

# 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)

# Justice For Girls

**Proceedings of the  
Blaine House Forum  
on  
Female Juvenile Offenders**

**November 8, 1996**

**Sponsored by the Maine Department of Corrections and the  
Juvenile Justice Advisory Group**



**in cooperation with the**

**Center for Public Sector Innovation  
Edmund S. Muskie School of Public Service**



# Table of Contents

Section	Page
<b>Letter From Mary Ann Saar Associate Commissioner Maine Department of Corrections.....</b>	<b>1</b>
<b>About This Report.....</b>	<b>2</b>
<b>Opening Remarks.....</b>	<b>5</b>
Joseph Lehman, Commissioner Maine Department of Corrections.....	5
Mary Ann Saar, Associate Commissioner Maine Department of Corrections.....	6
Mary Hermon First Lady of Maine.....	7
<b>Keynote Address.....</b>	<b>8</b>
Professor Dahlia Bradshaw Lynn Muskie Institute of Public Affairs University of Southern Maine	
<b>Summary of Issues Raised in Breakout Groups.....</b>	<b>16</b>
<b>The Justice for Girls Task Force.....</b>	<b>20</b>
Task Force Members.....	22
Task Force Support Staff.....	24
For More Information.....	26

**The Justice For Girls project is supported through grant number 96-JE-FX-0023 of the Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice. The opinions expressed in this report are those of the authors, and do not represent the opinions of the Maine Department of Corrections, the Maine Juvenile Justice Advisory Group, the Muskie Institute of Public Affairs, or the U.S. Department of Justice.**



STATE OF MAINE  
DEPARTMENT OF CORRECTIONS  
111 STATE HOUSE STATION  
AUGUSTA, MAINE  
04333-0111

ANGUS S. KING, JR.  
GOVERNOR

JOSEPH D. LEHMAN  
COMMISSIONER

January 29, 1997

You have in your hands the proceedings of a day-long forum, jointly sponsored by the Department of Corrections and the Juvenile Justice Advisory Group, at the Blaine House in Augusta focusing on *Justice For Girls: Gender Equity in the Juvenile Justice System In Maine*. For too long, the correctional system has focused primarily on services and programs designed exclusively for men and boys. Young women present a challenge to the correctional system, in that they have different needs requiring different approaches. There is a pressing need in Maine to identify treatment approaches and special services needed by young women in our juvenile justice system.

The forum was an important first step to correct this imbalance. Over forty individuals from the corrections and law enforcement systems, the academic community, and providers of services to girls in the juvenile justice system spent a productive day discussing why this imbalance has occurred, and possible steps which might redress the balance.

This report serves two purposes. First, it contains the proceedings of the forum. Secondly, it serves to introduce the second step in the process of attaining a better balance in juvenile justice programs and services. With the assistance of the Juvenile Justice Advisory Group, I have assembled a task force comprised of nearly twenty individuals representing a wide range of state departments, service providers, local law enforcement agencies, and members of the academic community.

Chaired by Maryalice Crofton, Director of the Maine Commission for Community Service, the task force will be meeting over the next year to assess programs and services currently offered in the state, and make recommendations concerning revised or new services that will best meet the needs of females in the juvenile justice system and reduce recidivism. Through assistance from the Juvenile Justice Advisory Group, the task force will be assisted in its work by faculty and staff of the Center for Public Sector Innovation of the Muskie Institute of Public Affairs.

I welcome your comments and suggestions for addressing this important issue.

Sincerely,

Mary Ann Saar  
Associate Commissioner



## About This Report

---

This report contains the proceedings of a day-long forum held at the Blaine House in Augusta focusing on *Justice For Girls: Gender Equity in the Juvenile Justice System In Maine*. Hosted by Commissioner Joseph Lehman, Associate Commissioner Mary Ann Saar and First Lady Mary Hermon, the forum was the result of a partnership between the Department of Corrections and the Juvenile Justice Advisory Group. Supported by funds provided by the United States Department of Justice, the forum brought together experts from numerous state and local agencies and the academic community to discuss how we might achieve a better balance of programs and services for girls in the juvenile justice system in Maine.

After opening remarks by the Commissioner, Associate Commissioner and First Lady, the keynote address was given by Professor Dahlia Bradshaw Lynn of the Public Policy and Management Program of the Muskie Institute of Public Affairs, University of Southern Maine. These remarks, as well as the keynote address, are reproduced here beginning on page two.

Following these talks, participants in the forum divided into breakout groups to discuss possible causes of the inequities that exist in the juvenile justice system and suggest issues that need to be examined. A critical purpose of these breakout groups was exploring and exchanging views of individuals from many different backgrounds in an attempt to elicit as many perspectives as possible. In particular, individuals from the cor-

rections system had the opportunity to listen to the experiences and advice of individuals outside the system, and vice versa.

