," which is made of blocks containing all the negative messages young women receive from society about their bodies, their minds, and their worth. Through this process, they begin to recognize that the world functions in terms of power dynamics and that it is women who do not possess the power (Debold, Wilson, and Malave 1993, p. 14).

As this realization process begins internally, expectations of females from outsiders change also. "Upon entering the teenage years, the girl is no longer afforded the tolerance which she may previously have experienced in being just herself, but now has to begin to assume the responsibilities and rights of adulthood" (Llewelyn and Osborne 1990, p. 30). For the adolescent female, becoming an adult means becoming an adult woman and thus taking on the expected characteristics of womanhood.

Response to this external pressure to conform tends to reflect one of three patterns that are related to culture. Initial research done by Gilligan and Lyn Mikel Brown discovered that Anglo young women,

particularly those who were middle or upper middle class, responded by losing their voice or their confidence in their own thoughts and opinions. These young women became withdrawn and silent, especially in the school environment (Gilligan and Brown 1992, p. 5). Later studies by several researchers began to discover an alternative to the loss of voice, one in fact where the voice became the pivotal form of resistance. In later research, Gilligan, Taylor, and Sullivan (1996) found evidence of one of the most prevalent resistance for survival strategies in their *Understanding Adolescence Study*. According to their findings, low-income Anglo and African-American young women did not experience the same pressure to conform to society's standards of femininity as middle- and upper-class Anglo young women. In fact, these young women could often clearly articulate their belief in a woman's right to speak up for herself, which seems to be contrary to the popular notion of the loss of voice. In fact, it is often the "mouthy" young women who are expressing their very resistance to cultural norms.

In "A Belief in Self Far Greater Than Anyone's Disbelief," Robinson and Ward define the resistance found in African-American girls as often taking two forms: resistance for liberation and resistance for survival (1991, p. 89). Although it is defined in that context as being an African-American phenomenon, the patterns of resistance may also be true for young women of other ethnic backgrounds. The behaviors associated with resistance for survival are often self-destructive and lead to negative consequences, whereas the behaviors of resistance for liberation serve a higher purpose of freeing a race from harmful cultural norms. These young women soon realize that speaking up for oneself carries a risk, often resulting in

negative feedback from teachers and school officials. Thus the resistance strategy of mouthing off to keep from being silenced or to rebel against the perception of an unfair school setting is really a survival technique rather than a liberating tool. Robinson and Ward stress that this type of behavior must be adapted to truly benefit the young woman and other young women. It is their view that one must recognize the loud nature of these girls as a tool for resistance and then teach them more effective and organized ways of engaging in the same behavior, such as forming an advocacy group for change within the school.

In her article “Those Loud Black Girls” (1993), Signithia Fordham explores another common resistance for survival strategy. Fordham reinforces the notion that African-American young women often show resistance to accepting the Anglo norm of femininity by being loud or by asserting themselves through their voices. Yet again this behavior leads to negative school experiences, and these young women soon find out that it is the quiet ones who do well in the academy. For many of this population, this can lead to a process of “passing for white” or adopting this submissive behavior in order to become successful in the classroom. Robinson and Ward call this process *cultural disassociation* and see it as a survival strategy rather than a tool for liberation. “Cultural disassociation through psychological separation is essentially a posture of subordination, one that places her healthy racial and individual identity development at risk and leaves her vulnerable to the destructive effects of emotional isolation and self-alienation” (1991, p. 91). Again, in order to move to a resistance of liberation, this young woman needs to be shown how to recognize negative distortions of her own culture and

how to move beyond allowing these distortions to shape her identity.

Finally, Gilligan, Taylor, and Sullivan also discovered that the strategy of being vocally aggressive is often not employed for Latina, Portuguese, and perhaps Asian young women. To these young women, “being a good woman centers on maintaining loyalty to their families and adhering to cultural and familial restrictions” (1996, p. 41). Therefore, these young women often “self-silence” or even struggle with the conflict between speaking their native language as spoken in their homes and speaking English, which allows them to associate with the larger society. Thus cultural disassociation may be an issue if being a true American is seen as necessitating separation from one’s home culture in terms of dress, accent, language, and customs.

Juvenile justice practitioners must recognize the effects of this loss of self-esteem in the young women they serve so that they are able to develop effective treatment modalities to encourage strength in their clients. Furthermore, it is critical for staff to recognize the differences presented by culture and socioeconomic background, as this will enable them to assist young women in either developing their self-confidence through the exercise of their voices or to learn practical ways to resist social pressures in a manner that is liberating.

PHYSICAL CHANGES AND EXTERNAL PRESSURES

It is important to note that the internal and external psychological process described above happens at the same time a young woman is changing physically. In a way, it is her own physical body that betrays

her and forces her to join the world of women. After all, the physical passage into womanhood is not a voluntary act, and it carries with it new experiences and responses from those on the outside. Whereas before she might have been welcome at neighborhood football games, the development of breasts causes the young men to see and respond to her differently.

Her body, which has been a place in which she fully lived and roamed freely, becomes curved and awkward, and menstruation brings new issues such as cramps and bleeding with which to contend (Maniglia and Albrecht 1995).

The young woman also becomes more aware of how her physical state measures up or does not meet society's standards of beauty. "Girls become looked at, objects of beauty (or not), models for idealized or fantasized relationships" (Debold, Wilson and Malave 1993, p. 14). Less attractive young women often judge themselves as not worthy of positive relationships and friends. They make poor decisions sometimes in an attempt to feel wanted or accepted for their physical bodies. This is particularly true for young women who have experienced sexual abuse as children and so carry into adolescence confused feelings and thoughts about the purposes of their **physical** bodies. Therefore, issues around the acceptance of their **physical** bodies become treatment issues for staff at all levels of the juvenile justice system as they speak to a young women's basic identity and self-esteem.

Unfortunately, attractive girls do not fare much better, as their self-image can easily become entirely connected to their physical appearance and the response it draws from those around them. Society creates negative stereotypes about beautiful women, and so pretty young women may struggle to be

recognized for their intellectual capacity. Relationships with teenage boys are often tainted by the tendency to see attractive girls as only sexual objects or trophies. The world seems less safe and secure as these young girls are often faced with sexual harassment before they know how to respond or before they have developed their own strong sense of identity (Maniglia and Albrecht 1995).

These external pressures influence many young women to develop harmful eating patterns such as anorexia or bulimia and lead many others to simply develop a lifelong negative self-image (Llewelyn and Osborne 1990, p. 34). However, there are also many young women who never develop eating disorders and yet struggle with their physical self-image. Cultural standards of beauty vary, and the pressure on young women to meet a particular cultural standard can be just as harmful as trying to achieve society's generic standard of beauty. As Simone de Beauvoir said, [to lose confidence in one's body is to lose confidence in oneself] (quoted in Pipher 1994, p. 57). The pressure to conform to certain physical standards may keep many young women from using their talent or reaching their full potential.

These young women are not found just in the general population, but often appear in the juvenile justice system. Therefore, it is critical that treatment staff understand these key issues and are equipped to assist young women in dealing with them appropriately. For many young women, finding an effective solution to a negative self-image may be the key to making improvements in her harmful or destructive behavior. Therefore, the following strategies might be considered:

- Creation of structured groups, led by adult staff, that address issues of body image and society's perceptions of beauty.
- Creation of programs to teach young women about the details of how their bodies function, particularly in relation to critical female specific issues such as menstruation and pregnancy. This type of knowledge can create ownership for young women over their physical bodies.
- Creation of structured group or individual therapy opportunities for young women to address specific body-related issues such as eating disorders, sexual abuse, and sexual identity issues.
- Creation of opportunities for young women to practice advocacy around issues of societal pressure. Examples might be writing letters to the editors of magazines or newspapers, identifying and discussing particular media images and then responding to them, and contacting advertisers to express pleasure or displeasure at their methods of portraying young women.

MITIGATING FACTORS TO THE LOSS OF SELF-ESTEEM

Although research paints a rather bleak picture of the adolescent years for young women, it should be noted that there seem to be mitigating factors to this loss of self-esteem. In research done by Michael Resnick, Director of Research at the University of Minnesota Adolescent Health Program, four factors have been identified as key for an adolescent to weather attacks on self-esteem (Flansburg 1991, p. 4). While they apply to all adolescents, they have particular implications for young

women when taken with other information known about the female developmental process. Therefore, it becomes the responsibility of the juvenile justice system to build these issues into its established treatment programs for young women.

The first key factor is a connection to at least one adult in a nonexploitive relationship (Flansburg 1991, p. 4). It has been said that relationships are the glue that hold young women's lives together. As Jean Baker Miller explains,

“We all begin life deeply attached to the people around us. Men, or boys, are encouraged to move out of this state . . . in which they and their fate are intimately intertwined in the lives and fates of other people. Boys are rewarded for developing other aspects of themselves . . . [that] begin to displace some of the importance of affiliations. There is no question that women develop and change too. In an inner way, however, the development does not displace the value accorded attachments to others. The suggestion is that the parameters of the female's development are not the same as the male's and that the same terms do not apply” (1976, p. 86).

The implication of Baker Miller's statement is that the importance young women place on their relationships often means that service providers have to redefine their basic models of treatment. While it is in the context of a relationship with an adult treatment provider that many young women begin their process of healing and make necessary behavioral changes, the juvenile justice system has historically down-played the role of the adult treatment provider while encouraging the use of peer-based methodologies (Maniglia 1996, p. 98; Maniglia and Albrecht 1995). This

critical role for the adult significantly alters the role that staff will play in juvenile justice programs, because in order to build professional, yet personal, relationships with young women, staff need to be open to ongoing dialogue (Maniglia and Albrecht 1995).

A young woman's need for positive relationships also affects her very sense of justice. Typically, young women will place their relationships with others above abstract rules or regulations under which they may find themselves (Gilligan 1982, p. 73). For instance, a young woman on probation will often violate a rule about curfew because she is "needed" or even wanted by a friend, a parent, her child, or a boyfriend. In her mind, she is simply weighing the overall value of a relationship versus an abstract rule placed on her by someone else. When her probation officer responds with questions and concerns about "breaking the rules" and "suffering the consequences," what he or she may not realize is that it is rule and regulation language they are using. This type of dialogue can mean very little to a young woman who feels she has made the correct choice by valuing and, therefore, being loyal to the relationship. It is only when the probation officer or another key treatment provider has a relationship with the young woman and speaks in a language that reflects this relationship — "I know it isn't easy to see that curfew is important, but I have confidence in your ability to make good choices. I am depending on you and have told others I believe you can do this" — that the choice the girl is faced with becomes more difficult as she is forced to balance one relationship against another (Maniglia 1996, p. 98; Maniglia and Albrecht 1995).

Finally, the role relationships play in the lives of young women means that service

providers must reevaluate what is meant by achieving self-sufficiency and independence. Because of the role relationships play in their lives, young women often see achievement and independence as being synonymous with isolation. Many young women know firsthand that accomplishment in school and in a program often mean jealousy from one's peer or cultural group, and this envy can result in separation and isolation. Furthermore, especially in juvenile justice, the goal of program accomplishment is appropriate social behavior and a healthy dose of self-sufficiency.

The second mitigating factor identified by Resnick is achieving a certain measure of school success (Flansburg 1991, p. 4). For young women this means confronting the environment of gender bias that still exists in many public schools today. It also means being willing to modify traditional juvenile justice school programs to reflect the specific needs of young women. Young women need to see themselves reflected in the materials they study, and in classroom discussions. They need to be encouraged to pursue nontraditional subject matters such as, math, science, and engineering, and need to be allowed to do so in an atmosphere of respect (AAUW 1992; Sadker and Sadker 1994). Classroom teachers and others need to make sure that classroom techniques and teaching methodologies reflect what is known about the relational, in-context learning styles of young women (Belenky et al. 1986). Finally, attention needs to be paid to creating an atmosphere free of sexual bantering and harassment where clear policies exist and enforcement is consistent (AAUW 1993).

Resnick identifies having a personal form of spiritual connectedness as the third mitigating factor (Flansburg 1991, p. 4).

Young women need to be involved spiritually, either through contact with organized religion or through other activities that encourage them to develop spiritually. Specifically, for young women placed away from their families and those in long-term secure placements, practitioners need to discover ways to encourage this spiritual connectedness through formal and informal programming. For example, formal programming would allow young women opportunities to participate in worship services of their choice while informal programming would provide alternative forms of spirituality such as gardening, keeping a journal, or meditating (Maniglia and Albrecht 1995).

Finally, the fourth mitigating factor identified by Resnick is living in a family environment where there are low levels of family stress (Flansburg 1991, p. 4). Although this is not usually possible for the young women who come to the attention of the juvenile justice system, it does stress the importance of programming that works with the entire family and not just the individual offender.

In order to incorporate the four mitigating factors mentioned above into juvenile justice treatment programming, it is critical that practitioners educate themselves on the special implications these issues have for young women. Strategies to consider are the following:

An effort should be made to design case management and probation systems so that one practitioner can be responsible for one young woman for long periods of time. This will increase the chances of the young woman forming a meaningful relationship with her treatment provider and thus achieving a greater degree of success in the program.

- When assigning mentors or key treatment staff in residential settings, it is critical that there exist enough flexibility to allow for the formation of meaningful relationships. In other words, young women need a variety of staff options so that they can identify staff with whom they can bond, both personally and culturally.
- Whenever possible, programming needs to include the family, so that these critical relationships can be part of the treatment process rather than happening peripherally to it. Special attention should be paid to the dynamics of the mother-daughter relationship.
- Juvenile justice practitioners serving young women who are enrolled in public or alternative schools need to function as advocates for these young women within the school system, particularly around issues of gender bias and appropriate teaching methodologies. Practitioners who operate their own school environments must strive to make these environments as gender fair as possible. (See the resource section in the appendixes for suggested resources.)
- Practitioners need to create varied opportunities for spiritual connectedness for young women. These might include gardening activities, scheduled times for quiet reflection, keeping a journal, art therapy, daily sessions where young women can discuss their feelings, fears or hopes, and so forth.

A FEMALE-BASED CONTINUUM OF CARE MODEL

Taking into consideration all the issues addressed above, it is the development of a

complete continuum of care for young women involved in the juvenile justice system that is the most effective way of meeting their individual service delivery needs and of eliminating gender bias from within the system. When the entire range of services is available for young women and when each individual program is developed with the young women's critical needs in mind, the system is more likely to be able to provide appropriate and effective placements, no matter what a young woman's level of involvement.

The following continuum model, adapted from one developed in 1993 by the Florida Female Initiative, a statewide group addressing the needs of juvenile female offenders, is put forth as an example. Although such a continuum must contain the following programmatic stages, it is possible, of course, for stages to be combined into one type of justice program. For instance, an effective probation program may address some of the early intervention and diversion issues, and some of the juvenile justice interventions.

Basic Principles

1. Whenever possible, young women should be treated in the least restrictive programming environment, considering both treatment needs and concerns for public safety.
2. Whenever possible, young women should be treated in program environments that are close to their homes. This ensures maintenance of key family relationships, including female offenders' relationships with their own children, and allows for more effective transitional services.
3. All treatment programs in the continuum should focus on treatment modalities based on or consistent with specific principles of female development. Furthermore, they should all stress the role of the relationship between staff and young women and contain elements of societal advocacy.
4. Whenever possible, treatment programs at all levels of the continuum should be prepared to address the unique needs of parenting and pregnant young women.
5. Whenever possible, programs and/or individual treatment components should be single gender or all female. When coed services are provided, an effort should be made to keep the number of young women and the number of young men equal.

Elements of a Female Continuum

1. **Prevention Services**, including programs or services that provide effective prenatal care for all pregnant young women; examine the nature and structure of the family; seek to prevent domestic violence and child sexual and physical abuse; offer early childhood education, particularly for at-risk girls; offer comprehensive health and sexuality information to young women in a single-gender setting; focus on career development and life skills, particularly in nontraditional female careers; strive to create a gender-equal school environment; and address the need for effective parenting skills for both mother and father.
2. **Early Intervention and Diversion Services**, including programs or services that offer gender-specific counseling, especially around issues of abuse; offer

remedial or tutorial education in the context of young women's specific learning styles; offer early substance abuse intervention and education; offer pregnancy assistance and prevention services specifically addressing both economic and emotional issues; confront family violence issues such as domestic violence and child sexual and physical abuse; provide for effective intake and assessment procedures that address the specific risks and needs of young women; provide for case management systems that allow, whenever possible, for specially trained individuals to handle all female caseloads and to maintain their involvement as the young woman moves throughout the juvenile justice system; offer family-based wraparound services; offer alternative family placements such as all-female group homes and foster care, where foster care parents have received specialized training in female development; offer a range of nonresidential treatment options, such as all-female day treatment programs with a family intervention component, after school and weekend intervention and community service programs, and all-female probation groups to address issues such as substance abuse, societal pressures, relationship violence, and so forth; and offer shelter care and respite residential care for short-term crisis intervention, particularly for young women who have run away from home or who have involvement in other status offenses.

3. **Juvenile Justice Intervention Services**, including programs and services such as all-female group treatment homes; specialized group treatment homes for pregnant or parenting young women; all-female, staff-secure halfway houses

or other small, residential models for young women adjudicated delinquent; all-female, short-term, secure residential treatment facilities for more serious offenders; all-female, longer-term, secure residential treatment facilities that offer a full range of treatment services; transitional programs and services that take into account relational and service issues; and aftercare and parole services designed to effectively reintegrate young women into the community.

In its ideal model, this continuum functions as a circle rather than as a linear process, allowing young women reentering the community from the last intervention to access services near the beginning of the continuum in order to effectively reintegrate into society.

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INDIVIDUAL STATE APPROACHES

STATE STATISTICAL SUMMARIES

The States in Tables 1–4 were identified by Community Research Associates (CRA) as having developed unique approaches to addressing the needs of female juvenile offenders within their State juvenile justice systems. They do not represent all States that have chosen to address gender-specific services. States were chosen based on their participation in Challenge Activity E of the JJDP Act (up to FY 1997). There is, however, one notable exception to this categorization. The State of Oregon has been included in this document without participating directly in Challenge Activity E. The State of Oregon has chosen to use Challenge Activity funds to address community-based alternatives to incarceration for female juvenile offenders under Challenge Activity A. Moreover, Oregon has directed its Formula Grant funds toward gender-specific programming in its juvenile justice system. The examples presented here are programs that States have chosen to initiate; they are not presented as

evaluated models to be followed. However, they do represent States that are trying to reduce gender bias in the juvenile justice system and in doing so have used funding from OJJDP.

