

# MAINE STATE LEGISLATURE

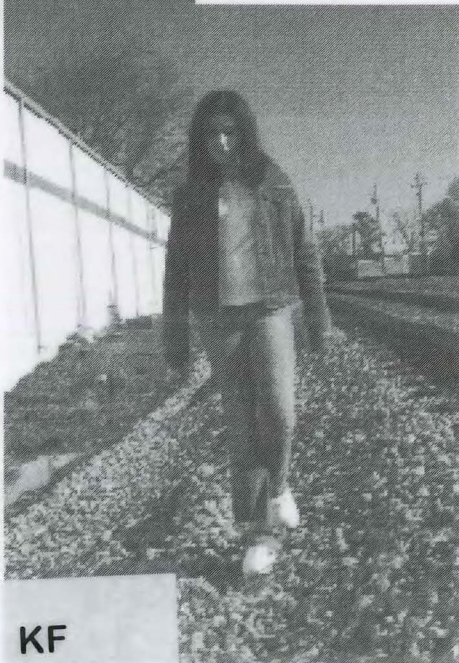
The following document is provided by the  
**LAW AND LEGISLATIVE DIGITAL LIBRARY**  
at the Maine State Law and Legislative Reference Library  
<http://legislature.maine.gov/lawlib>



Reproduced from scanned originals with text recognition applied  
(searchable text may contain some errors and/or omissions)

# Juvenile Justice Advisory Group 2004 Annual Report

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



KF  
9780  
.Z99  
M254  
2004

**JJAG**

State of Maine • Juvenile Justice Advisory Group



This project was supported by Award Number 2003-JF-FX-0004, awarded by the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice. Printed under appropriation # 013 03A 3034 012.





Dear Governor Baldacci and Members of the 122nd Legislature:

The Juvenile Justice Advisory Group (JJAG) of Maine presents to you the 2004 Annual Report. We think you will find the information quite enlightening with regard to the activities of the JJAG and our work in the criminal justice arena as it impacts Maine's most precious commodity, our youth.

This has been both a challenging and a rewarding year for the Maine Juvenile Justice Advisory Group. The primary challenge has involved Maine's Juvenile Drug Courts and the dramatic drop in funding during this year. The JJAG led a major effort with the support of the Chief Justice, Attorney General, the Governor's Office and our Maine Congressional Delegation to restore these most-needed funds. Before the federal funding, the process in Maine's court system to bring a juvenile before a judge took as long two years. Maine's thoughtful and creative approach to the Juvenile Drug Courts has resulted in reducing the process to between 6 weeks and 2 months.

On the bright side, Maine has been moving much more rapidly in terms of accountability and cutting-edge juvenile justice programs, as showcased during the 2004 Sentencing Institute held in Augusta during December. Dr. Ed Latessa from the University of Cincinnati heralded Maine's progress in funding and supporting best practice and research-based programming. The JJAG has been a primary force in moving this approach forward. We have also helped motivate private providers to invest their resources in research-based programming.

Both state juvenile correctional facilities have made significant progress in the use of disciplinary confinement and the management of negative incidents. The JJAG has supported the implementation of Dr. Ross Green's collaborative problem-solving techniques and curriculum in the corrections system. Maine has received national recognition for its efforts in this arena.

In closing, we continue to face many challenges but we do it with a positive outlook and a great deal of expertise. As members of the JJAG we have committed ourselves to excellence and growth, and we are prepared to meet the challenges ahead. We truly hope you enjoy the information that follows and find it enlightening and informative.

Sincerely,

Paul K. Vestal, Jr.  
Chair

**LAW & LEGISLATIVE  
REFERENCE LIBRARY  
43 STATE HOUSE STATION  
AUGUSTA, ME 04333**



This marks the twenty-first full year of the establishment of the Maine Juvenile Justice Advisory Group and Maine's participation in the Juvenile Justice and Delinquency Prevention Act, federal legislation that was enacted in 1974 and re-authorized on November 2, 2002. The Maine JJAG was authorized by Maine Statute in 1984, 34-A MRSA Section 1209.