This free-flowing exchange of ideas, opinions and experiences resulted in a list of issues which participants felt were important in understanding the causes of girls entering the law enforcement and juvenile justice systems, and possible ways to provide more effective programs and services to these girls. A summary of the results of the breakout groups can be found on page 15 of this report.

Finally, the forum was the kick-off event for a state-wide task force comprised of individuals representing a wide range of state departments, service providers, local law enforcement agencies, and members of the academic community.

The Justice for Girls Task Force will be meeting over the next year to assess programs and services currently offered in the state, and make recommendations concerning revised or new services that will best meet the needs of females in the juvenile justice system and reduce recidivism.

Through assistance from the Juvenile Justice Advisory Group, the Justice for Girls Task Force will be assisted in its work by faculty and staff of the Center for Public Sector Innovation of the Muskie Institute of Public Affairs. A list of task force members and staff serving the task force can be found beginning on page 21.

Throughout the year, the Task Force will be issuing interim reports, followed by a final report in October 1997. If you would like to receive a copy of these reports, or would like more information on the work of the task force, please call Phyllis vonHerrlich

at the Center for Public Sector Innovation by phone at (207) 626-5286, or by e-mail at  
phyllis.vonherrlich@state.me.us.

## Opening Remarks

---

**Joseph Lehman**  
**Commissioner**  
**Maine Department of Corrections** ■

---

I have the pleasure of welcoming you to the *Justice for Girls Forum*. From our perspective, this is a very timely and important forum because we are in the process of rebuilding the juvenile justice system in Maine. Today, we begin the process of dealing with an important piece of that agenda.

The needs of girls and young women are often overlooked, while they are under the jurisdiction of the Department of Corrections. Those of you who are familiar with the Department in Maine realize that historically the young female offenders who come to these systems are treated as if the problems and solutions for them are the same as for their male counterparts. The fact that this is going on in Maine is no surprise, and it is a phenomenon that is happening around the country. It happens for obvious reasons: limited resources and the few number of females in the system, leading in turn to placement in programs based on notions about what this population needs from the male offender perspective.

While it is not surprising that corrections has been a male dominated industry, the good news is that this is changing across the country. We should give recognition as a society to the abuses that have gone on in our families, including sexual, physical, and substance abuses. We only now are becoming familiar with the impact of these traumas. The truth is that the trauma and impact are manifested in the lives of the female offenders in our system. We see it. We know it. The public is beginning to recognize how significant that trauma is, and the role it plays in terms of the populations in corrections and mental health systems.

What we will do today is to begin the process of correcting this oversight -- to begin understanding that girls and young women entering the system bring with them different sets of problems that require different sets of solutions. This is what the *Justice for Girls Forum* is about. You are the experts and have a unique knowledge from either policy or program perspectives. We can start the dialogue by asking a number of crucial questions.

- What are the special and unique problems or issues of the female offender in the justice systems?

- What are the strategies to respond to these unique needs?
- What are the outcomes to expect as a justice system interventions?
- Are there common attributes of successful treatment programs?

All these are extremely important issues to consider as we rebuild the justice system for girls.

We appreciate that we were given a challenge grant from the federal Office of Justice and Delinquency Prevention. We appreciate the support of the faculty and staff of the Muskie School's Center for Public Sector Innovation, who will be providing us with valuable research, logistical and other staff support services. We will form a task force that will carry forward the work of this day's session. This is a continuing effort, with a serious commitment to looking at the needs of girls in this system. We welcome your willingness to come share your expertise with us.

Thank you.

**Mary Ann Saar**  
**Associate Commissioner for Juveniles**  
**Maine Department of Corrections** ■

I want to add my welcome to all of you here today to work on this important task. I would like to add to the Commissioner's words that our collective desire should be to make Maine a model in this area in two ways: to look at the issues and what works, but also to make it a rural state model. Most efforts of this type are found in more urban settings. This is our chance to shine and I think we will.

We are very fortunate that Maryalice Crofton has agreed to chair today's forum as well as the task force which will be named shortly. She is the Director of the Maine Commission for Community Services. She holds a Master's degree from the University of Maine, and has fifteen years experience with Big Brothers/Big Sisters. She heads a Maine study called *Home School to Home Court: No Respect*. For ten years she has been a member of Maine Prevention, and has chaired it for three years.

Other equally talented and experienced members of the task force will be named shortly. Together, I am confident that the task force will bring its special expertise to bear on identifying treatment approaches and special services needed by girls in Maine's juvenile correctional system.

Thank you.