Individual State information is provided in the next section as descriptive accounts of approaches to addressing the service delivery needs of this population. State system descriptions, statistical data on young women, and demographic information are provided when possible, in an attempt to give a context in which to place the individual State approach. In most cases, the reader should contact the State Juvenile Justice Specialist for additional information.

Although it is nearly impossible to make comparisons across States for most of the demographic and juvenile offense data available regarding young women, an attempt has been made to provide a summary of available data for the States highlighted here.

**Table 1. TEEN BIRTH RATE FOR YOUNG WOMEN AGES 15-17,
1985 AND 1995**

	1985 Birth Rate (births per 1,000 females)	1995 Birth Rate (births per 1,000 females)	1995 National Rank
California	31	43	40
Colorado	27	33	29
Connecticut	19	27	16
Delaware	33	39	34
District of Columbia	53	78	51
Florida	37	40	37
Hawaii	23	28	19
Illinois	32	38	33
Iowa	19	22	7
Maine	22	19	4
Maryland	29	32	28
Massachusetts	17	22	7
Michigan	26	30	22
Minnesota	16	19	4
Mississippi	54	58	50
Missouri	32	33	29
New Jersey	21	24	12
New York	22	28	19
Ohio	29	33	29
Oklahoma	42	39	34
Oregon	23	30	22
Pennsylvania	25	26	15
Rhode Island	21	27	16
Utah	27	25	13
Wisconsin	22	23	10

Source: *KIDS COUNT Online Data Service*, Annie E. Casey Foundation (1998)

Table 2. TEEN HIGH SCHOOL DROPOUT RATES FOR YOUTH AGES 16–19, 1985 AND 1995

	1985 Dropout Rate (%)	1995 Dropout Rate (%)	1995 National Rank
California	11	10	31
Colorado	8	10	31
Connecticut	9	3	1
Delaware	10	8	16
District of Columbia	14	11	36
Florida	15	13	45
Hawaii	5	4	2
Illinois	9	9	22
Iowa	6	5	5
Maine	10	6	6
Maryland	8	9	22
Massachusetts	8	7	11
Michigan	9	8	16
Minnesota	5	7	11
Mississippi	12	11	36
Missouri	8	12	41
New Jersey	7	6	6
New York	9	9	22
Ohio	7	8	16
Oklahoma	11	9	22
Oregon	9	11	36
Pennsylvania	7	9	22
Rhode Island	15	10	31
Utah	10	8	16
Wisconsin	8	4	2

Source: *KIDS COUNT Online Data Service*, Annie E. Casey Foundation (1998)

Table 3. CHILDREN IN POVERTY, 1995

	Children in Families with Incomes Below 50% of Poverty Level (%)	Children Under Age 13 in Working-Poor Families ^a (%)
California	8	17
Colorado	5	17
Connecticut	7	14
Delaware	5	21
District of Columbia	23	24
Florida	12	24
Hawaii	2	17
Illinois	10	17
Iowa	5	25
Maine	6	22
Maryland	7	17
Massachusetts	6	11
Michigan	9	18
Minnesota	5	19
Mississippi	17	35
Missouri	8	25
New Jersey	7	11
New York	12	15
Ohio	10	18
Oklahoma	12	29
Oregon	7	24
Pennsylvania	8	14
Rhode Island	6	17
Utah	3	17
Wisconsin	4	21

Source: *KIDS COUNT Online Data Service*, Annie E. Casey Foundation (1998)

Note^a: families where at least one parent is working 50 or more hours a week
and the annual income is below the poverty level

Table 4. STATE DETENTION AND COMMITMENT ADMISSIONS OF JUVENILE FEMALES, 1994

Total Number of Facilities	Number of Females Admitted To Detention	Admissions That Were Female (%)	Number of Females Committed	Commitments That Were Female (%)
California (103)	16,404	14	2,610	7
Colorado (9)	3,209	18	37	5
Connecticut (4)	704	24	81	17
Delaware (3)	179	15	0	0
District of Columbia (4)	139	12	2	1
Florida (49)	5,554	14	301	9
Hawaii (2)	512	37	34	15
Illinois (19)	1,713	11	378	8
Iowa (13)	1,087	26	121	19
Maine (1)	230	14	29	12
Maryland (13)	1,101	15	57	9
Massachusetts (10)	287	13	9	2
Michigan (43)	2,847	20	312	20
Minnesota (18)	1,703	19	319	12
Mississippi (9)	1,341	37	186	10
Missouri (45)	2,048	22	354	16
New Jersey (46)	1,803	14	254	10
New York (65)	2,054	17	773	15
Ohio (62)	10,257	23	1,644	17
Oklahoma (16)	1,071	23	45	9
Oregon (13)	1,023	18	120	6
Pennsylvania (34)	2,003	13	650	9
Rhode Island (1)	158	25	22	12
Utah (16)	1,668	20	174	9
Wisconsin (13)	3,613	22	127	9

Source: *Juvenile Detention and Commitment Admissions to Public Facilities by STATE 1994*, National Center for Juvenile Justice. Snyder, Howard N. (1998)

INDIVIDUAL STATE APPROACHES

CALIFORNIA

State Demographics

In 1996, California's youth population under age 18 was approximately 8,866,400 (Casey Foundation 1998).

Of the State's children, approximately 8 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 17 percent of California's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

California ranked 40th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 43 births per 1,000 young women ages 15–17. This was up from 31 births per 1,000 young women in 1985 (Casey Foundation 1998).

Overview of the Juvenile Justice System

The focal point of the juvenile justice system in California is the county probation departments, which are operated by each of the 58 counties in the State. The juvenile court in each county is located within the County Superior Court system and places most of the newly petitioned juvenile delinquency cases under probation supervision (California Office of Criminal Justice Planning 1994, pp. 1–2).

The California Youth Authority (YA) is the State juvenile correctional agency. The YA's legislative mandate is to protect the public while providing a full range of services to the juvenile offenders in the State. Among the services provided by the YA are 10 juvenile institutions, 4 juvenile camps, 22 parole officers, and a variety of prevention and early intervention programs (California Office of Criminal Justice Planning 1994, p. 2).

The Formula Grants Program in the State is operated out of the Office of Criminal Justice Planning.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in California. Note that the juvenile crime analysis provided in California's three-year comprehensive State plan for 1994–96 does not provide data divided by gender.

- In 1992, young women represented 14 percent (17,698) of the youth admitted to detention and 6 percent (2,964) of the youth committed (Poe-Yamagata and Butts 1996, p. 19).

Approach to Female Offenders

At the direction of California's Juvenile Justice State Advisory Group, a research report was conducted on gender bias in the California juvenile justice system. The report includes a field survey, a literature and policy review, and information on focus groups. This report will be used as a resource for developing new juvenile justice and delinquency prevention programs. The

report is completed and will be available for review in the fall of 1998.

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COLORADO

State Demographics

In 1996, Colorado's youth population under age 18 was approximately 997,900 (Casey Foundation 1998). In 1993, the State had an estimated 216,763 (25.2 percent) minority youth population under age 18 and an estimated 51,202 (8.4 percent) youth population between the ages of 5 and 17 who did not speak English in the home (Colorado Division of Criminal Justice 1994, p. 17).

Of the State's children, approximately 12 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 5 percent of Colorado's children were living in extreme poverty (Casey Foundation 1998).

Colorado ranked 29th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 33 births per 1,000 young women ages 10–17. This was up from 27 births per 1,000 young women in 1985 (Casey Foundation 1998).

Colorado's dropout rate for 1996–97 was 3.6 percent. The dropout rate for 1996–97 for females was 3.2 percent (5,197 students) as compared with 3.9 percent (6,770 students) for males. The graduation rate for 1997 for young women was 81.9 percent (17,492 students) as compared with 75.3 percent (16,739 students) for young men. This rate includes students graduating from public school and the State's 53 alternative and second chance high schools (Colorado Department of Education 1998).

Overview of the Juvenile Justice System

Colorado's juvenile justice system is decentralized, except for the operation of most of its detention centers and long-term commitment facilities (Colorado Division of Criminal Justice 1994, p. 1). Each of the 22 judicial districts has district and county courts funded by the State. With the exception of Denver, juvenile courts are a division of the district court, and probation services are provided in all 22 judicial districts in the State as part of the Judicial Department. Further, the State Division of Youth Corrections, part of the Department

of Human Services, provides secure detention services to juveniles taken into temporary custody, and training schools for committed youth (Colorado Division of Criminal Justice 1994, pp. 3–4).

The Formula Grants Program for the State is housed in the Division of Criminal Justice.

Colorado is also home to the Youthful Offender System (YOS), operated by the Department of Corrections. Opened in February 1994, YOS is intended for serious juvenile offenders (those youth that have committed class 4, 5, and 6 felonies) who have been directly filed in the district courts as adults. Juveniles are sentenced to YOS for a determinate period of not less than one year or more than five years followed by a mandatory one-year period of parole supervision. Successful completion of the YOS sentence fulfills the requirements of the Department of Correction's sentence. However, youth returned to the district court for revocation face their original adult sentences (Colorado Division of Criminal Justice 1994, p. 4–5).

Finally, in 1991, the Colorado legislature passed Senate Bill 1994 (SB 94) to address the issue of overcrowding of detention and institutional facilities in the State's juvenile justice system. This program authorized the funding of community-based alternatives to incarceration programs for juvenile offenders. Judicial districts participating must have separate SB 94 committees and

must submit annual plans outlining funding goals to the Division of Youth Corrections (Colorado Division of Criminal Justice 1994, p. 14). Since 1995, these plans have been specifically required to address the needs of adolescent female offenders.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Colorado:

- In 1992, approximately 202 young women were arrested for violent offenses such as murder, rape, and aggravated assault. Three young women were arrested for murder in 1992, down from five in 1991 (Colorado Division of Criminal Justice 1994, Appendix E).
- In 1990, approximately 8.1 percent of young women surveyed reported carrying a weapon to school in the previous 30 days. This is in comparison with 19.6 percent of young men (Colorado Division of Criminal Justice 1994, Appendix E).
- In 1997, young women represented 20 percent (2,927) of youth admitted to detention and 9.1 percent (69) of youth committed (Colorado Department of Public Safety, 1998).

Table 5. COLORADO TOP 10 FEMALE OFFENSES (ARREST STATISTICS), 1992

Colorado Offense	Number	Percent
Larceny — theft	4,370	28
Runaway	2,524	16
All other — non-traffic	2,495	18
Liquor laws	1,265	8
Curfew and loitering	1,184	7.6
Other assaults	1,164	7
Disorderly conduct	939	6
Vandalism	330	2
Motor vehicle theft	245	1.5
Aggravated assault	199	1.2

Source: Colorado Division of Criminal Justice (1994)

Approach to Female Offenders

In 1995, using monies secured through the OJJDP's Challenge Activity Program, the Colorado Division of Criminal Justice established a statewide committee to examine the needs of at-risk young women and those young women already involved in the juvenile justice system. Functioning as a subcommittee of the Colorado Juvenile Justice and Delinquency Prevention Council, Girls E.T.C. (Equitable Treatment Coalition) meets on a bimonthly basis and consists of practitioners from across the State who are involved or interested in programming specifically for female offenders. After several months of planning, the coalition developed a four-pronged approach to addressing the unique needs of young women in the State's juvenile justice system:

Public Education. The coalition has developed a general brochure describing the need for and substance of gender-specific services for young women. Several individual handouts have been developed that highlight specific resources and/or information of

interest to those within the juvenile justice system. These include a summary of strategies for successful programs, a national resource list, a fact sheet, and a resource bibliography.

- **Directory of State Services and Programs.** The coalition has distributed a program profile designed to collect information on individual programs throughout the State that are serving young women. It is anticipated that this information will be compiled into a program directory, which will be available to all practitioners and juvenile justice professionals in the State.
- **Training at Professional Events.** While initially intending to host a statewide conference, the coalition recognized that the best way to reach the greatest number of people was to attempt to get gender on the agenda of every professional conference in the State. This training was provided through a separate contract with CRA and was conducted at more than six statewide juvenile justice conferences and for the staffs of several individual programs.

- **Regional Trainings.** The coalition also planned and hosted six regional training workshops designed to reach local juvenile justice practitioners in their home communities. Held in Denver, Pueblo, Alamosa, Fort Collins, and Grand Junction, these one-day sessions contained a half day of training on gender-specific services and a half day of organized planning around meeting the needs of adolescent female offenders. The training was again provided through a contract with CRA. It is estimated that more than 600 practitioners were trained during these sessions.

Pre and posttests were administered at these trainings to evaluate the impact the training had on both attitudes and program efforts. A separate report on the findings is being prepared by the Division of Criminal Justice's Research Unit (Colorado Division of Criminal Justice 1995, p. 1).

Through additional Challenge Activity funding, the State awarded a separate contract to provide additional training and onsite technical assistance to local programs throughout the State. Programs wishing to apply for such assistance need to show community support and a plan of action for program development. Finally, the coalition will also begin discussion on the development of a legislative policy to ensure equity in funding for programs to serve young women.

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CONNECTICUT

State Demographics

In 1996, Connecticut's youth population under age 18 was approximately 798,000 (Casey Foundation 1998).

Of the State's children, approximately 7 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in

1995, approximately 14 percent of Connecticut's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

Connecticut ranked 16th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 27 births per 1,000 young women ages 15–17. This was up from 19 births per 1,000 young women in 1985 (Casey Foundation 1998).

Overview of the Juvenile Justice System

The Supreme Court, Appellate Court, Superior Court, and Probate Court make up Connecticut's judicial system. The Governor nominates and the legislature appoints all judges for the Supreme, Appellate, and Superior Courts. The Superior Court is the State's sole court of general jurisdiction and handles criminal, civil, family, and housing issues (Connecticut Office of Policy and Management 1994, p. 6).

In Connecticut, the Superior Court for Juvenile Matters has jurisdiction over all cases concerning the behavior and custody of uncared for, neglected and dependent, and delinquent youth under age 16 within the State (Connecticut Office of Policy and Management 1994, p. 4). In delinquency matters, the State's juvenile prosecutors handle the most serious and contested cases. These juvenile prosecutors work in the Division of Criminal Justice. The Judicial Branch oversees juvenile probation, while the State Department of Children and Families (DCF) is responsible for providing appropriate residential treatment services for

juvenile offenders. Connecticut has only one State-run residential facility for delinquent children, the Long Lane School, and youth not placed at the Long Lane School are supervised by DCF's parole services (Connecticut Office of Policy and Management 1994, p. 9).

The Formula Grants Program is housed within the State Office of Policy and Management, Policy Development and Planning Division.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Connecticut:

- In 1992, young women represented 22 percent (668) of the youth admitted to detention and 21 percent (97) of the youth committed (Poe-Yamagata and Butts 1996, p. 19).
- In 1992–93, young women represented 30 percent (2,950) of all the juvenile cases referred to Superior Court, Family Division. This was up from 28 percent (2,777) in 1991–92 (Connecticut Office of Policy and Management 1994, p. 25).
- Also in 1992–93, young women represented 25 percent (1,646) of all juveniles referred to Superior Court, Family Division for delinquency and 13 percent (139) of the juveniles referred for serious juvenile offenses (Connecticut Office of Policy and Management 1994, p. 25).
- In 1993, young women accounted for 28 percent (1,138) of all part one offenses in the State and 26 percent

(3,804) of all part two offenses (Connecticut Office of Policy and Management 1994).

- Specifically, in 1993, young women accounted for 22 percent (151) of all juveniles involved in violent offenses such as murder, manslaughter, forcible

rape, robbery, and aggravated assault. They also accounted for 30 percent (3,345) of all juveniles involved in property offenses such as burglary, larceny, motor vehicle theft, and arson (Connecticut Office of Policy and Management 1994).

Table 6. CONNECTICUT TOP 10 OFFENSES FOR YOUNG WOMEN, 1993

Offense	Number	Percent
Larceny	839	22
Disorderly conduct	686	18
All other offenses	623	16.4
Running away	552	14.5
Simple assault	441	12
Vandalism	145	4
Aggravated assault	134	3.5
Motor vehicle theft	85	2
Drug violations	70	1.8
Weapons violations	58	1.5

Source: Connecticut Office of Policy and Management (1994)

Approach to Female Offenders

Before applying for Challenge Activity E funding, Connecticut completed a report on gender bias in its juvenile justice system. This report, *Assessment of Gender Bias in Connecticut's Juvenile Justice System*, was a quantitative analysis of the juvenile justice system in Connecticut. Although most decisions do not appear to be influenced by gender, the report's data did reveal instances where young men received more severe dispositions for felony offenses than females while females received more severe dispositions for misdemeanor violations. Specifically, young women charged with misdemeanors were more often placed in detention than young men with similar charges. Young women adjudicated for violations of court orders were also more likely than males to be

committed to Long Lane School and spent more days and a greater percentage of their commitments at the school than did their male counterparts (Connecticut Office of Policy and Management 1995, p. 1). For information on ordering a copy of this report, see Appendix B, Available State Products.

In response to the data in the report, Connecticut chose to use its Challenge Activity funds to support the creation of a tracking program providing intensive reunification and aftercare services to young women leaving Long Lane School or other residential placements in the State. Specifically, the program provides intensive supervision and a range of support services designed to assist young women in not reoffending. For additional information on this programming effort, contact

Barbara Kelley, Program Director, North American Family Institute, 10 Harbor Street, Danvers, MA 01923.

Connecticut has also responded to juvenile female offender data with State funding for specialized programs for girls on juvenile probation and those requiring residential options.

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DELAWARE

State Demographics

In 1996, Delaware's youth population under age 18 was approximately 176,000 (Casey Foundation 1998).

Of the State's children, approximately 5 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 21 percent of Delaware's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

Delaware ranked 34th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 39 births per 1,000 young women ages 15–17. This was up from 33 births per 1,000 young women in 1985 (Casey Foundation 1998).

During the 1993–94 school year, 150 students were expelled from public school (Delaware Criminal Justice Council 1996, p. ii). Of this figure, African-American students constituted 53 percent (79 students) of those expelled while representing only 28 percent of the school population. Anglo students comprised 67 percent of the school population while representing only 22 percent (33 students) of the expulsions (Delaware Criminal Justice Council 1996, p. 27). Students were most often expelled for the possession or concealment of a weapon on school property (Delaware Criminal Justice Council 1996, p. 26).

Also during the 1993–94 school year, there were 10,159 suspensions from public school. Of this total, 30 percent (3,096 students) were young women while 70 percent (7,063 students) were young men. Of the young women suspended, 18 percent were African-American, 11 percent were Anglo, and 1 percent were Hispanic (Delaware Criminal Justice Council 1996, p. 25).