The JJAG provides input and direction to the state on issues concerning juvenile justice. The JJAG also serves as state advisors to the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) and provides assurances to that office that Maine is meeting the standards outlined in the Juvenile Justice and Delinquency Prevention Act. The Department of Corrections is the JJAG's administrative and fiscal agent. The JJAG has a staff of three, a Juvenile Justice Specialist, a Compliance Monitor, and Secretary.

The JJAG's primary responsibilities include the following:

- The preparation and development of a state three-year juvenile justice plan
- Approval of juvenile justice and delinquency prevention grants made from funds provided to the state under the federal Act,
- Monitoring of activities and accomplishments of funded state projects
- Overseeing Maine's compliance with the core requirements of the Act.

## About the JJAG

The Federal Act consists of three funding categories.

- **Title II, Formula Grant Funds** - The Act provides each state with formula grants which are used to fund a variety of juvenile justice and delinquency prevention programs and services provided that the state remains in compliance with the core requirements of the Act. Maine's 2004 allocation is \$708,000 under the Title II Formula Grant category.
- **Juvenile Accountability Block Grant** - The Act provides each state with a Block Grant for the purpose of providing financial assistance to eligible entities to carry out projects designed to prevent juvenile delinquency. Maine currently funds Juvenile Court Judges, Juvenile Prosecutors and a Juvenile Drug Court Treatment Program with the 2004 allocation of \$357,000.
- **Title V - Delinquency Prevention Funds** - As part of the 1992 reauthorization of the Act, Congress established a new funding category, Title V, Incentive Grants for Local Delinquency Prevention programs. Funds under Title V are designated for comprehensive delinquency prevention programming at the local community level. Maine's 2004 allocation is \$100,000 under the Title V Delinquency Prevention category.



## Goals and Priorities Outlined in the JJAG's Three-Year Plan

- To reduce delinquency and youth violence by supporting communities in providing their children, families, neighborhoods and institutions with the knowledge, skills and opportunities necessary to foster a healthy and nurturing environment which supports the growth and development of productive and responsible citizens.
- To reduce the incidence of suspension and expulsion of children from school.
- To provide appropriate comprehensive services for all youth who are at risk to become or who are involved in Maine's juvenile justice system.
  - To ensure that minority youth are not overrepresented in the juvenile justice system.
  - To provide legislators, juvenile justice professionals and the general public with access to training and reliable information about effective programs which will benefit youth and all those involved with the juvenile justice system in Maine.

# JJAG Priorities

## Promising Practices and Program Evaluations that Respond to Problems

### • *Afterschool programs for middle school children*

The Juvenile Justice Advisory Group has funded many afterschool programs. These programs give children a place to go after school when they might not otherwise have one. The activities offered allow at-risk children to spend their after school hours in supervised activities while building positive relationships with adult staff, volunteers and the community as a whole rather than engage in delinquent behavior. Program content generally consists of tutoring, mentoring, sports, theatre, arts and crafts and computer use.

### • *Parenting and family programs*

The JJAG funds various successful parenting and family programs. Most either are Blueprint for Violence Prevention programs or are adaptations of same and emphasize parenting and family management skills, increased positive child behaviors and prevention of juvenile delinquency.

### • *Intensive supervision programs*

The JJAG funds several intensive supervision programs which are adaptations of the Blueprint for Violence Prevention program Intensive Supervision Program. These programs draw upon the strength of the community resources available to police departments and creates a coordinated intervention strategy for delinquency intervention based on strengthening family and individual protective factors. The police departments work with a social worker and make referrals to community service providers.



The Maine JJAG is composed of members appointed by the Governor for a four-year term. Board members serve in a voluntary capacity.