**Mary Herman**  
**First Lady of Maine**

---

I am overwhelmed at the number of people that were able to come today. It says a lot about the effort that you have put forward to discuss this issue. I'm really here to learn. I am very concerned about Maine's kids and what we can do to prevent them from becoming a part of the justice system in the long term. Twenty years ago, when I lived in Calais, I was able to look out my window and see kids who attended Stevens School. Things have greatly improved over the last two decades, but we can do a lot more. Your input and experiences today are going to make a difference. I will help in whatever way I can. I hope you will let me know how I can help as I go out into the community to drum up support for your efforts.

Yesterday I spoke at a Women's Auxiliary meeting and the subject was the importance of being involved in the community. One of the things I talked about was that my community involvement is for selfish reasons. It feels good to me when I am doing something with people. We can spread that word in Maine -- that contributing to others enhances one's life in both personal and professional ways. That was my message yesterday, and it is apt today. There are ways we can tap into the resources and energy in the community. The central piece of this administration is pushing forward change. So, it is your show from here on.

Thank you.

## KEYNOTE ADDRESS

---

**Dahlia Bradshaw Lynn**  
**Professor of Public Policy and Management**  
**Edmund S. Muskie School of Public Service**  
**University of Southern Maine**

---

In preparing for this morning I asked myself several questions. Who is the typical female delinquent? What causes her to get into trouble? What happens to her when she gets caught? How can we prevent her from becoming a repeat offender? Can we draw any inferences from behavioral research and adolescent development to direct these efforts?

These are questions few members of the general public can answer quickly. But, almost every citizen can talk about delinquency -- by which they generally mean male delinquency. Nearly every citizen can also generate some specific complaints about the shortcomings of our present juvenile justice system - as evidenced by the overwhelming identification of serious juvenile crime as a major issue in national opinion surveys. This situation should come as no surprise to many of us here today, since the study of delinquent behavior has for all intents and purposes been the study of male delinquency.

This extensive focus on the male experience often renders behavioral theories inadequate to the task of explaining female behavior. This issue is not, as some might assume, solely an academic exercise. Specifically, it is wrong to assume that because girls are charged with less serious offenses they actually have fewer problems. It is also incorrect to assume that they are treated gently when they are drawn into the juvenile justice system.

Adolescents are a beloved but oppressed group in the sense that little they do or say falls neatly within the bounds of "normal behavior". While even the most bizarre or psychotic adult can sometimes appear "lucid", the adolescent can, at best, be seen to be "growing out of it". What information can be gleaned from the body of research that focuses on adolescent behavior? How does the research characterize the adolescent experience and girls?

Nineteenth century psychologists and psychiatrists marked adolescence as a particularly difficult time in women's development. Girls were viewed as the most psychologically vital, but also the most likely to suffer. In 1879, Henry Maudsley wrote "Adolescent girls who are later to become hysterical are for the most part lively, gifted

and full of intellectual interests before they fall ill....” More recently, Michelle Fine has noted that girls who drop out of inner-city schools - at the time they drop out - are among the least depressed and the brightest. Lively, intelligent and willful girls at both ends of the century and social class spectrum thus find themselves in trouble at adolescence.

To understand the ways in which adolescent behavior is perceived we should examine the research models. The theory of separate causality characterized early research and offered distinct explanations for male and female delinquency - most of them consistent with existing gender stereotypes. Multiple studies hypothesized separate explanations for male and female delinquency. The major predictor of female delinquency in these studies was the weakness of parental attachments.

More recent research explains differences between girls and boys in terms of an integrated approach which hypothesizes that gender differences in behavior are linked to structural positions traditionally assigned to men and women. This sociological approach investigates the conditions under which both genders behave similarly and the extent to which male and female juvenile deviance is a result of the weakening ties to conventional society.

Yet another model examines gender and adolescent development from the view of resistance, provocation and the effect of self concept factors. This model is based on the premise that most adolescents are under stress, that illegitimate opportunities are ever present and that the strength or weakness of legitimate bonds inhibits deviant behavior. The legitimacy of these bonds are affected by self concept factors, including:

- Self-adult: how girls define themselves in terms of conventional roles - good student, good daughter;
- Self-peer: how girls define themselves relative to peers - (e.g., sexy, popular); and
- Self-future: ability to express future orientation as an achiever.

Primary social contexts relevant to adolescents are the family, school and peer groups, which are all competing sources of normative approval. Their influence is mediated by the degree of attachment an individual has with each. Girls are more sensitive to peer pressure and opinions and have stronger identification with self-adult concepts.

Contemporary research on adolescent development includes a diminished emphasis on absolute stability as an ideal, and a willingness to acknowledge the fact that all of us (child, adolescent, adult and senior citizen) seek to control ourselves and others in pursuit of our goals. The need to cope with conflict, control and potential failure is the thread that

ties together persons of all ages, although the sources of conflict differ as do individual capacities to adjust.