In the 1993–94 school year, the dropout rate for Delaware’s schools was 5 percent, and students ages 16–17 constituted the largest percentage of students dropping out. Young women represented 47 percent of the dropouts for 1993–94, which was up from 44 percent in 1992–93 (Delaware Criminal Justice Council 1996, pp. 27–28).

Overview of the Juvenile Justice System

The State of Delaware has a unified statewide court system to deal with juvenile delinquency cases. This court has a maximum of 13 judges with equal judicial authority. However, one is appointed to serve as Chief Judge. Judges are appointed by the Governor and confirmed by the Senate for 12-year terms. Besides judges, Delaware uses masters to hear civil cases involving child custody and adoption among other civil issues and commissioners to hear criminal matters (Delaware Criminal Justice Council 1996, pp. 38–39).

The Formula Grants Program is housed within the Executive Department of the Criminal Justice Council. There is also a Division of Youth Rehabilitative Services, part of the Department of Services for Children, Youth and Their Families, which is charged with providing treatment services to juvenile offenders. This is accomplished through Delaware’s two detention centers

and a range of nonsecure detention alternatives (Delaware Criminal Justice Council 1996, p. 37).

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Delaware:

- In 1990, African-American females accounted for 8.45 percent of all juvenile arrests while accounting for 21.07 percent of the juvenile population in the State. However, they represented 8.76 percent in 1992 and 10.34 percent in 1993. Between 1992 and 1993, arrests of African-American females rose by 15.29 percent while the population increased by 0.72 percent (Delaware Criminal Justice Council 1996, p. 20).
- In 1990, Anglo young women represented 10.47 percent of the juvenile arrests while they represented 76.07 percent of the juvenile population in the State. In 1992, Anglo young women accounted for 10.82 percent of arrests, and in 1993, they accounted for 11.33 percent (Delaware Criminal Justice Council 1996, p. 20).
- From 1985 to 1991, only four young women were arrested for murder and nonmanslaughter. During this same time period, one young woman was arrested for manslaughter by negligence, and three young women were arrested for forcible rape (Delaware Criminal Justice Council 1994, p. 11).
- In 1992, young women represented 1 percent (92) of all youth admitted to

detention. There were no young women committed during this year

(Poe-Yamagata and Butts 1996, p. 19).

7. DELAWARE TOP FIVE ANGLO FEMALE OFFENSES, 1991	
Offense	Percentage
Larceny	37.6
Violation of liquor laws	22.0
Simple assaults	17.9
Public intoxication	16.7
Disorderly conduct	5.8

Source: Delaware Criminal Justice Council (1994)

Table 8. DELAWARE TOP FIVE AFRICAN-AMERICAN FEMALE OFFENSES, 1991	
Offense	Percentage
Larceny	51.4
Simple assaults	25.6
Disorderly conduct	13.5
Aggravated assault	6.6
Fraud	2.9

Source: Delaware Criminal Justice Council (1994)

Approach to Female Offenders

Through a study conducted in 1995, Delaware’s Criminal Justice Council became aware that young women in the State’s juvenile justice system who were in out-of-home placement under the custody of the State did not have access to an independent living training program when they returned to the community. This service was also not available for young women placed out of State once they returned to Delaware.

As a result, the State requested Challenge Activity E funds to establish an intensive aftercare program entitled Supervised Independent Living Program. The program is designed to serve young women ages 16-18 who need assistance with establishing an independent living

environment once they have been returned to the State from out-of-State placements or have been released from the State’s residential treatment centers.

The program, *People Place II, Inc.*, provides a temporary apartment environment, 24-hour onsite supervision and assistance, and intensive educational support, such as General Educational Development (GED) preparation, job, and computer skill development (Delaware Criminal Justice Council 1995, p. 1).

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DISTRICT of COLUMBIA

District Demographics

In 1996, the District of Columbia's youth population under age 18 was approximately 109,600 (Casey Foundation 1998).

Of the District's children, approximately 23 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 24 percent of DC's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more

hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

The District of Columbia ranked 51st in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 78 births per 1,000 young women ages 15–17. This was up from 53 births per 1,000 young women in 1985 (Casey Foundation 1998).

For 1995, the graduation rate for high schoolers in the District of Columbia was 53 percent. This was down from 56 percent in 1994 and 58 percent in 1993 (Kids Count Collaborative 1996, p. 17).

Overview of the Juvenile Justice System

In the District of Columbia, juvenile law enforcement is handled by the Youth and Family Services Division of the Metropolitan Police Department. Before a petition is filed with the court, however, the Assistant Corporation Counsel conducts a screening and investigation of all cases recommended to the Superior Court. The results of this screening and of a separate process conducted by the Social Services Division of the Superior Court are considered before a placement decision is made. Adjudication of juvenile offenders committing delinquent offenses is then handled by the Family Division of the District of Columbia Superior Court. All cases are heard by judges because there is no right to a jury trial for juvenile offenders (District of Columbia Board of Parole 1994, pp. 1–2).

The Department of Human Services (DHS) is the organization charged with providing appropriate placement options and services for juvenile offenders. To this end,

DHS offers a myriad of prevention and intervention services. The District has one secure detention center, Oak Hill (District of Columbia Board of Parole 1994, p. 2).

The District's Formula Grants Program is housed in the Office of Grants Management.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in the District of Columbia.

In 1993, young women represented approximately 1 percent (752) of all youth arrested. Of these young women, 710 were African-American, 4 were Latina, and 4 were categorized as other (District of Columbia Board of Parole 1994).

Young women committed to the juvenile justice system range in age from 12 to 19, and 85 percent are 16 or older (District of Columbia Board of Parole 1994, p. 15).

Of the young women coming into the juvenile justice system, 60 percent have sexually transmitted diseases at admission and less than 5 percent are pregnant (District of Columbia Board of Parole 1994, p. 15).

In 1992, young women represented 41 percent (150) of the youth admitted to detention. Furthermore, they represented 39 percent (143) of the youth committed (Poe-Yamagata and Butts 1996, p. 19).

Approach to Female Offenders

The District of Columbia's Adolescent Female Initiative involves the sponsoring of a conference on the needs of adolescent females involved in or at risk of involvement in the juvenile justice system. The District's Juvenile Justice Advisory Group and local girl-serving organizations will support the conference. Specifically, Challenge Activity funds will be used for funding training in the following areas:

- Assisting staff in recognizing their own gender biases.
- Recognizing client abuse and neglect.
- Exploring nontraditional concepts for educational programming.
- Developing programs to address parenting, self-esteem, coping skills, and male/female relationships.
- Using volunteers.
- Using mentors for young women.
- Improving substance abuse assessment, counseling, and prevention services.
- Enhancing physical and sexual abuse assessment, counseling, and prevention services; and
- Providing educational services on adolescent health, HIV, AIDS, and sexually transmitted diseases.

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Florida ranked 37th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 40 births per 1,000 young women ages 15–17. This was up from 37 births per 1,000 young women in 1985 (Casey Foundation 1998).

In the 1994–95 school year, young women represented 48 percent (10,594) of students reported as truant by State schools. For this same year, young women represented 40 percent (11,401) of students dropping out of public school (Florida Department of Education 1996, p. 70).

Also during the 1994–95 school year, young women accounted for 33 percent (71,882) of the students who received in-school suspensions, 29 percent (55,543) of the students who received out-of-school suspensions, and 21 percent (247) of the students who were expelled (Florida Department of Education 1996, pp. 278-280).

FLORIDA

State Demographics

In 1996, Florida's youth population under age 18 was approximately 3,423,100 (Casey Foundation 1998).

Of the State's children, approximately 12 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 24 percent of Florida's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

Overview of the Juvenile Justice System

Florida is divided into 20 judicial circuits served by 356 judges elected for four-year terms of office. Each circuit also selects a Chief Judge, who serves in this capacity for two years. In delinquency cases, judges make commitments to one of Florida's eight specific levels of security. Placement in an individual program is then determined by availability and other factors (Florida Department of Juvenile Justice 1994, pp. 46–47).

In 1994, the State legislature created the Florida Department of Juvenile Justice (DJJ) and gave it full authority to ensure a continuum of programs and services for

juvenile offenders (Florida Department of Juvenile Justice 1995, p. 34).

The Formula Grants Program is housed within the Bureau of Prevention Services in the Department of Juvenile Justice.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Florida:

- In 1993, a total of 16,623 young women were arrested in Florida. This represented 18.9 percent of the total juvenile arrests for the State for this year (Florida Department of Juvenile Justice 1994, p. 86).
- In 1992–93, young women represented 19.8 percent of the total delinquency cases received by the juvenile court. This was up slightly from 19.3 percent in

1991–92 and 18.8 percent in 1990–91 (Florida Department of Juvenile Justice 1994, p. 105).

- In 1992–93, there were 27,854 cases involving young women referred to the juvenile court as compared with 14,485 cases in 1982–83. This represents a 92 percent increase. However, it should be noted that male cases referred rose 94 percent during this same time period (Florida Department of Juvenile Justice 1994, p. 177).
- Of the 154 cases in 1993 when a nondelinquent was detained in a secure facility in the State of Florida, 77 percent of these cases were young women (Florida Department of Juvenile Justice 1994, p. 166).
- In 1992, young women represented 14 percent (4,857) of the youth admitted to detention and 11 percent (372) of the committed youth (Poe-Yamagata and Butts 1996, p. 19).

Table 9. FLORIDA TOP 10 FEMALE OFFENSES, 1993

Offense	Number	Percent
Larceny	8,045	48
Miscellaneous	2,296	14
Simple assault	1,453	9
Aggravated assault	1,152	7
Burglary	836	5
Motor vehicle theft	733	4
Drug arrest	486	3
Liquor law violations	273	2
Vandalism	238	1
Weapons violations	204	1

Source: Florida Department of Juvenile Justice (1994)

Approach to Female Offenders

Using Challenge Activity funds along with other resources, the Florida Bureau of Prevention Services established five specific objectives for meeting the needs of the juvenile female offenders in the State:

- Establish an advisory group for juvenile female issues. Within the Florida Juvenile Justice and Delinquency Prevention State Advisory Group, a committee has been established to address both issues of minority overrepresentation and adequate services for juvenile female offenders. Further, a separate working group has been formed within the Department of Juvenile Justice to address specifically the statewide issues related to female offenders. This work group, with assistance provided from CRA through OJJDP's technical assistance program, has begun the development of a strategic plan.
- Assist in the establishment of programs that ensure females have access to the full range of juvenile justice services. Staff from the Bureau of Prevention Services, participating as part of the State's working group, have been actively involved in conducting onsite visits at programs throughout the State that are designed to serve the needs of young women. These onsite visits also include monitoring all female-related programs funded through JJDP Title II funding. Finally, staff have also conducted onsite visits at two gender-specific programs in Maryland in hopes of developing similar programming in Florida.

In a recent effort, and again through technical assistance provided by CRA,

several key members of the female working group received specific training designed to assist with assessments of gender-specific programs in the State.

- Develop a status report on female juvenile offenders. In February 1997, the Department of Juvenile Justice began a female offender research project designed to generate quarterly reports revealing trends and statistics about the young women in Florida's juvenile justice system. This information will be used to generate a more complete status report.

In May 1997, DJJ published *Profile of Female Delinquency Cases and Youths Referred*. This report documents the extent and nature of young women's involvement in the State's juvenile justice system from referral to disposition, for fiscal years 1991–92 through 1995–96. For information on ordering a copy of this report, see Appendix B, Available State Product.

- Implement training designed for staff working with young women. Community-based training on the awareness and specific needs of young women offenders was conducted by staff of the Bureau of Prevention Services at six regional training workshops throughout the State. Further, training about the female working group and its strategic plan has been made available to the Juvenile Justice Council and Board. OJJDP technical assistance was also used to provide training to the staff at Department headquarters and at various programs around the State.
- Provide funding opportunities for model and pilot programs and research and services. A grant application for three

pilot/demonstration programs was developed by staff at the Bureau of Prevention Services. Funding awards in the amount of \$300,000 were made in May 1997. Further, the State Advisory Group has also made funding available for a female offender research project (Florida Department of Juvenile Justice 1997, p. 2).

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HAWAII

State Demographics

Hawaii is unique in that it is an island State consisting of 8 major and 129 minor islands (Hawaii Office of Youth Services 1994, p. 23). The State is also unique in its ethnic diversity and lack of a racial majority. According to 1990 census data, Hawaii had representatives from 11 separate ethnic categories with several categories reflecting more than one specific ethnic group (Hawaii Office of Youth Services 1994, p. 25).

In 1996, Hawaii's youth population under age 18 was approximately 306,500 (Casey Foundation 1998).

Of the State's children, approximately 2 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 17 percent of Hawaii's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

Hawaii ranked 19th in the country in terms of teen birth rate for 1993. This same year, the birth rate in the State was approximately 30 births per 1,000 young women ages 15–17. This was up from 23 births per 1,000 young women in 1985 (Casey Foundation 1996, p. 55).

Overview of the Juvenile Justice System

Unlike other States, Hawaii has only State and county levels of government. Local government is vested in each of Hawaii's four counties: the city and county of Honolulu and the three counties of Hawaii, Kauai, and Maui (Hawaii Office of Youth Services 1994, p. 27).

Jurisdiction for cases involving juvenile offenders falls under the Family Courts, which have four judicial circuits. The Family Court has exclusive original jurisdiction over both juveniles having committed delinquent acts and those committing status offenses (Hawaii Office of Youth Services 1994, p. 36). A circuit court judge, designated as the Senior Family Court Judge, is the chief administrator of the Family Court. However, the Family Courts are also assigned district judges, who adjudicate matters related to juvenile law violations and status offenses. Only the Senior Family Court Judge is authorized to hear waiver of jurisdiction cases for juvenile offenders (Hawaii Office of Youth Services 1994, p. 36).

The State Department of Human Services, Office of Youth Services is responsible for providing appropriate placements and services for juvenile offenders. To this end, the State has several prevention and intervention programs and one secure detention center, Hale Ho'omaluu, which is located on the island of Oahu (Hawaii Office of Youth Services 1994, p. 37). The Office of Youth Services also operates the only juvenile correctional facility in the State, the Hawaii Youth Correctional Facility, also on Oahu (Hawaii Office of Youth Services 1994, p. 39).

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Hawaii:

- In 1996, girls accounted for one out of three, or 38.5 percent, of the youth arrested in Hawaii. From 1985 to 1995, there was a 78.5 percent increase in the number of females arrested while only an 18.8 percent increase in the number of boys arrested (Chesney-Lind 1997, pp. 5–10).
- In 1995, violent crime accounted for less than 0.5 percent of the total young female arrests compared to 2.9 percent of arrests for young males (Chesney-Lind 1997, p. 13).
- In 1995, larceny-theft accounted for nearly 15 percent of total arrests for girls in Hawaii. Larceny-theft is a common category of arrest that does not distinguish between less than \$50 and more than \$50 of stolen goods (Chesney-Lind 1997, p. 13).
- Young women represented 22 percent (66) of youth committed to the Hawaii Youth Correctional Facility in 1995. The population of youth consisted of Hawaiian/part Hawaiian 70.7 percent, mixed ancestry 17.2 percent, Caucasian 5.2 percent, Filipino 3.5 percent, and Samoan ancestry 3.5 percent (data from the Hawaii Youth Correctional Facility and Chesney-Lind 1997).
- In 1992–93, only 0.4 percent of the young women incarcerated were held for felony offenses; 99 percent of the detentions for young women were for

status or misdemeanor offenses (Hawaii Office of Youth Services 1995, p. 3).

- Young women represented only 11 percent of the admissions to the Hawaii Youth Correctional Facility (Hawaii Office of Youth Services 1995, p. 3).

Approach to Female Offenders

In 1996, Hawaii formed a steering committee to address the needs of young women in Hawaii's juvenile justice system. In the summer of 1996, CRA provided technical assistance to the committee through OJJDP technical assistance program. As a result of the work of this steering committee, the *Hawaii Girls Project* was developed. The committee comprises service providers and concerned individuals with representation from each of the island counties.

The steering committee has focused primarily on the area of education and has sponsored a series of forums in various communities to increase awareness of issues concerning girls and to encourage effective gender-specific programs. At its onset, the focus of the committee was on girls at-risk and young female offenders, but the committee recognized that early intervention and prevention are essential and that the issues facing *all* girls must be addressed. A "kick-off" forum, called "The State of Girls in Hawaii," was held in September 1996. Four subsequent forums in 1996-97 provided data on Hawaii's population of girls at-risk, training on gender-equity issues, sharing of experiences from local programs that provide girls' services, and exploring methods of system improvement. In October 1998, there will be a statewide conference, "The Power of Girls," that defines the needs of girls and focuses on

effective programming at the community level.

The *Hawaii Girls Project* produced an information packet in the summer of 1998. The packet contains inserts on "Facts About Girls," recommended actions for decisionmakers, things that individuals can do, and local and national resources. The packet was produced to convey information to service providers, agency decisionmakers, community leaders, and concerned individuals. A leaflet is also being prepared that will summarize the packet.

Concurrent with its education efforts, the committee contracted the services of the Center for Youth Research at the University of Hawaii to conduct research on girls at-risk. The first report, *Girls-at-Risk: An Overview of Female Delinquency in the Fiftieth State*, was released in September 1997. This study examines the gender differences in arrests, self-reported delinquency, self-reported gang involvement, and gender differences at the Hawaii Correctional Facility. The second report, *Girls-at-Risk: An Overview of Gender-Specific Programming Issues and Alternatives*, was released in April 1998. This report examines the inadequacies of the current level of services for girls and profiles both local and national programs that have demonstrated successes. A third report will be released soon that focuses on ethnicity and girls at-risk.

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ILLINOIS

State Demographics

In 1996, Illinois' youth population under age 18 was approximately 3,155,900 (Casey Foundation 1998).

Of the State's children, approximately 10 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 17 percent of Illinois' children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

Illinois ranked 33rd in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 38 births per 1,000 young women ages 15–17. This was up from 32 births per 1,000 young women in 1985 (Casey Foundation 1998).

Overview of the Juvenile Justice System

All delinquency petitions for youth in Illinois are handled by Juvenile Court. This may or may not result in an adjudication hearing. Sometimes this hearing can be bypassed, and the juvenile is placed on court supervision for up to 24 months. This supervision is handled by the probation department. If a juvenile is adjudicated delinquent, he or she may be placed on probation whereby the juvenile is supervised and monitored by the county probation department (Illinois Juvenile Justice Commission 1995a, pp. 3–4).