Cathy McLoy Ashland  
Parent

Mark Boger  
Juvenile Corrections Coordinator  
Department of Corrections

Travis Brennan  
Youth Member

Richard Brown  
CEO  
Charlotte White Center

Alan Hammond  
Assistant Director  
Maine Criminal Justice Academy

Philippe McLoy Levesque  
Youth Member

Margaret Longworth, CRC, LADC, LCPC  
Director of Clinical Services  
OHI

Dr. James Morse, Sr.  
Superintendent  
SAD 47

Joan McDonald  
CEO  
Girl Scouts of Kennebec Council

James Minkowsky  
Detective Sergeant  
Criminal Investigations Division, Youth  
and Family Services Unit  
Lewiston Police

Marcy Muller  
Youth Member

Shelley Reed  
Education Specialist for Truancy, Dropout,  
Alternative Education, Homeless Youth,  
School Counselors, Reintegrating Youth  
from Correctional Facilities  
Department of Education

Hugh Sipowicz  
Independent Living Program Manager  
Department of Human Services

Barry Stoodley  
Associate Commissioner for Juvenile Services  
Department of Corrections

Christine Thibeault  
Assistant District Attorney  
Cumberland County

Shannon Thompson  
Volunteer Youth Advocate

Vendean Vafiades  
Chief Judge, District Court

Paul K. Vestal, Jr.  
Director  
Catholic Charities St. Michael's Center

# JJAG Members

Leslie Anne Chatfield  
Kennebec Valley Mental Health Center

Edwin Chester  
Attorney  
Chester & Vestal

Carla Fearon  
Director, Penobscot Nation  
Boys & Girls Club

James Foss  
Jail Administrator,  
Aroostook County

Linda Frazier  
OSA Criminal Justice Manager  
Department of Health and Human Services

Barry DeLong  
Sheriff  
Somerset County

Denise Giles  
Victim Services Coordinator  
Department of Corrections

Dana Hamilton  
Community Resource Officer  
Somerset County Sheriff's Department







# 2004 Grant Recipients

Auburn Police Department	Community Delinquency Prevention	\$17,448
Biddeford Police Department	Intensive Supervision	\$43,742
Catholic Charities of Maine	Emergency Foster Care Alternative to Detention	\$65,000
Child Care Services of York County	Family Resource Center	\$39,465
City of Portland	Asset Builders Program	\$94,950
County of Aroostook	Youth Empowered to Succeed	\$53,750
Department of Corrections	Collaborative Problem Solving Youth Development Centers	\$32,470

## Program Snapshot

JJAG-funded programs served 290 children and youth in all 4 DOC regions in the first half of 2004.

- 179 boys and 111 girls who are 11-14
  - 19 boys and 23 girls who are 15-17
  - 16 boys and 7 girls who are 18-21
- Of those numbers, 13 are black, 7 are Native Americans and 9 are Asian/Pacific Islanders

### Locations

- 6 sub-grantees in Region 4—Presque Isle area, Lubec & Bangor
- 5 sub-grantees in Region 3—Augusta and coastal areas
- 2 sub-grantees in Region 2—Lewiston/Auburn
- 10 sub-grantees in Region 1—Biddeford/Kittery area, Brunswick & Portland area

### Programs

- Parenting
- Afterschool programming
- Intervention
- Emergency foster-care
- Alternative education
- Family Systems Teams
- A pilot to implement Collaborative Problem-Solving at juvenile facilities

Department of Corrections	Training & Development Coordinator	\$90,000
Freeport Police Department	JUMP Start	\$7,000
Girls Scouts of Kennebec Council	A Place for Girls	\$37,868
Healthy Kids	Healthy Families Parents as Teachers	\$14,276
Juvenile Drug Court	Juvenile Judges, Juvenile Prosecutors	\$40,000
Kennebec Valley Mental Health Center	Youth Shoplifting Rehabilitation	\$32,668
Muskie Institute	Family & Systems Teams	\$42,000
Penobscot Nation Boys & Girls Club	Street SMART	\$49,624
Statistical Analysis Center	Juvenile Disproportionate Minority Contact Study	\$40,000
Town of Lubec	Delinquency Prevention Program	\$61,190
Sweetser	Family & Systems Teams Facilitation	\$8,000
Town of Winthrop	Fun After School	\$49,855
Volunteers of America	Case Management	\$96,202
Waldo County Preschool & Family Services	Parenting Program	\$35,000
Youth Alternatives	Intensive Supervision	\$63,631