For juveniles under age 13, the Department of Health Services (DHS) is responsible for ensuring public safety and providing adequate and appropriate services for juvenile offenders. For this purpose, DHS funds a variety of prevention and intervention programs throughout the State (Illinois Juvenile Justice Commission 1995a, pp. 5–6). The State’s Formula Grants Program is housed within the State Department of Human Services, Youth Services, and Delinquency Prevention Bureau.

The State has 16 county juvenile detention centers with a total of 856 beds. The State Department of Corrections Juvenile Division provides long-term custody placements for juveniles 13–17 years of age (Illinois Juvenile Justice Commission 1995a, pp. 6–7).

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Illinois. Note that the juvenile crime analysis provided in Illinois’s three-year comprehensive State plan for 1994–96 and in annual plan amendments does not provide data broken down by gender.

- In 1992, young women represented 12 percent (1,447) of all youth admitted to detention and 5 percent (341) of the youth committed (Poe-Yamagata and Butts 1996, p. 19).

Approach to Female Offenders

To collect information on the characteristics and needs of the State’s juvenile female offender population, Illinois has contracted with the University of Illinois

in Chicago and Springfield to complete a research study of this population. Specifically, the State will examine young women outside of the Cook County area, and the report will address the following areas: characteristics of the juvenile female offender population, including the offenses committed; whether juvenile female offenders are spending more or less time in detention as compared with their male counterparts; whether female juvenile offenders held in detention are subjected to “unreasonable testing”; whether there is a need for increased dispositional options for female juvenile offenders; the treatment of female delinquents by law enforcement authorities; the services currently available to female juvenile offenders including mental and physical health services, sexual abuse counseling, parenting skills classes, and general education opportunities; and the treatment of juvenile female offenders at every stage of the juvenile justice system as compared with their male counterparts (Illinois Juvenile Justice Commission 1995b).

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IOWA

State Demographics

In 1996, Iowa's youth population under age 18 was approximately 799,300 (Casey Foundation 1998).

Of the State's children, approximately 5 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 25 percent of Iowa's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

Iowa ranked 7th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 22 births per 1,000 young women ages 15-17. This was up from 19 births per 1,000 young women in 1985 (Casey Foundation 1998).

During the 1994-95 school year, young women represented 42 percent (2,079) of those students who dropped out (Iowa Department of Education 1996).

Overview of the Juvenile Justice System

Iowa has eight judicial districts, and all cases involving juvenile offenders are handled by the State Juvenile Court, which is a separate court within the judicial branch of State government. Juvenile court judges are initially appointed by the Governor and then elected by the public for subsequent terms (Iowa Division of Criminal and Juvenile Justice Planning 1997a, p. 30).

The State Department of Human Services (DHS) is responsible for ensuring public safety and providing appropriate placements for all juvenile offenders. To this end, the State has 10 detention centers with a total of 196 beds available. Further, DHS operates the State's one secure facility, the Iowa Training School for Boys, and a secure cottage of 10 beds for female offenders. DHS is also responsible for a myriad of prevention and intervention services for youth (Iowa Division of Criminal and Juvenile Justice Planning 1997a, p. 30).

The Formula Grants Program for the State is housed within the Division of Criminal and Juvenile Justice Planning in the Iowa Department of Human Rights.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Iowa:

- In 1994, young women represented 19 percent (615) of the juveniles held in juvenile detention centers in Iowa. Of this total, 74 percent (456) were Anglo, 13 percent (80) were African-American, and 6 percent (38) were Native

American (Iowa Division of Criminal and Juvenile Justice Planning 1997a).

- In FY1996, about 25 percent (28) of young women held at the Iowa Juvenile Home, the only secure placement for young women, were there for “person offenses.” The remaining 75 percent (83) of the young women were referred for “nonperson” offenses. Of this total, 34 percent (38 young women) were referred for theft or related charges (Iowa Division of Criminal and Juvenile Justice Planning 1997a, p. 17).
- In 1992, young women represented 31 percent (763) of the youth admitted to detention and 22 percent of the youth committed (Poe-Yamagata and Butts 1996, p. 19).

Approach to Female Offenders

The specific objectives of Iowa’s efforts to address the needs of female juvenile offenders have remained consistent since 1995. They include the following initiatives.

- Ensure the involvement of key players from the juvenile justice system and other related local and State service systems in addressing this issue. In February 1995, a Gender-Specific Services Task Force was established as part of the State’s Juvenile Justice Advisory Group. This task force was charged with overseeing the State planning agency’s activities and making specific recommendations concerning the provision of appropriate services to young women in the State (Iowa Division of Criminal and Juvenile Justice Planning 1997b, p. 1).

The Division of Criminal and Juvenile Justice Planning is also planning to hire a part-time employee to coordinate the efforts of the task force and to coordinate training and technical assistance efforts throughout the State.

- Assess and analyze the situation for young women involved in Iowa’s juvenile justice system. Since 1996, the State has been involved with a research effort designed to identify issues such as the number of young women in Iowa’s juvenile justice system, the types of offenses they commit, and the types and availability of juvenile justice programming designed for this population. The research was contracted through the State Commission on the Status of Women, which then subcontracted with Boddy Media Group. (Iowa Division of Criminal and Juvenile Justice Planning 1995, p. 1).
- Provide general public education concerning issues of female development and the need for gender-specific services and provide detailed, gender-specific programming and female development training for professionals involved in the juvenile justice field.

With assistance from CRA through OJJDP’s technical assistance process, the Gender-Specific Services Task Force also conducted a train-the-trainers session designed to better prepare its members to conduct basic gender-specific services training throughout the State as requested.

The task force also sponsored its first statewide conference in April 1997 to bring statewide attention to the needs of adolescent female offenders in the State.

The State has applied for additional Challenge Activity E monies to support a second annual conference (Iowa Division of Criminal and Juvenile Justice Planning 1997b, p. 2).

- Provide program design and program development training throughout the State. The task force is currently planning another train-the-trainers session to provide specific training about program development for young women to the staff of programs throughout the State. Staff of the Division of Criminal and Juvenile Justice Planning have also completed several program reviews for female-serving programs throughout the State (Iowa Division of Criminal and Juvenile Justice Planning 1997b, p. 2).

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MAINE

State Demographics

In 1996, Maine's youth population under age 18 was approximately 299,500 (Casey Foundation 1998).

Of the State's children, approximately 6 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 22 percent of Maine's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

Maine ranked 4th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately

19 births per 1,000 young women ages 15–17. This was down from 22 births per 1,000 young women in 1985 (Casey Foundation 1998).

Overview of the Juvenile Justice System

In Maine, juvenile offenders are processed in District Courts that operate as Juvenile Courts. Further, Maine has approximately 134 local police departments plus 16 county sheriffs' departments and the Maine State Police. According to the Maine Juvenile Code, juvenile offenders arrested by any of these agencies may not be detained without the prior approval of a juvenile caseworker. Caseworkers are under the jurisdiction of the State Department of Corrections (Maine Juvenile Justice Advisory Group 1994, pp. 6, 9).

The State has two secure facilities for juvenile offenders, the Maine Youth Center and the Northern Maine Juvenile Detention Facility (NMJD). The NMJD facility opened in January 1998, and the State of Maine has since taken over full responsibility for the detention of juveniles.

The Formula Grants Program in the State is housed within the Juvenile Justice Advisory Group in the Department of Corrections.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Maine:

- In 1992, young women represented 19.9 percent of juvenile arrests. Similarly, in 1991, arrests of young women were 19.6 percent and in 1990, arrests were 19.3 percent (Maine Juvenile Justice Advisory Group 1994, p. 12).
- In 1992, young women represented 7.5 percent of the juvenile arrests for violent crime, such as murder, manslaughter, rape, robbery, and aggravated assault. This is a decrease from 12.8 percent in 1991 and 12.2 percent in 1990 (Maine Juvenile Justice Advisory Group 1994, p. 13).
- Also in 1992, young women represented 19.6 percent of the juvenile arrests for property crimes such as burglary, larceny, motor vehicle theft, and arson. This is a decrease from 20 percent in 1991 (Maine Juvenile Justice Advisory Group 1994, p. 18).
- In 1992, young women represented 19 percent (56) of the youth admitted to detention and 14 percent (35) of the youth committed (Poe-Yamagata and Butts 1996, p. 19).
- In 1994, young women represented 22.7 percent (2,392) of all juvenile arrests; in 1995, that number grew to 23.3 percent (2,714) of all juvenile arrests (Maine Department of Corrections 1998).

Table 10. MAINE TOP 10 OFFENSES FOR YOUNG WOMEN, 1994 AND 1995

1994		1995	
Larceny theft	877	Larceny theft	1064
Other assaults	331	Other assaults	309
Vandalism	64	Liquor law violations	164
Liquor law violations	108	Burglary	85
Burglary	99	Drug abuse violations	81
Motor vehicle theft	65	Vandalism	76
Drug abuse violations	60	Motor vehicle theft	56
DUI	25	Aggravated assault	30
Aggravated assault	20	DUI	17
Arson	15	Arson	10

Source: Maine Department of Corrections (1998)

Approach to Female Offenders

Since its original application for Challenge Activity funds, Maine has accomplished many of its objectives. They include the following:

- Provide training for staff of the Maine Youth Center (MYC). This is the only secure placement for juvenile female offenders in the State. Males placed at MYC are assigned to one of seven cottage programs based on their age, legal status, offense history, and treatment needs. Female offenders, on the other hand, are placed in one of two cottages, and most of the services provided are brought into the cottage from other places or handled on an ad hoc basis. Following a review of MYC management and policies, the administration of the Maine Department of Corrections identified “an immediate and critical” need for gender-specific training for the staff of MYC (Maine Juvenile Justice Advisory Group 1995, p. 1).
- Conduct a forum to identify issues and strategies based on a dialogue among the corrections, research, and advocacy communities. In November 1996, Maine held a forum to address the needs of juvenile female offenders and to begin discussion among various groups in the State about how to address these needs. The forum was held at the Governor’s Mansion and was attended by representatives from corrections, individual service programs, academic researchers, and advocates for young women. This forum also resulted in the publishing of a Forum Proceeding. For information on receiving these proceedings, see Appendix B, Available State Products.
- Convene a task force to promote better policy development for the management of female juvenile offenders through research and advocacy. As a direct result of the forum, representatives from corrections, public and private programs, the research community, and advocates for young women established a task force to continue to address the

management of female juvenile offenders through research and advocacy. The task force was staffed by faculty and researchers at the Edmund S. Muskie Institute.

- In October 1997, the Justice for Girls Task Force completed its work. The task force's findings and recommendations are available in the Task Force Final Report. To aid the task force in their efforts, faculty and staff of the Muskie School of Public Affairs created four research reports:

1. *Programs That Work: A Review of Promising Practices in Female Juvenile Justice.*
2. *Girls in Maine: A Sociodemographic Profile of Juveniles In and Outside of the Juvenile Justice System.*
3. *Perceptions of Girls in Maine's Juvenile Justice System.*
4. *Assessing Juvenile Justice in Maine: Perceptions of Justice System Personnel.*

Problem statement numbers nine and ten in the Final Report of the Justice for Girls Task Force specifically identified the need for training in areas related to girls' development for personnel who work with girls in the juvenile justice system.

In response to these recommendations, the Maine Department of Corrections has convened a work group to create a curriculum focused on gender-responsive programming for girls, which will be developed, revised, and delivered to a pilot group of trainees in the fall of 1998.

The intent of the curriculum development work group is to implement the curriculum statewide to any personnel who make decisions about or who work directly with girls in the juvenile justice system.

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MARYLAND

State Demographics

In 1996, Maryland's youth population under age 18 was approximately 1,286,200 (Casey Foundation 1998).

Of the State's children, approximately 7 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 17 percent of Maryland's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

Maryland ranked 28th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 32 births per 1,000 young women ages 15–17. This was up from 29 births per 1,000 young women in 1985 (Casey Foundation 1998).

Overview of the Juvenile Justice System

In Maryland, Circuit Court judges provide original and exclusive jurisdiction over juvenile court hearings for youth in all subdivisions, except Montgomery County, where juvenile court jurisdiction is assigned to the District Court. In some areas, Juvenile Masters-in-Chancery hear juvenile cases under the supervision of Circuit Court judges (Maryland Governor's Office of Justice Administration 1994, p. 27).

Since 1967, the Maryland Department of Juvenile Services (DJS) has been responsible for the delivery of services for

juvenile offenders to the juvenile courts throughout the State. DJS is mandated to provide services statewide for juveniles from status offenders to delinquents who are under the age of 18. To this end, DJS provides a wide array of prevention and intervention programs that are community-based. Further, they administer six juvenile detention centers, five youth centers, one multiservice facility, one training school operated by Youth Services International under a private contract, and 30 private residential facilities for delinquent youth. The State has one facility, housed at the Cheltenham Campus, that has secure care beds available for young women offenders (Maryland Governor's Office of Justice Administration 1994, pp. 25–26).

The State's Formula Grants Program is housed with the Governor's Office of Justice Administration.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Maryland:

- In 1993, about 55 percent of all female cases were closed or disapproved at intake as opposed to 39 percent of the male cases. Further, 18 percent of the female cases were handled informally as opposed to 14 percent of the male cases, and 25 percent of the female cases were handled formally as opposed to 45 percent of the male cases (Maryland Governor's Office of Justice Administration 1994, p. 48).
- Also in 1993, about 38 percent of adjudicated young women were placed on probation or protective supervision.

An additional 27.8 percent were placed in secure detention, 12 percent in shelter care, and 12 percent in other residential settings. Only 6.3 percent were placed in secure care (at the Cheltenham Young Women’s Facility), and 2 percent were waived to adult court (Maryland Governor’s Office of Justice Administration 1994).

- In 1992, young women represented 13 percent (723) of the youth admitted to detention and 5 percent (61) of the youth committed (Poe-Yamagata and Butts 1996, p. 19).

Table 11. MARYLAND TOP 10 FEMALE OFFENSES, 1993

Offense	Number	Percent
Assault	2,152	21.5
Theft	1,510	15.1
Shoplifting	1,028	10.3
Ungovernable behavior	734	7.3
Alcohol violations	567	5.7
Runaway	459	4.6
Auto theft/unauthorized use	420	4.2
Other	419	4.2
Unspecified misdemeanor	368	3.7
Disorderly conduct	357	3.6

Source: Maryland Governor’s Office of Justice Administration (1994)

Approach to Female Offenders

Before applying for funds under Challenge Activity E, DJS made juvenile female offenders a State priority. In 1992, the State developed a Female Population Task Force designed to focus attention on the needs of young female offenders and to gather statistical data on how young women were processed through Maryland’s juvenile justice system.

Initially the task force mission was to establish a profile of this population, identify their specific needs, and design a plan to meet those needs. As part of this effort, the task force published its first annual report in November 1993. The report described the status of the adolescent female offender in Maryland and the services and

programs available to her (Maryland Governor’s Office of Justice Administration 1994, p. 45). For information on receiving a copy of this report, see Appendix B, Available State Products.

Among other accomplishments, the task force has achieved the following: training on working with pregnant and parenting teens was provided to DJS staff by the Maryland Infants and Toddlers Program; a specialized training program entitled Sensitivity to Sex Abuse Survivors was developed and administered to all DJS staff and all institutional staff in the State; and a 10-week parenting skills curriculum for both young men and young women was implemented in all DJS committed facilities (Maryland Governor’s Office of Justice Administration 1994, p. 45).

One of the most innovative ways the task force and DJS chose to address the needs of the juvenile female offender population was to create a specialized Female Intervention Team (FIT) probation unit in Baltimore. Begun in 1992, the unit consists of probation officers who have volunteered to work with all female clients and have received specialized training to assist them in their efforts. The FIT unit offers young women offenders unique services built around their developmental and relational needs.

In a related effort, the Female Population Task Force also sanctioned a complete redesign of the Cheltenham Young Women's Facility treatment program. With assistance from CRA, through OJJDP's technical assistance program, a committee created a draft program redesign to implement in the secure care facility. For information on receiving a copy of this program redesign, see Appendix B, Available State Products.

Finally, the Maryland State Advisory Group also requested and received training on gender-specific services and the unique needs of female juvenile offenders through OJJDP's technical assistance program.

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MASSACHUSETTS

State Demographics

In 1996, Massachusetts's youth population under age 18 was approximately 1,421,900 (Casey Foundation 1998).

In 1995, approximately 6 percent of the State's children were living in families with incomes below 50 percent of the poverty level. In addition, in 1995, an estimated 11 percent of Massachusetts's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

Massachusetts ranked 7th in the country in terms of teen birth rate for 1995. The birth rate for 1995 was 22 births per 1,000 young women ages 15–17. This represents a decrease from 31.2 births per 1,000 in 1994 (Casey Foundation 1998).

During the 1996–97 school year, approximately 8,453 students dropped out of Massachusetts high schools, representing 3.4 percent of youth in grades 9–12 (Massachusetts Department of Education 1998).

According to the Federal Bureau of Investigation's Uniform Crime Reports' data, a total of 2,597 juveniles were arrested for violent crime in Massachusetts in 1996 (Federal Bureau of Investigation 1997).

In FY 1997, the Massachusetts Administrative Office of the Trial Court reported 13,832 juveniles under probation supervision. Juvenile probation surrenders showed a 28 percent increase over the prior year. Most juvenile surrenders, 36 percent, were for new criminal charges, as opposed to a surrender for a technical violation, 23 percent (Massachusetts Administrative Office of the Court 1998).

Overview of the Juvenile Justice System

Massachusetts has 69 divisions of the District Court Department and 11 divisions of the Juvenile Court Department, which oversee juvenile cases. The increase in juvenile court divisions from 4 to 11 is because of a legislatively mandated statewide expansion of the Juvenile Court Department. The Office of the Commissioner of Probation serves as an arm of the judiciary and a department of the Trial Court. It contains two levels of operation for juvenile offenders; administrative probation and risk/need probation (Massachusetts Committee on Criminal Justice 1998).

The Department of Youth Services (DYS) is the State agency responsible for court-ordered care and custody of youth involved in delinquency proceedings. This involves monitoring in-home supervision, group residential care, and secure care programs (Massachusetts Committee on Criminal Justice 1994, p. 7). The State currently operates two secure treatment programs for females with a total of 30 beds and four secure detention programs for females with 79 available beds (Massachusetts Committee on Criminal Justice 1998).

The Formula Grants Program is housed within the Massachusetts Committee on Criminal Justice.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics provide an overview of female offending and processing patterns in Massachusetts:

- As of July 1, 1996, 254 females were committed to DYS. The majority, 58.7 percent, of DYS's female population was committed for offenses against a person. The most serious offense committed by females in 1996 was assault with a weapon (27 percent), followed by assault and battery (24 percent), larceny of less than \$100 (8 percent), and drug offenses (4 percent) (Massachusetts Department of Youth Services, Bureau of Planning, Research and Systems 1997).
- The number of female juveniles on probation increased from 506 in 1992 to 863 in 1996, an increase of 71 percent (Massachusetts Office of the Commissioner of Probation, 1997). Trends show that the percentage of female juveniles on probation for property offenses continues to slowly decrease (Massachusetts Committee on Criminal Justice 1998). According to the Federal Bureau of Investigation's Uniform Crime Reports, in 1996, 46 percent of arrested females were arrested for status offenses; and 16 percent of arrested females for delinquent offenses (Federal Bureau of Investigation 1997).

Approach to Female Offenders

Using Challenge Activity funds, Massachusetts developed the following specific objectives to address the needs of the State's female juvenile offenders:

- Develop and adopt policies promoting female and minority representation in both the formulation and implementation of juvenile justice policy to ensure that female youth have access to appropriate services.
- Develop and implement policies and programs affecting all Department of Youth Services residential and pre-arraignment settings where the greater proportion of youth in placement are female violent juvenile offenders.

As a step in achieving these objectives, two DYS Challenge programs specifically address the needs of females. The first objective, Educational and Vocational Services for Female Youth, offered in all seven DYS girls' programs, helps female youth successfully reintegrate into the community by providing them with improved educational and vocational opportunities. The mathematics curriculum specifically emphasizes problem-solving and decisionmaking skills. A literature-based reading and health program addresses issues of self-image, violence, victimization, substance abuse, pregnancy, and parenthood. Vocational educational services have been expanded for females placed at DYS's long-term treatment program for female juvenile offenders. Career exploration and planning for females based on assessed vocational needs and interests are offered. The second program, A New Beginning, provides alternatives to crime for girls committed to DYS in the Metro-Boston area. The primary goal is to

break the cycle of dependence on social service agencies by placing the girls in job opportunities within the business community. In preparation for employment, life skills are developed that allow girls to become integrated into the business community in which they live.

In addition, a survey questionnaire was administered to staff throughout the juvenile justice system and interested parties from the public. This information was then summarized and consolidated into a report that was submitted to the DYS. For information on receiving a copy of this report, see Appendix B, Available State Products.

Specific recommendations were also created concerning the development of staff training programs and the development of actual treatment programs for this population. These recommendations were made directly to the appropriate agency heads within the DYS.

In addition, the State has hired four external consultants to continue data collection on this population in order to complete a program directory of resources available for young women in the State (Massachusetts Committee on Criminal Justice 1996, pp. 2-3).

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MICHIGAN

State Demographics

In 1996, Michigan's youth population under age 18 was approximately 2,537,000 (Casey Foundation 1998).

Of the State's children, approximately 9 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 18 percent of Michigan's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

Michigan ranked 22nd in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 33 births per 1,000 young women ages 15–17. This was up from 30 births per 1,000 young women in 1985 (Casey Foundation 1998).

Overview of the Juvenile Justice System

All cases involving juvenile offenders are handled by the Michigan Family Court, Juvenile Division. Therefore, it is the Family Court Judge who determines the dispositional placements of juvenile offenders (Michigan Juvenile Justice Grant Unit 1994, p. 6).

The Office of Juvenile Justice (OJJ) is the State agency responsible for providing appropriate placements and services for juvenile offenders. To this end, the OJJ supports community-based programs and services in local jurisdictions. Further, the more populated counties in Michigan also have juvenile detention centers designed to temporarily hold juvenile offenders. The majority of these centers are operated by the court; however, they may also be managed by the county or the State (Michigan Juvenile Justice Grant Unit 1994, p. 4).

The Formula Grants Program for the State is housed within the Juvenile Justice Grant Unit of the Office of Juvenile Justice, Family Independence Agency.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Michigan:

- In 1993, young women represented 25.7 percent (10,026) of all juvenile arrests. This was an increase from 23.7 percent (9,250) in 1992 and 24.4 percent in 1991 (Michigan Juvenile Justice Grant Unit 1994).
- In 1993, 2 young women were arrested for murder, 13 for rape, 59 for robbery, and 280 for aggravated assault (Michigan Juvenile Justice Grant Unit 1994).
- In 1992, young women represented 20 percent (3,189) of the youth admitted to detention and 14 percent (279) of the youth committed (Poe-Yamagata and Butts 1996, p. 19).

Approach to Female Offenders

Several years ago, the Michigan State Advisory Group (SAG) commissioned a study concerning the issue of minority overrepresentation in Michigan's juvenile justice system. This study, *Disproportionate Representation in Juvenile Justice in Michigan: Examining the Influence of Race and Gender*, identified areas in the State in which services to juvenile female offenders were not as well developed as those provided for male offenders (Michigan Juvenile Justice Grant Unit 1995, p. 1). Information from this study was, therefore, used to shape Michigan's response to the issue of providing adequate services for this population.

In 1996, the State used technical assistance from CRA through OJJDP to provide training for all potential grantees of Challenge Grant funds at a statewide gender-specific services training. Later that year, the Michigan SAG used funding obtained through OJJDP's Challenge Activity E program to fund the following efforts:

- *Bay County Female Program.* This program is designed to serve young women ages 12–14 who are involved in the Bay County juvenile justice system. It provides a comprehensive program designed to address the mental, emotional, spiritual, and physical needs of this population.
- *Wedgwood Christian Youth and Family Services.* This program is designed to promote and establish resiliency skills for young women. Particular emphasis is placed on social competence, problem solving, autonomy, and future planning.

The SAG also hopes to be able to provide funding to other agencies focusing on the unique needs of female juvenile offenders.

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MINNESOTA

State Demographics

In 1996, Minnesota's youth population under age 18 was approximately 1,247,000 (Casey Foundation 1998).

Approximately 5 percent of the State's children were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 19 percent of Minnesota's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

Minnesota ranked 4th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 19 births per 1,000 young women ages 15–17. This was up from 16 births per 1,000 young women in 1985 (Casey Foundation 1998).

For the 1993–94 school year, young women represented 43 percent (5,288) of the total number of youth dropping out of school in the 7th–12th grades. For this same year, young women represented 49 percent (175,610) of the total student enrollment (Minnesota Department of Education 1993–1994, p. 4). Further, an estimated 100,000 student suspensions occurred in the State during 1993–94. Of this total, suspensions for male students outnumbered suspensions of female students three to one (Minnesota Department of Children, Families, and Learning 1996, p. 1).

Overview of the Juvenile Justice System

In Minnesota, all juvenile cases involving youth under 18 are heard by a juvenile court judge, and youthful offenders do not have a right to a jury trial. The only exception to the waiver of a jury trial for a juvenile pertains to Minnesota's Extended Jurisdiction law. The juvenile court also has jurisdiction over all child abuse and neglect cases (Minnesota Juvenile Justice Advisory Committee 1997, p. 1).

The Formula Grants Program for the State is housed in the Department of Economic Security.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on

female offending and processing patterns in Minnesota:

- Minnesota has seen gradual increases in the number of young women apprehended for more serious person and property offenses. For instance, the number of juvenile females apprehended for serious crimes increased from 3,725 in 1973 to 4,477 in 1992. The number of young women apprehended for violent crimes increased from 97 in 1973 to 175 in 1992, while the number of young women apprehended for property crime offenses increased from 3,628 in 1973 to 4,302 in 1992 (Minnesota Department of Economic Security 1994, Exhibit J).
- Females represented 23 percent of all youth admitted to detention and 12 percent of all youth committed in the State in 1992 (Poe-Yamagata and Butts 1996, p. 19).

Table 12. MINNESOTA TOP 10 FEMALE OFFENSES, 1991

Offense	Number	Percent
Other part II offenses	4,500	46.7
Other juvenile offenses	1,896	19.7
Fraud	776	8
Curfew	559	5.8
Larceny	415	4.3
Other assaults	361	3.7
Vandalism	248	2.6
Runaway	173	1.8
Car theft	155	1.6
Forgery	116	1.2

Source: Minnesota Department of Economic Security (1994)

Approach to Female Offenders

The approach in Minnesota to the issue of appropriate services for young women has been a two-pronged effort. While

solutions to the issue have been developed through the State's Department of Corrections, the State Advisory Group, working with staff from the Minnesota Department of Economic Security, has also

used Formula Grant and Challenge Activity dollars to fund specific programming efforts in the State.

Office of Planning for Female Offenders. In 1978, a group of women concerned with the lack of services for adult female offenders in Minnesota met, under the direction of the Commissioner of Corrections, to formulate recommendations to address this service delivery deficit. As a result of their advocacy efforts, the State legislature passed legislation in 1981 that formed the *Advisory Task Force on the Female Offender* to address this issue and hired a full-time Director of Planning for Female Offenders within the Department of Corrections (Scully-Whitaker 1997, p. 1).

In 1990, this legislation was amended to include adolescent female offenders and adult women offenders, and the Office of Planning for Female Offenders within the Department of Corrections formed the Adolescent Female Subcommittee of the Advisory Task Force on the Female Offender in Corrections. Specifically, this new legislation required that both adult and juvenile women shall be “provided a range and quality of programming substantially equivalent to programming offered male persons charged with or convicted of crimes or delinquencies”; that programs for female offenders be based “upon the special needs of female offenders”; and that counties submit annual plans to the commissioner of corrections that describe those services provided to female offenders (Minnesota Legislature 1990, p. 1).

Also in 1990, the first annual Minnesota Conference on Adolescent Females was held in Minneapolis. Since 1990, this conference has been held annually; the most recent conference took place in April 1998.

In early 1993, the Adolescent Female Subcommittee formed work groups to assess the needs of adolescent females in Minnesota and to formulate recommendations to meet those needs. This work is continuing still with an emphasis on trying to secure funding for a full continuum of programming for young women.

To assist, in 1994, the Minnesota legislature made funds available to hire a full-time Planner for Juvenile Females within the Department of Corrections (Scully-Whitaker 1997, p. 1).

Minnesota Juvenile Justice Advisory Committee. In 1996, the Minnesota Juvenile Justice Advisory Committee (JJAC) used funding obtained through the OJJDP’s Challenge Activity E program to fund the following efforts:

- *Department of Correction’s Annual Conference on Adolescent Females.* This is a nationally recognized conference on the latest trends and developments in the area of serving the unique needs of at-risk adolescent female offenders and young women.
- *MELD Program.* This program, based at the Hennepin County Home School, assists teenage fathers in increasing their confidence and competence as parents.
- *180 Degrees, Inc., Program.* This program is designed to intervene in the lives of juvenile female offenders by providing them contact with adult women offenders at the Shakopee Women’s Correctional Facility.
- *YWCA of Duluth Program.* This is an intensive program designed to build self-esteem as a way of preventing or reducing at-risk behaviors by young

women in the Duluth area. Specifically, the program provides outreach to families and self-esteem programming.

In 1998, the JJAC intends to continue funding for these programs (Minnesota Department of Economic Security 1998).

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MISSISSIPPI

State Demographics

In 1996, Mississippi's youth population under age 18 was approximately 756,100 (Casey Foundation 1998).

Of the State's children, approximately 17 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 35 percent of Mississippi's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

Mississippi ranked 50th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 58 births per 1,000 young women ages 15–17. This was up from 54 births per 1,000 young women in 1985 (Casey Foundation 1998). Between 1985

and 1990, the percentage of all births to single adolescent mothers in Mississippi increased by 1.6 percent (Mississippi Division of Public Safety Planning 1994, p. 33). Finally, for 1994, approximately 17.6 percent (7,383) of Mississippi's births were to unmarried teens (Kids Count Mississippi 1995, p. 16).

In 1995, Mississippi was 28th in the country in terms of the percentage of youth, ages 16-19, who became high school dropouts. For 1994, the Department of Education shows that 75.5 percent of Mississippi's seniors graduated from high school (Kids Count Mississippi 1995, p. 24).

Overview of the Juvenile Justice System

In Mississippi, there is a youth court in every county of the State where all cases involving juvenile offenders under 18 years of age and not in the military are heard. However, the judicial level at which this youth court exists varies from county to county, often being a family court or perhaps a county court. In all counties, the family, county, and chancery court judges are elected officials (Mississippi Division of Public Safety Planning 1994, p. 24).

It is the State Division of Youth Services (DYS) that bears responsibility for public safety and providing appropriate placements and services for juvenile offenders in the State. To this end, DYS operates a myriad of prevention and intervention services for youth, and the Institutional Section of DYS

runs three correctional centers for adjudicated juvenile delinquents who are committed to DYS (Mississippi Division of Public Safety Planning 1994, p. 25).

The State's Formula Grants Program is housed in the Division of Public Safety Planning, part of the State Department of Public Safety.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Mississippi:

- In 1992, young women accounted for 24 percent of all delinquency cases reported, representing an increase of more than 21 percent in 1991 (Mississippi Division of Public Safety Planning 1994, p. 33).
- In 1992, young women accounted for 36 percent of status offenses reported. Of this total, Anglo females represented 42 percent and African-American females accounted for 34 percent (Mississippi Division of Public Safety Planning 1994, p. 33).
- In 1992, young women represented 34 percent (1,047) of the youth admitted to detention and 10 percent (156) of the youth committed (Poe-Yamagata and Butts 1996, p. 19.)

Table 13. MISSISSIPPI TOP FIVE OFFENSES FOR COURT DISPOSITION, 1992

Offense	Number	Percent
Ungovernable behavior/incorrigible	622	16
Larceny	604	15
Running away	543	13
Assault — other than aggravated	371	9
Disorderly conduct	259	6

Source: Mississippi Division of Public Safety Planning (1994)

Approach to Female Offenders

Using Challenge Activity E funds, Mississippi's Division of Youth Services has begun a project designed to enhance and expand community-based services for females and to develop and adopt policies to prohibit gender bias in all treatment, education, and other services.

The State has created a committee to organize the State's approach and to develop specific State policies to prohibit gender bias in the its juvenile justice system. To this end, the committee will be examining current State policies and assessing the effectiveness of the current service delivery system. Currently, the Department of Human Services, the Department of Mental Health, the Department of Public Health, and the Department of Education all have representatives on the planning committee. Also represented are parents, female offenders, law enforcement offices, and the judiciary.

Finally, the State has also designed a pilot project in Jackson/Hinds County, which will be providing crisis intervention, case management, and aftercare services to approximately 92 juvenile female offenders (Mississippi Division of Public Safety Planning 1995, p. 1).

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MISSOURI

State Demographics

In 1996, Missouri's youth population under age 18 was approximately 1,394,200 (Casey Foundation 1998).

Of the State's children, approximately 8 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 25 percent of Missouri's children were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

Missouri ranked 29th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was 33 births per 1,000 young women ages 15–17. This was up from 32 births per 1,000 young women in 1985 (Casey Foundation 1998).

Overview of the Juvenile Justice System

Missouri has 45 Judicial Circuit Juvenile Divisions encompassing 115 counties. Each of these circuits has a juvenile court judge who is appointed by the circuit court and a juvenile officer who is appointed by the juvenile court (Missouri Department of Public Safety 1998).

The Division of Youth Services is responsible for providing treatment options for juvenile offenders within the State's juvenile justice system. This includes prevention, community-based programs, and residential options. Further, as of April 1999, the Division will be operating

seven highly structured, secure care programs (Missouri Department of Public Safety 1998).

The Formula Grants Program for the State is housed within the Missouri Department of Public Safety.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Missouri:

- In 1995, young women represented 31 percent (25,176) of all referrals to juvenile court. Anglo young women represented 22 percent of these referrals while African-American young women represented 9 percent. However, African-American females account for only 6.7 percent of the State's youth population and are represented in referrals at nearly one and a half times their percentage in the population (Missouri Department of Public Safety 1998).
- In 1995, young women represented 22.5 percent (2,741) of all juvenile court referrals for violent offenses. Anglo young women accounted for 12 percent of these referrals, and African-American young women accounted for 10.5 percent (Missouri Department of Public Safety 1998).
- Also in 1995, young women represented 22 percent (6,229) of all juvenile court referrals for nonviolent offenses. Anglo young women accounted for 15 percent of these referrals, and African-American young women accounted for 7 percent

(Missouri Department of Public Safety 1998).

- Referrals of young women for nonviolent offenses have increased at almost twice the rate of males (female rates increased 27 percent, while male rates increased by only 15 percent) since 1993. This rate is only slightly higher than the 22 percent rate of referrals for nonviolent offenses reported from 1986 to 1992 (Missouri Department of Public Safety 1994).
- In 1995, young women accounted for 45 percent (9,182) of all referrals for status offenses. Anglo young women accounted for 33 percent of these referrals while African-American young women accounted for 8 percent (Missouri Department of Public Safety 1998).
- In 1992, young women represented 25 percent (2,221) of all youth admitted to detention and 14 percent (266) of all youth committed (Poe-Yamagata and Butts 1996, p. 19).

Approach to Female Offenders

The specific objectives of Missouri's efforts to address the needs of female juvenile offenders have remained consistent since 1995. They include the following initiatives:

- To ensure that comprehensive and adequate services are available in Missouri for both male and female youth by developing a State of the State Report on Gender-Specific Services, identifying where there is a need for additional services and developing a program plan to initiate the necessary services.
 - To ensure that juvenile justice processing of youth and the outcomes of juvenile cases in Missouri are equitable and not based on gender bias by assessing processing and outcomes of sample cases, disseminating the research results throughout the courts, and initiating training programs for juvenile court personnel (Missouri Department of Public Safety 1995, pp. 2–3).
- In 1995, as part of the State's Juvenile Justice Advisory Group (JJAG), the State formed a Gender Equity Task Group to determine the issues of greatest need and to draft a strategic plan for implementing the Challenge Grant activities. This plan was then adopted by the entire JJAG. To increase their knowledge, members of both the JJAG and the Gender Equity Task Force have attended trainings held in the State on female development and appropriate programming for young women (Missouri Department of Public Safety 1995, p. 6).
- In April 1997, as part of a statewide conference on the issue, Missouri also released a report containing the findings of its research effort. The report is titled *Gender and Juvenile Justice in Missouri*. It contains detailed information on both delinquent and status offending patterns for young women in the State and results from a perceptions survey conducted on juvenile and family court personnel and staff from residential placements (Kempf-Leonard 1997, p. 2). Information on obtaining this report can be found in Appendix B, Available State Products.
- In June 1998, as part of the Missouri Juvenile Justice Association's Gender Services Challenge Grant, a statewide gender conference entitled "Girls are Unique" was conducted. Two hundred people from throughout the State

representing various agencies, organizations, schools, and city and county circuits attended the two-day conference. The agenda addressed the issue of improving the quality of treatment for young women in Missouri. The goals for participants of the conference included the following:

- To identify characteristics of a quality program for girls.
- To define reasons programming and treatment for girls should be different from programming and treatment for boys.
- To recognize interventions designed to meet the unique developmental needs of girls.
- To define strategies to advocate for improving program services for girls.