The **Life Skills Training (LST)** program dramatically reduces tobacco, alcohol, and marijuana use. The program works with a diverse range of adolescents, produces results that are long-lasting, and is effective when taught by teachers, peer leaders, or health professionals.

The **Incredible Years Series** is a set of three comprehensive, multi-faceted, and developmentally-based curriculums for parents, teachers and children designed to promote emotional and social competence and to prevent, reduce, and treat behavior and emotion problems in young children.

# Blueprint Programs

**Project Towards No Drug Abuse (Project TND)** is an effective drug abuse prevention program that targets heterogeneous samples of high school-age youth. Reductions in cigarette smoking, alcohol use, marijuana use, hard drug use, and victimization have been revealed at one- and two-year follow-up periods.

**Project Northland** is a community-wide intervention designed to

reduce adolescent alcohol use. The program spans three years and is multi-level, involving individual students, parents, peers, and community members, businesses, and organizations.

The **School Transitional Environmental Program (STEP)** addresses stressful life events, such as making transitions between schools, that place children at risk for maladaptive behavior. STEP reduces the complexity of school environments, increases peer and teacher support, and decreases students' vulnerability to academic and emotional difficulties.

The **Strengthening Families Program for Parents and Youth 10-14 (SFP)**, is a universal, family-based intervention which enhances parents' general child management skills, parent-child relationships, and family communication. Based on a developmental model, SFP increases the family's protective processes while decreasing its potential risk factors, so that problem behaviors can be reduced or avoided. In addition, the program seeks to delay the onset of adolescent alcohol and substance use by improving family practices.

The **Youth Educational Shoplifting Program (YES)** is an offense-specific educational alternative program for kids caught shoplifting, to help prevent their further involvement with the criminal justice system.

## JJAG Funding

The JJAG supports programs across the state that have a meaningful impact on youth and the juvenile justice system. These programs are located in various communities, serving diverse populations and making a difference in all kinds of ways. Some affect policies and systems; others provide direct services to youth and their families. Some intervene with specific solutions for specific populations; others use a broader approach to build healthy communities and prevent problems before they occur.

They all have a few things in common, however; they're based on research and best practice, they are responsive to local needs, and they help to achieve the goals of preventing delinquency and ensuring the fair and equitable treatment of youth in the corrections system.



**Parents as Teachers (PAT)** is an international early childhood parent education and family support program serving families throughout pregnancy until their child enters kindergarten, usually age 5. The program is designed to enhance child development and school achievement through parent education accessible to all families. It is a universal access model.

**Healthy Families** is a national program model designed to help expectant and new parents get their children off to a healthy start. Families participate voluntarily in the program and receive home visiting and referrals from trained staff. By providing services to overburdened families, Healthy Families America fits into the continuum of services provided to families in many communities.

Boys & Girls Clubs of America's **Street SMART** initiative consists of three components designed to help young people ages 11-13 effectively resist gangs and violence, resolve conflicts and be positive peer helpers in their communities. It also allows them the opportunity to hold annual events that celebrate anti-gang, anti-violence themes.

The **Intensive Supervision Programs Section (ISP)** offers programs that provide services and treatment to probationers, implements pro-active supervision methods to deter delinquent behavior, and recommends placement in appropriate settings if a commitment is warranted.

**Parent Child Development Center Programs (PCDP)** includes a set of programs designed to foster relationships between parents and children. It targets low-income families and provides multidimensional treatment to help mothers become more effective in child-rearing. The programs have been successful in combating some of the educational and occupational problems associated with poverty and have demonstrated beneficial effects for both caregivers and their children.