The outcome of the conference was the re-establishment of a Gender Task Force consisting of interested professionals from around the State.

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NEW JERSEY

State Demographics

In 1996, New Jersey's youth population under age 18 was approximately 1,987,000 (Casey Foundation 1998).

Of the State's children, approximately 7 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 11 percent of New Jersey's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

New Jersey ranked 12th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 29 births per 1,000 young women ages 15–17. This was up from 21 births per 1,000 young women in 1985 (Casey Foundation 1998). In 1995, there

were 38.4 births to teens per every 1,000 teens ages 15–19 (New Jersey Association for Children 1995, p. 3).

Overview of the Juvenile Justice System

The specific process of juvenile justice in New Jersey is dictated by individual approaches taken by New Jersey's 21 counties (New Jersey Juvenile Justice and Delinquency Prevention Unit 1997, p. 5). Most juvenile offender cases are handled by county Family Parts of Superior Courts. Juvenile Family Crisis Intervention Units also exist in every county in New Jersey. These organizations are responsible for providing services to youth and families in crisis. Services can address problems of truancy, conflict between parents and youth, and issues around youth running away (New Jersey Juvenile Justice and Delinquency Prevention Unit 1997, pp. 8-9).

The Juvenile Justice Commission is the agency in the State that is responsible for providing appropriate placements and services for juvenile offenders committed to the State. Specifically, the Commission operates and provides services through three secure juvenile correctional facilities, a network of eight day programs, thirteen residential treatment programs, and the Stabilization and Reintegration Program (boot camp). Of these programs, there is one secure juvenile correctional facility, one residential group home, and one day program for juvenile female offenders. Probation is a State function, which is operated on a county basis under the Administrative Office of the Courts. Finally, detention services are also available for juveniles, age 11 or older, who are in need of temporary placement awaiting court processing (New Jersey Juvenile Justice and Prevention Unit 1997, p. 12).

The Formula Grants Program is housed in the Juvenile Justice and Delinquency Prevention Unit of the Juvenile Justice Commission.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in New Jersey:

- In 1995, young women accounted for 21 percent (19,678) of all juvenile arrests. This was a decrease from 22 percent (19,456) in 1993. These figures represented an increase over 1992 when females represented only 20 percent (17,953) of all juvenile arrests (New Jersey Juvenile Justice and Delinquency Prevention Unit 1997, p. 7).
- In 1995, young women represented 13 percent (1,808) of the youth admitted to detention and 4 percent (53) of youth committed (New Jersey Juvenile Justice and Delinquency Prevention Unit 1997, Table 18).
- In 1995, African-American young women represented 54.1 percent (978) of the total number of females held in juvenile detention facilities. Anglo young women accounted for 28.4 percent (514) and Hispanic young women for 16.2 percent (293) (New Jersey Juvenile Justice and Delinquency Prevention Unit 1997, Table 20).

- As of August 1997, females represented 14.5 percent of youth on probation

(New Jersey Juvenile Justice and Delinquency Prevention Unit 1997.)

Offense	Number	Percent
Larceny — theft	4,011	20
Running away	3,354	17
Simple assaults	2,756	14
All other offenses (not traffic)	2,280	12
Disorderly conduct	1,915	10
Liquor law violations	895	5
Criminal/malicious mischief	708	4
Aggravated assault	640	3
Curfew and loitering violations	744	4
Drug abuse violations	1,046	5

Source: New Jersey Juvenile Justice and Delinquency Prevention Unit (1997)

Approach to Female Offenders

New Jersey’s efforts to address the needs of juvenile female offenders began in May 1995, when the State Advisory Group, the Governor’s Juvenile Justice and Delinquency Prevention (JJDP) Committee, received training on gender-specific services at their new member retreat. CRA provided this training through the OJJDP’s technical assistance program. As a result of the training, the JJDP Committee decided to establish a subcommittee to develop recommendations for improving policies and programming for young women in New Jersey’s juvenile justice system. This committee, officially established in June 1995, is still in operation in the State (New Jersey Juvenile Justice and Delinquency Prevention Unit 1997, p. 20).

CRA again provided training, through OJJDP, to members of the newly formed Ad Hoc Subcommittee on Gender-Specific Services in the fall of 1995. Since that time, the subcommittee applied for and received funds under OJJDP’s Challenge Activity E

program (New Jersey Juvenile Justice and Delinquency Prevention Unit 1997, p. 24).

In March 1997, New Jersey used Challenge Activity E monies to fund a statewide conference designed to educate juvenile justice practitioners and community volunteers about the need for and content of services for young women. The conference, “A Celebration of Womanhood,” featured sessions on body image, stereotypes, peer mediation, nontraditional careers for girls and women, and workshops on specific program models existing in the State. Approximately 250 individuals, including young girls, from across the State participated (New Jersey Juvenile Justice and Delinquency Prevention Unit 1997).

In October 1997, a two-day training on gender-specific services was provided by CRA to staff from the Juvenile Justice Commission’s (JCC) female facilities and programs. More than 40 people, including educational, social services, clerical, and administrative staff participated in the training. As a result of the training and the

follow-up technical assistance report, JCC has developed an action plan to address the recommendations in the CRA report (New Jersey Juvenile Justice and Delinquency Prevention Unit 1997).

In the fall of 1997, a one-day gender-specific services training was provided to parents, educators, and service providers at three different sites across the State. Topics addressed at the training included gender power and violence, sustaining self-esteem, relationships, sexual harassment, HIV/AIDS, and teen-parent communication (New Jersey Juvenile Justice and Delinquency Prevention Unit 1998).

In March 1998, "A Celebration of Womanhood II" was hosted by the JJDP Committee (State Advisory Group) for 260 teen girls and their sponsors. Workshop topics for the girls included health issues, sexuality, spirituality, cultural diversity, mother/daughter relationships, and teens overcoming difficulty (New Jersey Juvenile Justice and Delinquency Prevention Unit 1998).

OJJDP Challenge Grant funds have been used to develop public information/awareness materials to increase awareness of the unique needs of girls and to encourage girls to achieve all that they can. Campaign products include a poster, pamphlets, a video, radio and television Public Service Announcements (PSAs), and a web site (Njgirls.org)(New Jersey Juvenile Justice and Delinquency Prevention Unit 1998).

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NEW YORK

State Demographics

In 1996, New York's youth population under age 18 was approximately 4,540,500 (Casey Foundation 1998).

Of the State's children, approximately 12 percent were living in families with incomes below 50 percent of the poverty level in 1995. It is estimated that in 1995, approximately 15 percent of New York's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

New York ranked 19th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 28 births per 1,000 young women ages 15–17. This was up from 22 births per 1,000 young women in 1985 (Casey Foundation 1998). In 1992, there were 25,330 births to New York State young women ages 15–19. Further, there were an additional 640 births to New York State young women under the age of 15 (New York *Kids Count* 1995, p. 38).

In 1992–93, approximately 3.9 percent of New York State's public high school students dropped out of school. In New York City, the dropout rate was

6 percent, more than twice that of the rest of the State (New York *Kids Count* 1995, p. 16).

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in New York:

- In 1994, young women represented 20 percent (14,632) of juvenile arrests for youth under age 16 (this does not include runaways). When runaways are added to the total, young women represented 22.5 percent (17,302) of all youth arrested (New York Division of Criminal Justice Services 1994).
- In 1994, young women accounted for 52 percent (2,670) of all youth under age 16 arrested for running away (New York Division of Criminal Justice Services 1994).
- In 1993, young women represented 15 percent (369) of all youth admitted to Division for Youth custody (New York Division of Criminal Justice Services 1995, p. 2).
- In 1992, young women represented 28 percent (1,845) of the youth admitted to detention and 12 percent (534) of the youth committed (Poe-Yamagata and Butts 1996, p. 19).

Table 15. NEW YORK TOP 10 OFFENSES FOR YOUNG WOMEN UNDER AGE 16, 1994

Offense	Number	Percent
Larceny — theft	3,786	21.8
Running away	2,670	15.4
Simple assault	2,090	12
Fraud	1,571	9
All other offenses	1,400	8
Disorderly conduct	1,143	6.6
Other F/P offenses	971	5.6
Robbery	806	4.7
Aggravated assault	616	3.6
Criminal mischief	530	3.1

Source: New York Division of Criminal Justice (1994)

Approach to Female Offenders

New York has established the following goals for addressing the needs of juvenile female offenders and at-risk young women in the State:

- Supply funds for the development of gender-specific programming in the areas of self-esteem building, teen pregnancy, vocational skill building, multicultural education, parenting skills, and curriculum development for residential facilities.
- Promote improved levels of health and mental health programming and services for young women in residential care in New York State.

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OHIO

State Demographics

In 1996, Ohio's youth population under age 18 was approximately 2,847,800 (Casey Foundation 1998).

In 1995, approximately 10 percent of the State's children were living in families with incomes below 50 percent of the poverty level. Further, it is estimated that in 1995, approximately 8 percent of Ohio's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

Ohio ranked 29th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 33 births per 1,000 young women ages 15–17. This is up from 29 births per 1,000 young women in 1985 (Casey Foundation 1996, p. 105). In 1995, one out of every eight students dropped out of school and one out of every eight infants born in the State was born to a teen mother (Children's Defense Fund 1996).

Overview of the Juvenile Justice System

Ohio's juvenile justice system is unique in that it is a Home Rule system, meaning that cities and counties throughout the State function with a great deal of autonomy. Therefore, most juvenile justice services are provided by local government and vary from location to location (Ohio Office of Criminal Justice Services 1997, p. 3). Juvenile divisions of the courts are branches of either Probate Courts or the Domestic Relations Division of the Court of Common Pleas.

However, nine Ohio counties, have separate Juvenile Divisions of the Court of Common Pleas (Ohio Office of Criminal Justice Services 1997, p. 7).

To meet the individual placement and service delivery needs of juvenile offenders in the State, local governments have established a wide variety of prevention and early intervention programs, both community- and residential-based. Many of these programs are financially supported through a subsidy program at the Ohio Department of Youth Services (DYS), the agency responsible for the "safe, secure, and humane confinement of all youth committed by Ohio's 88 juvenile courts" (Ohio Office of Criminal Justice Services 1997, p. 14). For instance, the State has approximately 403 community correction facilities designed for felony level offenders who would otherwise be committed to DHS. These facilities serve 51 of Ohio's 88 juvenile courts (Ohio Office of Criminal Justice Services 1997, p. 13).

Further, the State has approximately 34 detention centers designed to provide temporary care, protection, and treatment for juvenile offenders (Ohio Office of Criminal Justice Services 1997, p. 4). All of these detention centers receive financial assistance through DHS (Ohio Office of Criminal Justice Services 1997, p. 5). Finally, DHS operates five regional aftercare offices, eight juvenile secure facilities (and contracts for an additional three facilities), nine Community Rehabilitation Centers, and numerous local community corrections programs (Ohio Office of Criminal Justice Services 1997, p. 15).

The State's Formula Grants Program is housed in the Ohio Office of Criminal Justice Services.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Ohio:

- Ohio's 1991 and 1992 compliance monitoring data shows that Anglo females are more frequently detained for status offenses than any other segment of Ohio's juvenile population (Ohio Office of Criminal Justice Services 1994).
- In 1992, young women represented 25 percent (9,075) of the youth admitted to detention and 19 percent (1,920) of the youth committed (Poe-Yamagata and Butts 1996, p. 19).

Approach to Female Offenders

The specific objectives of Ohio's efforts to address the needs of female juvenile offenders have remained consistent since 1995. They include the following initiatives: form a work group to evaluate the service delivery system for female youth and to develop a comprehensive strategy to reduce and eliminate inequalities in placement and treatment of young women in Ohio's juvenile justice system; devise a plan of action for improving the service delivery system for female youth; educate juvenile justice professionals about gender-specific services and gender bias in placement and treatment; and assemble a report that includes the recommendations of the work group and distribute it to juvenile justice decisionmakers and practitioners (Ohio Office of Criminal Justice Services 1995, p. 18).

In 1995, the Ohio Office of Criminal Justice Services formed a work group of

19 professionals from the State's juvenile justice and related systems. The work group, called the Gender-Specific Services Work Group, was charged with identifying the specific needs of the young women in Ohio's juvenile justice system and making recommendations for improvements in service delivery. From 1995–97, this work group gathered information on existing programs in the State for young women, educated itself and others about female development issues, and collected data on the young women in the system. The result was a report to the Governor issued in January 1997 (Ohio Office of Criminal Justice Services 1997, p. 12).

This report highlights the existing literature in the field of female development and discusses the appropriateness of gender-specific programming. The report also contains the results of two specially designed focus group efforts conducted in September and October 1996 (Ohio Office of Criminal Justice Services 1997, pp. 10, 25).

The first effort involved five separate focus group sessions with 42 professionals from across the State. These focus groups identified the following key issues:

- There appears to be a lack of facilities for young women, insufficient funding for young women's programs, and a lack of communication within the system. Practitioners expressed a lack of confidence in their ability to treat young women using the most effective measures.
- There was recognition of differences between young women and young males although staff could not always clearly articulate these differences.

- Parents were identified as a significant force in young women's lives. In fact, practitioners often felt that the parents were "part of the problem."
- Practitioners were able to identify which currently operational programs they believed were effective and which were not effective, and there seemed to be a general perception that female offenses are becoming more serious and are being conducted by young women of younger ages (Ohio Office of Criminal Justice Services 1997, pp. 28–31).

The second effort involved six separate focus group sessions with approximately 58 young women involved in Ohio's juvenile justice system at various levels. These focus groups identified the following key issues:

- In general the young women do not feel respected by staff and often feel as though the staff "put them down" instead of functioning as adult role models.
 - The young women were able to identify differences they experienced in treatment by the system because of their gender. In general, the young women perceived the males as having "more privileges, more space, more equipment, and better treatment."
 - The young women identified traumatic family experiences as having played a key role in their development of delinquent behaviors. This was particularly true when their own parents had been involved with illegal activities or involved in the adult justice system.
- The young women identified several key health issues that were important to them. Among these were pregnancy, drug use, eating disorders, and sexually transmitted diseases.
 - The young women incarcerated in institutional settings identified fears of not being able to leave the facility successfully. In particular, they were concerned with a lack of support once they were on their own and fear of repeating the behaviors that brought them to the institution (Ohio Office of Criminal Justice Services 1997, pp. 25-28).

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OKLAHOMA

State Demographics

In 1996, Oklahoma's youth population under age 18 was approximately 888,800 (Casey Foundation 1998).

In 1995, 24 percent of the State's children lived in poverty. Today, one out of four children in Oklahoma live in poverty (Casey Foundation 1998).

Oklahoma ranked 34th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was 39 births per 1,000 young women ages 15–17. This was down from 42 births per 1,000 young women in 1985 (Casey Foundation 1998). In 1993, 143 Oklahoma mothers were only 12 years of age. From 1991 to 1993, the average annual percentage of births to African-American young women was 11.5 percent. This was higher than other ethnic categories, which averages 5.1 percent for Anglo young women and 9.6 percent for Native Americans (Oklahoma Institute for Child Advocacy 1996, p. 7).

During the 1995–96 school year, approximately 10,812 Oklahoma students left school permanently, making the dropout rate 9 percent. Further, 44.7 percent of dropouts in this school year were young women as compared to 55.3 percent of the young men (Casey Foundation 1998).

Overview of the Juvenile Justice System

In Oklahoma, local courts play a key role in the functioning of the juvenile justice system. Most cases involving juvenile offenders are handled by the associate district judge, although this practice can vary from jurisdiction to jurisdiction. Some counties also use court referees or district judges to hear juvenile cases. After a juvenile offender is adjudicated in a juvenile court, a Post Adjudication Review Board provides citizen review of the care received by that youth on a six-month basis. A report is then made by the board to the juvenile court. Currently there are 65 boards in the State in 73 counties (Oklahoma Commission on Children and Youth 1994, pp. 34–35).

The Office of Juvenile Affairs (OJA) is the State organization responsible for ensuring that appropriate placements and services exist for juvenile offenders in the State. OJA operates under the statutory authority of the "Oklahoma Juvenile Code" (Title 10 O.S., 7301–1.1 *et. seq.*). OJA was established on July 1, 1995, as a result of legislation enacting the Oklahoma Juvenile Code (Oklahoma Office of Juvenile Affairs 1998).

The State Formula Grants Program is managed by OJA.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Oklahoma:

- In 1992, young women represented 23 percent (880) of the youth admitted to detention and 33 percent (622) of the youth committed (Poe-Yamagata and Butts 1996, p. 19).

Approach to Female Offenders

Oklahoma has established the following goals for addressing the needs of juvenile female offenders and young women at-risk in the State:

- Establish a task force to identify and propose policy, legislation, and programmatic recommendations for female adolescent juvenile services.
- Develop a profile and statistical demographics of juvenile female offenders.
- Review national literature on existing programs for adolescent female offenders.
- Develop training for agency staff to enhance awareness of gender-specific services issues and to assist staff in dealing with the diverse problems facing this population.
- Develop a program strategy and build a continuum of services among all agencies that address female gender-specific services issues.

- Develop a resource guide of programs existing in Oklahoma that serve this population (Oklahoma Commission on Children and Youth 1995, pp. 2–4).

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OREGON

State Demographics

In 1996, Oregon's youth population under age 18 was approximately 808,400 (Casey Foundation 1998).

Of the State's children, approximately 7 percent were living in families with

incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 24 percent of Oregon's children under age 13 were living in low-income families with working parents: 22 percent of children were under 18 years of age (Casey Foundation 1998).

Oregon ranked 27th in the country in terms of teen birth rate for 1996. This same year, the birth rate in the State was approximately 30 births per 1,000 young women ages 15–17 (Casey Foundation 1998).

Overview of the Juvenile Justice System

In Oregon, the Juvenile Court has jurisdiction over juvenile and family-related matters. Therefore, the court has exclusive and original jurisdiction in any case involving a juvenile offender under 18 years of age. The court is presided over by juvenile court judges who are elected officials (Oregon Commission on Children and Families 1994).