**Emergency Foster Care** provides temporary emergency placement as an alternative to detention for juveniles under the supervision of the Department of Corrections. These youth are unable to return to their homes due to the lack of support and supervision. The program will eliminate interruption to the individual's involvement with family affection and communication, family monitoring and supervision, family problem solving, and academic programming.

**Juvenile Intervention Programs** are based on Cognitive/Behavioral, Social Learning and Family Systems models which provide juveniles with a set of cognitive recognition skills, coping strategies and support networks on which they can draw in dealing with current and future problems.





**Community Trials Intervention** is a community-based program that uses a wide variety of interventions to increase community awareness, change community attitudes and norms and provide opportunities for community involvement and mobilization in order to help communities reduce alcohol and substance abuse-related incidents, violence, and related juvenile delinquency.

**Girls Scouts of Kennebec County-A Place for Girls** offers weekly group meetings for economically disadvantaged girls aged 5 to 17 from Lewiston and Portland. Girls focus on building decision making skills, enhancing self esteem, developing leadership skills and learning to respect community diversity and practicing interpersonal communication techniques.

**Family and Systems Teams (FST)** is a voluntary, family-focused, strength-based program that uses a trained FST facilitator who, with the family, brings all relevant people into the planning process and creates a comprehensive plan that ensures respect and safety for all.

**Collaborative Problem Solving Approach (CPS) Project** delivers treatment and services to young offenders within the juvenile correctional facilities to improve the cultural climate and staff/youth interactions, and to increase youth and staff safety.

**Mentoring: Across Ages** is a school- and community-based drug prevention program for youth 9 to 13 years that strengthens the bonds between adults and youth and provides opportunities for positive community involvement. Across Ages pairs older adult mentors (age 55 and above) with young adolescents making the transition to middle school.

**After School Project** in Winthrop is a program for middle school students, including at-risk youth, who are not otherwise involved in school activities. The program offers activities, projects, after-school snacks, field trips, mentoring, positive interactions with adults and peers and an emphasis on making positive choices.

**Family Development Model: Aroostook County Action Program (ACAP)** reduces dropout rates and improves high school completion rates in Aroostook County. ACAP partners with youth ages 14-21 to develop a plan for attending and or completing secondary education and a strategy for the future, and provides the Family Development Model of family case management, which builds on the strengths of the whole family and develops local collaboration to eliminate barriers in 15 life areas.







Through a grant from the JJAG in December of 2003, the Division of Juvenile Services contracted with Dr. Ross Greene to implement the Collaborative Problem Solving approach at both Long Creek Youth Development Center and the Mountain View Youth Development Center.

Greene is the Director of The Collaborative Problem Solving Institute in the Department of Psychiatry at Massachusetts General Hospital and Co-Director of the Center for Collaborative Problem Solving. Following the initial training and orientation that Dr. Greene provided to staff and others, he continues to provide ongoing clinical supervision for all staff in selected housing units as well as clinical and administration staff of both facilities.

The program that Dr. Greene developed has a demonstrated history of successful outcomes for youth committed to child and adolescent psychiatric hospitals. Given the similarity of profiles of the youth incarcerated in Maine's Juvenile Correctional facilities to those committed to psychiatric hospitals (about

25% of committed juveniles have a prior history of psychiatric hospitalization), we expect a similar level of success here.

The use of CPS requires an adaptation from a "more correctional culture" to a "more therapeutic culture." Research has shown that the CPS model is superior to standard reward and punishment procedures in community-based and residential environments. It is useful for eliminating restraint and seclusion procedures, reducing staff and resident injuries in residential environments, and teaching the skills necessary for residents to become better able to respond to the issues that have historically resulted in poor outcomes.

Dr. Greene is using Maine as his chosen site to demonstrate the efficacy of this model in Juvenile Correctional Facilities. This is another example of Maine, the JJAG and the Division of Juvenile Services taking important steps to improve programming for kids with multiple needs in multiple domains.

Preliminary data from the first year pilot in Maine shows a positive trend (see sidebar). Most frontline staff who are using the approach report good outcomes. For example, one staff member reported, "I am a better listener and I am always looking for pathways to help both the resident and myself recognize what is going on with them. In this way we can stop it before the resident is acting out."

# Collaborative Problem- Solving

## *Some Year—One Results From Mountain View Youth Development Center*

Approximately 45 residents have passed through the High Custody Unit, where CPS has been implemented, since March 2004.

In 2003, three High Custody Unit residents were involved in restraints being needed beyond normal transport. In 2004, no residents needed to be restrained beyond normal transport.

The latest Performance-Based Standards Staff Climate Survey (October 2004) documented 25% of the staff (facility wide) who completed the survey as Fearing for Their Safety. Of the 7 surveys returned by staff on the High Custody Unit, none answered YES, although some stated there may be times they have concerns.

## *Some Year—One Results from Long Creek Youth Development Center*

Approximately 59 residents have passed through the Oak and Maple Units, where CPS has been implemented since August 2004.

During the six months prior to CPS implementation, there were 43 incidents of Observation in the Oak and Maple Units (temporary separation of resident from the general population) and 20 of those incidents required short-term restraints. During the last four months following the implementation of CPS in those units, there have been only 24 incidents of Observation and only 3 of those required short-term restraint.



Disproportionate minority contact (DMC) occurs when the proportion of minority youth in the juvenile and criminal justice system exceeds their proportion in the general population.

Preventing disproportionate minority contact is a core requirement of the Juvenile Justice and Delinquency Prevention Act. States must address prevention and system efforts to reduce the disproportional representation of minorities in the juvenile justice system. JJAG supports work to determine whether the proportion of juvenile minorities in confinement exceeds their proportion of the population and to develop corrective strategies.

# Disproportionate Minority Confinement

## Two Key Terms in Understanding DMC

- **Overrepresentation:** a larger proportion of a particular group is present at various points in the juvenile justice system than would be expected based on their proportion in the general population.
- **Disparity** means that the probability of receiving a particular outcome differs for different groups

Reasons for overrepresentation can include discrimination or differential actions throughout the justice system that may lead to overrepresentation. Minority youth commit proportionately more crime, are involved in more serious incidents, and have more extensive criminal histories than white youth. Either or both of these issues may cause disparity.

Racial/ethnic differences occur at various decision points within the juvenile justice system. Research has shown that disparity is the most pronounced at the beginning stages—intake and detention decision points. When racial/ethnic differences are found, they tend to accumulate as youth are processed through the system.

Assessing DMC in Maine requires a phased approach. Once an analysis is complete, system change may be necessary.