In each of Oregon's 36 counties, there are juvenile departments that are supported by county general funds and are part of the county government. These departments are run by Juvenile Department Directors who are responsible, with other staff, for making a full report on every youth brought before the juvenile court. Many county juvenile departments also operate juvenile detention facilities. As of December 1997, 10 of Oregon's 36 counties possessed juvenile detention centers with a total of 323 beds. The other 26 counties contract with neighboring counties for detention space. The Oregon Youth Authority (OYA) is the State agency responsible for the supervision, management, and administration of youth correction facilities, State parole and

probation services, community out-of-home placements for youth offenders, and other functions related to State programs for youth corrections. The OYA exercises legal and physical custody over youth offenders between the ages of 12 and 18 who have been committed to the OYA by county juvenile courts. Juvenile court committed youth offenders may remain in OYA's legal custody up to age 25. Juveniles, ages 15-17, who commit crimes for which they have been waived to and convicted in adult court or for which the State's mandatory minimum sentences apply are in the legal custody of the Oregon Department of Corrections (adult corrections) but can be placed in the physical custody of the OYA up to age 25. The OYA provides rehabilitation and treatment programming in a multitiered system of secure custody facilities around the State, which includes seven youth correctional facilities, four work/study camps, a youth accountability camp, and a special program facility in Multnomah County. In addition to secure custody, the OYA provides community-based parole and probation services to youth committed to the OYA for out-of-home placement. Planning is also underway for a work/study camp for young female offenders transitioning from youth correctional facilities to communities. This gender-specific transition program is designed to fill a critical service gap for young women in the OYA's secure custody setting: a setting historically dominated by males because of the nature of their crimes. In recent years, however, the OYA has seen a change in the behavior of troubled adolescent females, who now commit property and person crimes. This program will offer female offenders the same treatment continuum opportunities offered to male offenders (Oregon Commission on Children and Families 1994).

The Formula Grants Program is managed by the Oregon Commission on Children and Families.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Oregon:

- A nine-year arrest trend between 1987 and 1995 shows that the rate at which girls are being arrested in Oregon is growing faster than the rate of arrest for boys. The percentage change of juvenile female arrest rates for total crimes in those nine years was 70.4 percent (Oregon Commission on Children and Families 1997).
- The arrest rate for index crimes by young women increased 24.1 percent. Yet, proportionately, the number of females in the juvenile justice system and the OYA remained the same between 1987–95, 20 percent and 10 percent respectively (Oregon Commission on Children and Families 1997).
- Behavioral crimes increased significantly over nine years, which influenced the increase in total crimes (Oregon Commission on Children and Families 1997).
- Crimes against persons committed by young female offenders increased 100 percent, which reflects a change from 1.4 offenses committed per 1,000 youth to 2.8 offenses committed per 1,000 youth (Oregon Commission on Children and Families 1997).

- The arrest rate for property crimes committed by young female offenders rose to 22.4 percent (Oregon Commission on Children and Families 1997).
- Females accounted for 17 percent (1,380) of all youth admitted to detention in 1992 and 19.2 percent in 1993. Also in 1992, young women represented 9 percent (174) of the youth committed (Poe-Yamagata and Butts 1996, p. 19; and Oregon Commission on Children and Families 1994).

Approach to Female Offenders

Oregon is one of only two States in the country that has legislation concerning young women involved and at-risk of involvement in the juvenile justice system. Passed in 1993, this legislation specifically acknowledges that young women often lack, yet are entitled to, equal access to the facilities, services, and treatment available through human services and juvenile corrections programs provided by or funded by the State of Oregon (Oregon Legislative Assembly 1993, p. 1). The legislation calls for any State administrative agency providing services to minors to separately specify, in its annual budget to the Legislative Assembly, the percentages of monies allocated and expended to provide services to both males and females and to identify disparities in the allocation of these monies and services. These State agencies must also develop a plan to implement equal access to appropriate gender-specific services and treatment and to implement the results of this legislation (Oregon Legislative Assembly 1993, p. 1). In 1995, State agencies presented their first report on *Equal Access to Services for Girls and Boys* in the legislature. Currently, the Department of Human Resources and the Oregon

Commission on Children and Families are in the process of refining and completing their 1997 report on equal access to services for the Oregon Legislature.

In 1992, the Oregon Commission on Children and Families issued a grant to the Northwest Regional Educational Laboratory to develop and disseminate a collection of interrelated communications and media products designed to better educate the public on the issues related to female offenders. One result of the grant was an informational brochure containing 50 ways to assist girls and young women in one's home community. The Oregon Commission on Children and Families and the Coalition of Advocates for the Equal Access for Girls is collaborating to update and redistribute the "50 Ways to Help Girls and Young Women" brochure.

In 1996, the Oregon Commission on Children and Families continued this effort by using Formula Grants funding to create a training curriculum for all juvenile justice advocates and Children's Commission members. This curriculum and information package, *Vision for Collaboration*, is designed to educate individuals of the need for and content of gender-specific services and to encourage community planning for alternatives to incarceration for young men and women.

In 1997–98, the Oregon Commission on Children and Families continued this effort using Formula Grants funding to contract for a statewide research project concerning dependent and delinquent female adolescents. The report on Young Women in the Juvenile Justice System in Oregon will be released in the fall of 1998 at a Girls' Summit organized in a partnership between the Commission and the Coalition.

For information on how to receive any of the Oregon materials listed above, please see Appendix B, Available State Products.

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PENNSYLVANIA

State Demographics

In 1996, Pennsylvania's youth population under age 18 was approximately 2,894,700 (Casey Foundation 1998).

Of the State's children, approximately 8 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 14 percent of Pennsylvania's children under 13 were living in low-income families with working parents (Casey Foundation 1998).

Pennsylvania ranked 15th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 26 births per 1,000 young women ages 15–17. This was up from 25 births per 1,000 young women in 1985 (Casey Foundation 1998).

During the 1996–97 school year, 42 percent (8,703) of the youth dropping out of school were young women. This rate remained stable: 42 percent (8,925) of the 1995–96 school year dropouts were also young women (Pennsylvania Department of Education 1998).

Overview of the Juvenile Justice System

In Pennsylvania, responsibility for all cases involving juvenile offenders under 18 and not accused of murder, or who have not been convicted of a previous felony as an adult, rests in the Court of Common Pleas. These cases are handled by either Family Court Judges, in larger districts, or various court judges as decided by the presiding judge, in smaller districts. In either case, the presiding judge is responsible for adjudication decisions and the appointment of juvenile probation officers and/or other key staff (Pennsylvania Commission on Crime and Delinquency 1994, p. 3).

The Department of Public Welfare Office of Children, Youth and Families (DPW/OCYF) is the State agency responsible for ensuring that placement facilities and services for juvenile offenders

meet acceptable standards. Toward this end, the DPW/OCYF licenses all juvenile justice detention and treatment programs in the State. DPW/OCYF directly operates three Youth Development Centers and two Forestry Camps, which can serve a total of 913 youth in the State. This total includes a 64-bed secure treatment unit for females. The State also has secure detention centers available for the temporary placement of juvenile offenders. These detention centers are county operated and serve youth ages 10 through 17 (Pennsylvania Commission on Crime and Delinquency 1998, p. 8).

The Formula Grants Program for the State is managed by the Pennsylvania Commission on Crime and Delinquency.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Pennsylvania:

- In 1996, young women accounted for 17.2 percent (6,134) of all juvenile cases processed by the State's juvenile courts (Pennsylvania Juvenile Court Judges' Commission 1996).
- In 1992, young women represented 9 percent (1,370) of all youth admitted to detention and 9 percent (108) of all youth committed (Poe-Yamagata and Butts 1996, p. 19).

1994 Offense	Number	Percent
Larceny (not auto)	3,983	17.4
Runaway	3,561	15.6
Disorderly conduct	3,387	14.8
Liquor law violations	2,256	9.9
Curfew — loitering	2,095	9.2
Other assaults	1,601	7
Vandalism	784	3.4
Aggravated Assault	694	3.0
Drug abuse	421	1.8
Burglary/breaking & entering	336	1.5
1996 Offense	Number	Percent
Larceny	3,915	14.7
Runaway	2,807	10.5
Disorderly conduct	3,950	14.8
Liquor law violations	2,553	9.6
Curfew — loitering	5,599	21
Other assaults	1,834	6.9
Vandalism	708	2.7
Aggravated assault	740	2.8
Drug abuse	598	2.2
Burglary/breaking & entering	340	1.3

Source: Uniform Crime Report, Federal Bureau of Investigation (1996).

Approach to Female Offenders

Pennsylvania has established the following two goals for addressing the needs of juvenile female offenders and at-risk young women in the State:

- Establish a planning group to develop policies and standards concerning the range, availability, and provision of gender-specific services.
- Develop pilot projects, funded by the Pennsylvania Commission on Crime and Delinquency, to provide gender-specific

services within a continuum of care model for young women.

Pennsylvania's Juvenile Advisory Committee, the State Advisory Group under the Federal JJDP program, is currently considering commissioning a study of the quality and quantity of services available for juvenile female delinquents. In 1994, an intern with the Juvenile Law Center in Philadelphia, Pennsylvania, completed a brief examination of this issue. Individuals interested in obtaining a copy of the report from this examination should contact the Pennsylvania Commission on Crime and Delinquency.

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RHODE ISLAND

State Demographics

In 1996, Rhode Island's youth population under age 18 was approximately 235,300 (Casey Foundation 1998).

Of the State's children, approximately 6 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 17 percent of Rhode Island's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

Rhode Island ranked 16th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 27 births per 1,000 young women ages 15–17. This was up from 21 births per 1,000 young women in 1985 (Casey Foundation 1998). From 1988–92, the birth rate in the State for young women ages 14–18 averages 57.1 for every 1,000 girls. Of this figure, the birth rate was 161.5 for African-American young women, 163.9 for Native Americans, 85.7 for Hispanics, 61 for Asian Americans, and 51.5 for Anglos. In 1994, there were 1,460 births to teenage girls 13-19, and one out of ten of these was to a single young woman (Rhode Island Kids Count 1996, p. 32).

Overview of the Juvenile Justice System

In Rhode Island, the Family Court handles all criminal cases involving juvenile offenders, all cases involving juvenile status offenders, and all neglect and abuse cases of children. All cases referred to the court are reviewed by the court's Intake Unit, which reviews referral source documents to determine the youth's needs and then makes specific recommendations to the court (Rhode Island Governor's Justice Commission 1995a, p. 36).

The State Department for Children and Their Families (DCF) is responsible for public safety and for providing appropriate placements and services for juvenile offenders in the State. Specifically, the Department's mission is to "mobilize the human, physical, and financial resources available to plan, develop, implement, and evaluate a comprehensive and integrated statewide program of services designed to ensure the opportunity for children to reach their full potential" (Rhode Island Governor's Justice Commission 1995a, p. 36). To this end, DCF operates a child welfare program, a mental health services program, and a juvenile corrections program. Under the juvenile corrections program, DCF provides a myriad of prevention and intervention services and placement at the State's only secure placement, Training School for Youth (Rhode Island Governor's Justice Commission 1995, p. 37).

The Formula Grants Program in Rhode Island is handled by the Governor's Justice Commission.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Rhode Island:

- In 1992, young women represented 23 percent (2,094) of all juvenile arrests. The arrest rate for young women has

been 24–25 percent since 1987 (Rhode Island Governor's Justice Commission 1995a, p. 60).

- In 1993, young women represented 5 percent (8) of the youth held in the Rhode Island Training School (Rhode Island Governor's Justice Commission 1995a, p. 87).
- In 1993, young women represented 11.4 percent (139) of all youth placed on probation or parole in the State (Rhode Island Governor's Justice Commission 1995a, p. 82).
- In 1992, young women represented 25 percent (82) of the youth admitted to detention and 14 percent (89) of the youth committed (Poe-Yamagata and Butts 1996, p. 19).

Approach to Female Offenders

Rhode Island has used its Challenge Activity funds to develop a program in the Rhode Island Training School.

The STRIDES program focuses on substance abuse treatment, parenting skills, sexual abuse prevention, self-esteem development, and issues impacting victims of the incarcerated offenders' crimes through a Restorative Justice Model. Once the girls are released from the training school, the *STRIDES* program continues to meet with and monitor them during their probation.

Table 17. RHODE ISLAND TOP 10 OFFENSES FOR YOUNG WOMEN, 1991

Offense	Number	Percent
Running away	367	21
Larceny	364	20.9
Other offenses	257	14.7
Simple assaults	169	9.7
Disorderly conduct	85	4.9
Liquor law violations	81	4.7
Aggravated assault	75	4.3
Offenses: family and child	63	3.6
Suspicion	56	3.2
Vandalism	55	3.16

Source: Rhode Island Governor's Justice Commission (1995)

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UTAH

State Demographics

In 1996, Utah's youth population under age 18 was approximately 678,800 (Casey Foundation 1998).

Approximately 3 percent of Utah's children were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 21 percent of the State's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

Utah ranked 12th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 25 births per 1,000 young women ages 15–17. This was down from 27 births per 1,000

young women in 1985 (Casey Foundation 1998).

In 1994, approximately 4 percent (3,992) of students enrolled in the 10th through 12th grades in Utah's schools dropped out. Further, there were approximately 10,430 cases of child abuse and neglect reported in 1994 (Utah Children 1996, p. 1).

Overview of the Juvenile Justice System

Juvenile offenders under 18 years of age that are arrested and charged with a delinquent act in Utah are referred to the Juvenile Court. The Juvenile Court is divided into eight districts with 14 full-time juvenile court judges and one court commissioner. It is under the general supervision of the Supreme Court and handles abuse and neglect and delinquency cases (Utah Board of Juvenile Justice 1994, Sec. 2, p. 33).

The State Department of Youth Corrections is responsible for public safety and for providing a full range of appropriate placements and services for juvenile offenders. To this end, the Department of Youth Corrections operates home detention programs, case management services, observation and assessment services, and multiuse facilities (Utah Board of Juvenile Justice 1994, Sec. 2, p. 10). The State also operates ten secure preadjudicatory juvenile detention centers and three secure, long-term facilities designed to hold postadjudicatory juvenile offenders (Utah Board of Juvenile Justice 1994, Sec. 5, p. 6).

The Formula Grants Program in the State is handled through the Utah Board of Juvenile Justice and the Commission on Criminal and Juvenile Justice.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Utah:

- In 1992, young women represented 22 percent (1,877) of the youth admitted to detention (Poe-Yamagata and Butts 1996, p. 19; and Utah Board of Juvenile Justice 1994, Sec. 2, p. 32). Further, they represented 18 percent (296) of committed youth (Poe-Yamagata and Butts 1996, p. 19).
- The number of female offenders placed in the State's Observation and Assessment Centers dropped from 10.5 percent in 1992 to 9.6 percent in 1993 (Utah Board of Juvenile Justice 1994, Sec. 2, p. 49).

Approach to Female Offenders

In 1996, the Utah State Advisory Group (SAG) used funding obtained through OJJDP's Challenge Activity E program to fund the following efforts:

- *Young Women's Living Center, Division of Youth Corrections.* This program provides training in gender-specific services and the needs of adolescent females for staff of a new ten-bed wing for juvenile female offenders at the facility. Specifically, the training covers victimization, group work skills, relationship building, accessing community resources, and personal responsibility.
- *Juvenile Services Project at Your Community Connection.* This program allows for 20 young women already

being held at the Farmington Bay Youth Observation and Assessment Center to participate in a weekly group session regarding issues of female offenders. The group sessions are conducted by a licensed social worker, and the young women also have the opportunity to attend weekly classes taught by a University of Southern Utah Extension educator. Eventually, this program effort will also support the addition of a 90-day postrelease aftercare program.

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WISCONSIN

State Demographics

In 1996, Wisconsin's youth population under age 18 was approximately 1,343,000 (Casey Foundation 1998).

Of the State's children, approximately 4 percent were living in families with incomes below 50 percent of the poverty level in 1995. Further, it is estimated that in 1995, approximately 21 percent of Wisconsin's children under age 13 were living in working-poor families or families where at least one parent was working 50 or more hours a week but the family's income was still below the poverty level (Casey Foundation 1998).

Wisconsin ranked 10th in the country in terms of teen birth rate for 1995. This same year, the birth rate in the State was approximately 23 births per 1,000 young women ages 15–17. This was up from 22 births per 1,000 young women in 1985 (Casey Foundation 1998).

In 1992–93, the dropout rate for Wisconsin public schools was 3.15 percent (7,545 students). This was up slightly from 3 percent (7,001 students) in 1991–92 (Wisconsin Office of Justice Assistance 1995, p. 13).

Overview of the Juvenile Justice System

In the State of Wisconsin, the Juvenile Court has exclusive jurisdiction over all cases involving youth from age 10 to 17 who are alleged to be delinquent (Wisconsin Office of Justice Assistance 1996, p. 1). The court also has exclusive jurisdiction over youth under age 10 who are alleged to

be in need of protection (Wisconsin Office of Justice Assistance 1996, p. 2). Therefore, in delinquency cases, it is the juvenile court judge who determines disposition placements and services for all juvenile offenders (Wisconsin Office of Justice Assistance 1996, p. 4).

In Wisconsin, the Department of Corrections (DOC) is responsible for maintaining appropriate dispositional placements for juvenile offenders. Specifically, the Bureau of Residential Services of the Division of Juvenile Services of DOC is responsible for the operation of the State's three secure, residential placements: the Lincoln Hills School (240 beds for males), the Ethan Allan School (30 beds for males), and the Southern Oaks Facility (45 beds for females) (Wisconsin Office of Justice Assistance 1996, p. 6). The Division of Juvenile Services also operates other programs, such as a boot camp and several aftercare programs for juvenile offenders (Wisconsin Office of Justice Assistance 1996, p. 7).

Beyond the division's services, Wisconsin operates as a county-administered, State-supervised juvenile justice system. Therefore, programs for youth are planned and administered by local units of government, specifically county Social Service Departments. These county departments are also responsible for providing secure detention services (Wisconsin Office of Justice Assistance 1996, p. 7).

The Formula Grants Program for the State is housed in the Wisconsin Office of Justice Assistance.

Offense Patterns and Processing of Juvenile Female Offenders

The following statistics give an overview of the information available on female offending and processing patterns in Wisconsin:

- In 1994, young women represented 27.7 percent (37,597) of all juvenile arrests in the State. This represented an increase from 26.5 percent (32,331) in 1993 and 25.4 percent (8,631) in 1992 (Wisconsin Office of Justice Assistance 1995, p. 4).
- In 1992, young women accounted for 24 percent (2,556) of the youth admitted to detention and 7 percent (102) of all youth committed (Poe-Yamagata and Butts 1996, p. 19).
- From 1988–1995, the number of youth admitted into corrections doubled from 703 to 1,404. Further, the number of young women admitted into corrections increased from 62 (approximately 8 percent of the correctional population) to 161 (approximately 12 percent) (Wisconsin Office of Justice Assistance 1997, p. 6).