**Identify**—does DMC exist, and where?

**Assess**—determine why DMC exists

**Intervene**—work to reduce/eliminate DMC

**Evaluate**—how DMC responds to policy initiatives and system interventions

**Monitor**—trends in DMC within and across jurisdictions

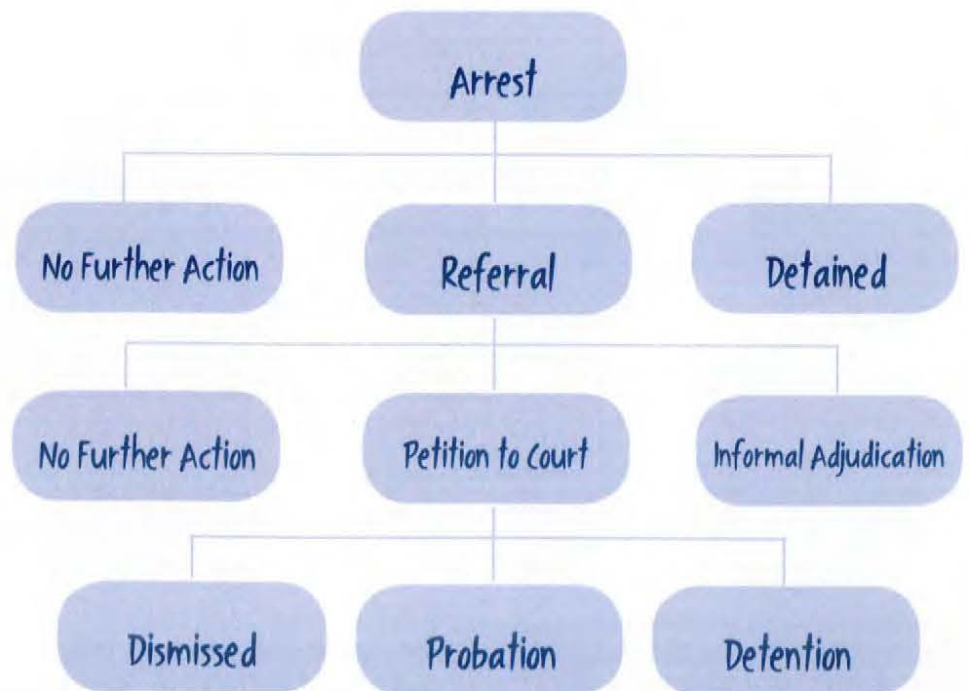




The JJAG has hired the Maine Statistical Analysis Center (SAC) to conduct the juvenile disproportionate minority contact (DMC) study and write a report of the data analysis, assessment of information system capacity to report DMC data, and summary of DMC training issues. The Maine SAC is housed at the University of Southern Maine's Muskie School of Public Service.

The SAC serves as the clearinghouse for criminal justice trend data for the state of Maine and conducts applied research projects for state agencies and non profits. The Maine SAC publishes several reports each year, including an annual crime and justice data book and juvenile offender recidivism report. Data collection to assess the DMC in Maine began in February of 2005. Analysis of the data is to be completed by May of 2005, and a final report should be available in late 2005 or early 2006.

## Decision points for analysis





In 1999, Maine's legislature authorized the use of funds to implement a statewide juvenile drug treatment court program. Six District Court Judges are assigned to six juvenile drug courts in York, Cumberland, Androscoggin, Kennebec, Penobscot and Sagadahoc counties serving over two-thirds of Maine's population. The program became operational when the first adolescent was admitted to the Bangor Juvenile Drug Court in January 2000. This first drug court participant graduated from the program in January 2001 and as of December 2004, had not been re-arrested either as a juvenile or as an adult since completion of the program.

As of September 1, 2004, a total of 315 adolescents have been admitted to one of Maine's Juvenile Drug Courts, 96 have successfully completed the program and graduated, 153 were expelled and 66 adolescents currently remain active in the program. Graduation rates for Maine's juvenile drug court program (39%) compare favorably with graduation rates of juvenile drug court programs nationally (29%).

# Drug Courts

## Results from the Outcome Study

- Fewer juvenile drug court participants (44%) were re-arrested than the control group (52%) and program graduates (34%) were the least likely to re-offend overall.
- Recidivism rates for drug court graduates decreased 16% during the operational phase of the program (29%) compared to recidivism rates for drug court graduates during the implementation phase of the program (45%).
- The juvenile drug treatment court program has produced a reduction in criminal justice related expenditures and has become cost effective with expanded capacity. Findings indicate that the program has produced a net savings across three primary indicators: reduced detention and jail costs, reduced court costs and an overall savings in crime reduction and averted crimes yielding a net operational surplus of \$29,026.





## Contact the JJAG

111 State House Station

Augusta, Maine 04333-0111

207.287.4371

[www.mainejjag.org](http://www.mainejjag.org)





**JJAG**

State of Maine • Juvenile Justice Advisory Group

State of Maine  
Juvenile Justice Advisory Group  
111 State House Station  
Augusta, Maine 04333-0111