Approach to Female Offenders

Historically, in Wisconsin, juvenile female offenders in need of long-term secure placements were housed in one of the State's two juvenile correctional facilities, Ethan Allan or Lincoln Hills. In 1994, the Southern Oaks facility was opened with 45 beds designed to serve female offenders, and both Ethan Allan and Lincoln Hills became all-male facilities (Wisconsin Office of Justice Assistance 1997, p. 6).

While the Southern Oaks Facility already operates several gender-specific programs for young women as part of the facility culture, the Wisconsin Office of Justice Assistance, through Challenge Activity E funds, is promoting the formation of a resource and learning center that would allow staff at the facility to better meet the specific needs of the population. This center would house basic resource materials and computer equipment designed to serve both the female offenders and staff. Specifically, the center would focus on social skills improvement, individual confidence team building skills, gender-specific learning, and physical development (Wisconsin Office of Justice Assistance 1997, p. 8).

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RECOMMENDATIONS FOR FUTURE ACTION

The following recommendations represent lessons learned by those States that have begun developing and implementing appropriate services for juvenile female offenders and at-risk young women. These recommendations are offered as suggestions to other organizations or States that may begin such efforts in the future.

ESTABLISH A REPRESENTATIVE PLANNING GROUP

In almost all States and local communities where advocacy efforts have begun, these efforts have come out of a State or community task force created to address the unique needs of girls and young women at risk of involvement or involved in the juvenile justice system. Since young women are a relatively small service delivery population, they often go unnoticed or unconsidered when juvenile justice policy and programming decisions are made, particularly on a statewide level. The creation of a group of individuals dedicated to bringing their needs into the discussion on a regular basis is the first step in creating awareness.

When creating such a planning group, the following individual steps are recommended:

- a. *Identify Key Community and State Leaders.* A committee or task force for young women needs to involve those within the State or local system who can make strategic policy and programming decisions. Sometimes the changes that need to be made to meet the needs of young women have implications for the larger juvenile justice system. Therefore, they will require the input and “buy in” of these key leaders in the State or local system. By involving these individuals at the beginning of the planning process, the task force is able to build the institutional support necessary for later system changes.
- b. *Involve Juvenile Justice Practitioners.* Since the real changes in program services have to take place in the relationship between young women and service delivery professionals, it is critical that the voices of line staff and program personnel be heard on the task force or planning committee. Having these individuals involved will offer policymakers and State system administrators a realistic perspective on the implications of changes in day-to-day juvenile justice programming. Further, the involvement of program practitioners allows for the immediate implementation of gender-specific philosophical principles through ongoing modifications in service delivery throughout the planning process.
- c. *Involve Historically Significant Girl-Serving Organizations.* Most communities have active chapters of long-standing and respected girl-serving organizations, such as Girls, Inc., Girl Scouts, or the YWCA. In recent years, these programs have developed new approaches to working with young women at risk of involvement or involved in the juvenile justice system. Including these organizations on the task force or planning committee will allow the group to access their existing resources on gender-specific services and learn from their vast experience

working directly with young women. Further, these representatives are often already accepted as key community advocates and can assist the task force in networking with other advocacy efforts in local communities.

ASSESS SYSTEM PROCESSING AND EXISTING SERVICES

Many States are not able to separate basic data on juvenile offenders, such as arrests, placements, and offenses committed by gender. Further, most States do not have a clear picture of the services that currently exist within the State juvenile justice system to which the juvenile female offender has access. Therefore, one of the first steps to adequately address the needs of this population is to identify how the system processes females compared with their male counterparts and where service delivery gaps exist.

When considering the process for assessing the juvenile justice system as it relates to juvenile female offenders, the following specific recommendations are made:

- a. *Clearly Define Gender-Specific Services.* It is critical that those doing the analysis of current services understand the difference between gender-specific programs and those which simply serve young women. To conduct a **thorough** examination of what services exist for young women in the juvenile justice system, it is not enough simply to identify the programs that will take young women into their treatment environment because many of these programs may not possess specific knowledge concerning the developmental differences between girls and boys. Therefore, a critical aspect of
- b. *Identifying available services is to separate those programs offering appropriate services to this population from those that **would** offer such services if they were able to access technical assistance in the area of program development.*
- b. *Use Data from Local Jurisdictions to Supplement State or Federal Statistics.* When assessing the system to understand how young women are processed, it is critical that those assessing take advantage of local or jurisdictional data when possible. Assessments created using only national or statewide data may result in information that is not useful to rural jurisdictions or individual local jurisdictions planning for female offenders.
- c. *Use Actual Numbers to Supplement Percentages.* Because the number of young women involved in the juvenile justice system is small, particularly in categories such as violent offenses, it is critical that assessments contain both actual numbers and percentages. It is not uncommon that the percentage of young women involved in violent crime may increase by 100 percent or 200 percent in a given year. However, this may actually mean an increase of only one to ten young women in a given jurisdiction. Therefore, unless both the number and percentage are given, the information is deceiving and may lead to inappropriate program development.
- d. *Consider the Unique Situations of Rural Jurisdictions.* Typically, the numbers of young women involved in the justice system in most rural areas of a State are extremely low. This often results in a lack of gender-specific services for these

young women or, at best, services that are difficult to maintain because there is not a consistent service delivery population. When completing a statewide assessment and making specific recommendations, it is necessary to consider the unique situations of rural jurisdictions and to assist them in finding programming alternatives that work for them.

- e. *Examine System Perceptions and Hard Data.* As several State studies have demonstrated, it is useful for those assessing the juvenile justice system to obtain data on the perceptions of system professionals and the young women, and to focus on hard data such as offense and placement statistics. The addition of surveys or focus groups that allow the voices of practitioners and young women to be heard will often identify issues that will not be identified through statistics only. Further, these opinions often demonstrate clearly where additional training is necessary.
- f. *Make Recommendations that Promote a Continuum of Care.* While recommendations that promote a specific type of program development are always useful, service providers should attempt, when possible, to frame recommendations in such a way that they promote an entire continuum of care for young women.

CREATE SPECIFIC PROGRAMMATIC RESPONSES TO SERVICE DELIVERY GAPS

- a. *Stress Programmatic Coordination.* While occasionally it is necessary to create entirely new programs to meet the needs of young women, in many instances these needs can be met by the

reorganization or restructuring of existing program models. For instance, in rural jurisdictions, it is often coordination of existing services that is most necessary to meet service delivery needs. Further, traditional, girl-serving organizations, such as the Girl Scouts or Girls, Inc., are often willing to work with probation services or other community-based efforts to fill in program gaps.

- b. *Clearly Define Gender-Specific Services.* When developing or modifying programs to serve the needs of female offenders or at-risk young women, emphasis must be placed on making sure these efforts are gender-specific in nature. This often means staff training and technical assistance are necessary to make sure that program components are based on female development.
- c. *Focus on Prevention and Intervention Efforts.* In most States, statistics show that young women represent half or more of the status offenders involved in the juvenile justice system. However, they often represent only one third to one fourth of the delinquent population. Therefore, if assessment data bears this out, program development should be focused on front-end, community-based services rather than intensive, residential, or secure models.
- d. *Look to Existing Models.* While there is a lack of specific programming designed for young women at many levels of the juvenile justice system, program models do exist that can be adapted to various populations of young women. Therefore, when development of a new program is necessary, planners should always look to existing models first. For suggestions of program models or

resource organizations, see Appendix A.

**ENCOURAGE SYSTEM-WIDE
TRAINING IN FEMALE
DEVELOPMENT**

In most cases, it is necessary for State or local jurisdictions to begin their efforts to

meet the needs of young women by developing and implementing system-wide training for juvenile justice practitioners and system administrators. This training should focus on gender development issues and the ways in which these issues affect programming and policy development in the juvenile justice system.

CONCLUSION

In 1992, Congress issued a long overdue challenge to the country in the reauthorization of the JJDP Act, urging every State and local jurisdiction to examine gender bias and gender-specific programming for young women at risk or involved in the juvenile justice system. State and local response to this issue has been significant and wide ranging with at least 23 States committing time and resources over the past five years.

Supported by training, technical assistance, and formula grants funds from OJJDP, States have planned and implemented a wide array of initiatives involving data analysis, needs assessment, and intervention programs that have brought awareness to the importance of developing gender-specific services for at-risk adolescent girls and those currently in the system.

Lessons learned from the 23 early State and local initiatives provide important indicators for addressing the treatment needs of these young women. Establishing representative planning groups that ensure the involvement of key community and State leaders is the first step to producing the much-needed awareness of the needs of juvenile female offenders. Moreover, including juvenile justice practitioners and

girl-serving organizations in the representative planning process ensures the development of effective and realistic choices for a full continuum of services. Assessing existing services in the juvenile justice system and understanding how the system processes females differently from males constitutes the next step in effectively managing this population. Once existing services have been assessed, bridging gaps in services to delinquent and at-risk girls should follow. Finally, implementing program and facility staff training in the physical and emotional development of adolescent girls is critical to affording the necessary support to the prosocial restoration of juvenile female offenders.

Although States have put forth a deliberate effort, the goal established by Congress to develop and adopt policies to prohibit gender bias and ensure that female youth have access to a full range of services remains a challenge. Policymakers, service providers, and juvenile justice professionals have begun to realize the need for change in providing services to girls. What is required now is the commitment to evaluating services that work and implementing the necessary policies to warrant provision of effective programs for this too often ignored population.

APPENDICES

- A. Organizational Resource List
- B. Available State Products

APPENDIX A. ORGANIZATIONAL RESOURCE LIST

American Association of University Women

P.O. Box 251, Annapolis Junction, MD 20701-0251, (800) 225-9998, ext. 299

American Correctional Association (ACA)

4380 Forbes Avenue, Lanham, MD 20706, (301) 918-1800

Center for Educational Equity

American Institutes for Research, P.O. Box 1113, Palo Alto, CA 94302, (415) 493-3550

Coalition for Juvenile Justice (CJJ)

1211 Connecticut Avenue, NW, Suite 414, Washington, DC 20036, (202) 467-0864

Community Research Associates (CRA)

309 West Clark Street, Champaign, IL 61820, (217) 398-3120

Educational Equity Concepts, Inc.

114 East Thirty-Second Street, New York, NY 10016, (212) 725-1803

The Equity Institute, Inc.

P.O. Box 30245, Bethesda, MD 20824, (301) 654-2904

Girls Count

225 East 16th Avenue, Suite 475, Denver, CO 80203, (303) 832-6600

Girls Incorporated National Resource Center

441 West Michigan Street, Indianapolis, IN 46202-3233, (317) 634-7546

Girl Scouts of the USA

420 Fifth Avenue, New York, NY 10018-2702, (212) 852-5726

Greene, Peters, and Associates (GPA)

1916 Patterson Street, Suite 301, Nashville, TN 37203, (615) 327-0329

Juvenile Justice Clearinghouse
P.O. Box 6000, Rockville, MD 20850-6000, (800) 638-8736

Many Roads, One Journey
P.O. Box 1302, Lolo, MT 59847

Maryland Female Offender Task Force
Division of Juvenile Justice, 2323 Eastern Boulevard, Baltimore, MD 21220, (410) 780-7830

Minnesota Planning for Female Offenders
Department of Corrections, 1450 Energy Park Drive, Suite 200, St. Paul, MN 55108-5219,
(612) 642-0212

National Black Child Development Institute
1023 15th Street, NW, Suite 600, Washington, DC 20005, (202) 387-1281

National Coalition Against Domestic Violence
P.O. Box 18749, Denver, CO 80218-0749, (303) 839-1852

National Girls Caucus
c/o P.A.C.E. Center for Girls, 2771-25 Monument Road, #212, Jacksonville, FL 32225,
(904) 358-0555

National Institute of Corrections (NIC)
1960 Industrial Circle, Suite A, Longmont, CO 80501, (303) 682-0382

National Women's History Project
7738 Bell Road, Windsor, CA 95492-8518, (707) 838-6000

Office of Juvenile Justice and Delinquency Prevention (OJJDP)
810 7th Street, NW, Washington, DC 20531, (202) 307-5924

Organization for Equal Education of the Sexes
P.O. Box 438, Blue Hill, ME 04614, (207) 374-2489

P.A.C.E. Center for Girls
2771-25 Monument Road, #212, Jacksonville, FL 32225, (904) 358-0555

Project on Equal Education Rights
NOW Legal Defense and Education Fund, 1413 K Street, NW, Ninth Floor, Washington, DC
20005, (202) 332-7337

The Stone Center
Wellesley College, Wellesley, MA 02181-8268

Valentine Foundation
900 Old Gulph Road, Bryn Mawr, PA 19010

Women's Educational Equity Act Publishing Center
55 Chapel Street, Newton, MA 02160, (800) 225-3088

APPENDIX B. AVAILABLE STATE PRODUCTS***Assessment of Gender Bias in Connecticut's Juvenile Justice System***

A quantitative analysis of the processing of juvenile female offenders in the State of Connecticut. Available from Gary Lukasewki, Office of Policy and Management, Policy Development and Planning Division, 450 Capitol Avenue, MS# 52CPD, P.O. Box 341441, Hartford, CT 06134-1441, (860) 418-6320.

Cook County (Illinois) Juvenile Female Offenders Risk Assessment Study

Prepared by Janice Ereth and Theresa Healy. (January 1997). Available from the National Council on Crime and Delinquency, 6409 Odana Road, Madison, WI 53719, (608) 274-8882.

Colorado Report on Pre and Post Test Results of Gender-Specific Training

Prepared by the Research Division of the Colorado Division of Criminal Justice. (1997). Available from the Division of Criminal Justice, 700 Kipling Street, Suite 1000, Denver, CO 80215, (303) 239-5705.

Delaware Report on Female Offenders

Available from the Criminal Justice Council, State Office Building, 820 N. French Street, Fourth Floor, Wilmington, DE 19801, (302) 577-3448.

Disproportionate Representation in Juvenile Justice in Michigan: Examining the Influence of Race and Gender

Available from the Michigan Family Independence Agency, 235 South Grand Avenue, Suite 404, Lansing, MI 48909, (517) 335-6315.

The Female Experience: Juvenile Justice in Pennsylvania

Prepared by the Juvenile Law Center. (1995). Available from the Pennsylvania Commission on Crime and Delinquency, Bureau of Program Development, P.O. Box 1167, Federal Square Station, Harrisburg, PA 17108-1167, (717) 787-8559.

Gender and Juvenile Justice in Missouri

Prepared by Kimberly Kempf-Leonard on behalf on the Governor's Advisory Group on Juvenile Justice and the Missouri Department of Public Safety. (April, 1997). Available from the Missouri Department of Public Safety, Truman State Office Building, Room 870, P.O. Box 749, Jefferson City, MO 65102, (573) 751-4905.

Hawaii Girls Project Resource Handbook

Prepared by the Hawaii Girls Project and the Office of Youth Services. (1996). Available from the Office of Youth Services, 1481 S. King Street, Suite 223, Honolulu, HI 96814, (808) 973-9494.

***Interagency Adolescent Female Subcommittee Position Statement
Minnesota Statute on Parity for Female Offenders***

Available from Planning for Female Offenders, Department of Corrections, 1450 Energy Park Drive, Suite 200, St. Paul, MN 55108-5219, (612) 603-0157.

Massachusetts Gender-Specific Survey Results

Available from the Executive Office of Public Safety, Committee on Criminal Justice, 100 Cambridge Street, Suite 2100, Boston, MA 02202, (617) 727-6300.

Ohio Gender-Specific Services: A Report to the Governor

Prepared by Joanne Belknap, Melissa Dunn, and Kristi Holsinger on behalf of the Ohio Gender-Specific Services Work Group. (January 1997). Available from the Office of Criminal Justice Services, 400 East Town Street, Columbus, OH 43215, (614) 466-1831.

Oregon House Bill 3576 (Gender Equity Bill)

Prepared by and available through the Oregon Commission on Children and Families (1996), 530 Center Street, NE, Suite 300, Salem, OR 97310, (503) 373-1570, ext. 235.

Proceedings Report from Maine Gender-Specific Services Forum

Recommendations and Findings Report from the Maine Task Force (forthcoming)

Prepared by the Edward S. Muskie Institute. (1996 and 1997). Available from the Maine Department of Corrections, 111 SHS, Augusta, ME 04333, (207) 287-4371.

Profile of Female Delinquency Cases and Youths Referred

Prepared by Florida Department of Juvenile Justice, Bureau of Data and Research. (1997). Available from the Department of Juvenile Justice, 2737 Centerview Drive, Tallahassee, FL 32399-3100.

Proposed Program Redesign for Maryland's Cheltenham Young Women's Facility

Prepared by the Cheltenham Young Women's Facility Program Redesign Committee. (1993). Available from Community Research Associates, 12000 N. Washington Street, Suite 330, Thornton, CO 80241, (303) 451-1902.

Report on Iowa's Juvenile Justice System

Prepared by the Boddy Media Group for the Commission on the Status of Women. (1997). Available from the Division of Criminal and Juvenile Justice Planning, Lucas State Office Building, Des Moines, IA 50319, (515) 281-3995.

Vision for Collaboration: Training and Information Package

Ideas for Action: Helping Girls and Young Women in Your Community (handbook)

50 Ways to Help Girls and Young Women in Your Community (brochure)

Prepared by and available through the Oregon Commission on Children and Families (1996), 530 Center Street, NE, Suite 300, Salem, OR 97310, (503) 373-1570, ext. 235.

RECOMMENDED READING

Allen, Paula Gunn. 1992. *The Sacred Hoop: Recovering the Feminine in American Indian Traditions*. Beacon Press, Boston, MA.

American Association of University Women. 1992. *How Schools Shortchange Girls*. Washington, D.C.

American Association of University Women. 1993. *Hostile Hallways: The AAUW Survey on Sexual Harassment in America's Schools*. Washington, D.C.

American Correctional Association. 1994. *1994 National Juvenile Female Offenders Conference: "A Time for Change" Monograph*. Laurel, MD.

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Bergsmann, Ilene. 1989. "The Forgotten Few: Juvenile Female Offenders." *Federal Probation*, pp. 73-78.

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Girls Incorporated. 1996. *Prevention and Parity: Girls in Juvenile Justice*. Office of Juvenile Justice and Delinquency Prevention, Washington, D.C.

Golden, Marita, and Susan Richards Shreve (eds.). 1995. *Skin Deep: Black Women and White Women Write About Race*. Anchor Books, New York, NY.

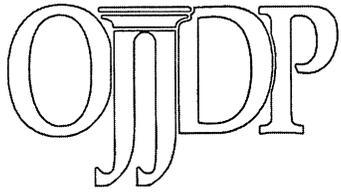
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