In the past decade much of the research on adolescent development focused on transitions defining and shaping their experiences, presupposing adolescence as a singular period resulting in entry into the social world of adults. Current approaches to studying female adolescence frequently consider the causes and outcomes of a variety of transitions, the events that define a transition period and the sequence of events that occur in a transition period. In particular, how girls navigate developmental transitions is at the crux of understanding risk and reliance. For example, puberty and school events are frequently studied as key transitions signaling the entrance into adolescence. Completing school or beginning one's first full-time job are transitional events that define the exit from adolescence or entry into adulthood.

The timing of developmental transitions in terms of psychological development is important. Experiencing a transition earlier than others is a potential risk for unhealthy results. The child experiencing this has less time than other children or adolescents to develop the skills needed to navigate successfully the transition. In terms of social processes, being either early or late in experiencing a transition has negative effects. As an example, investigations of the timing of puberty demonstrate that girls who mature earlier than their peers have poorer adjustment along other dimensions. Additionally, the investigation of behaviors placing girls at risk for poor developmental outcomes, especially in terms of morbidity and mortality finds that behaviors cluster together. That is, engaging in multiple risk behaviors and engaging in them earlier than one's cohort of peers predicts poorer health, both mental and physical.

Let me introduce three additional questions.

- What are the developmental paths for girls that may lead to delinquency?
- How do the individual characteristics of mental and physical health, family relationships, school environment, and type of community interact to contribute to girls positive and negative social behavior?
- What persuades some girls to turn away from delinquent activity?

To address these questions we should consider the use of an interdisciplinary approach. By integrating ideas, theories, and methods from biology, psychology, sociology, and criminology, we will not limit ourselves to just one part of the proverbial juvenile justice "elephant." And because we cast a wider focus, an interdisciplinary design is more likely to generate a broader range of solutions.

### ***Family influences***

A strong relationship exists between poor parenting and the development of conduct disorders or delinquency. But do parents cause such behavior problems? If so, then social programs to improve parenting skills could make a difference.

### ***School influences***

Achievement problems during the first years of school characterize some girls who later become delinquent. Others have behavior or truancy problems. Some girls exhibit all three; some none at all. Can the cause of these problems be traced, if so, what are the implications for intervention policies? What role do school environment and quality of education play?

### ***Peer influences***

Delinquent girls tend to have delinquent friends, but does this association lead to antisocial behavior? Or is it that antisocial girls are attracted to one another?

### ***Community influences***

How do community characteristics-both independently and in conjunction with individual and social variables-influence delinquency and crime among girls? Can strengthening the social environment make an impact?

Developmental psychologists say that children begin the process of socialization within the family. But the term "family" is slippery because it covers -- and excludes -- a wide range of cohabitation and childbearing arrangements. Thirty years ago, family implied little more than mom, dad, and two children. Not so today -- in many neighborhoods (both urban and suburban), single-parent families are the norm.

The child-family-community model is layered like an onion, with each layer creating pressures and exerting demands on the ones on either side. On the outside are neighborhood characteristics-resources, role models, supports, dangers, and opportunities. In the next layer are the characteristics of the care giver-beliefs, physical and mental health, quality of social support, experience with other children, and perceptions of the neighborhood. In the next layer are family characteristics such as child rearing methods, aspirations for the child, and perceptions of the child's strengths and weaknesses. At the center of the model is the child.

Although most long-term studies of child development have focused primarily on mental and physical health, by their very nature they have also gathered a lot of data on delinquent behavior. Information drawn from a number of studies suggests that boys and girls respond differently to developmental and family pressures. For example, in a study of children in Quebec, girls identified as aggressive or withdrawn in childhood had higher-than-normal rates of psychiatric disturbance and substance abuse than boys. These girls also were more likely to become pregnant in their teen years than other girls.

Early aggression or withdrawal in girls may significantly influence their parenting style or ability. Girls who had been rated as withdrawn were found as mothers to be less warm and expressive with their children, traits known to put infants at risk. Girls rated as aggressive tended to have children who were slow to develop.

These findings suggest that female antisocial behavior falls outside the traditional definitions more so than male antisocial behavior. Socialization probably plays a role here. In our society girls are typically encouraged to turn negative emotions inward and express anger or dissatisfaction in non-confrontational ways.

Longitudinal studies show that adolescent females who have behavioral problems or exhibit antisocial activity often stop these behaviors before adulthood. However, they also tend to marry antisocial males, suffer broken marriages, and have difficulty with interpersonal adult relationships. Several studies suggest that they develop mental health problems at rates higher than average.

Abused girls tend to develop interpersonal problems, such as difficulties forming stable, healthy relationships, and sexual problems such as promiscuity or abnormal fear of sex; and can exhibit aggressive, even violent behaviors.

Recent work sponsored by the National Institute of Mental Health and the W.T. Grant Foundation (Using the Diagnostic Interview for Children and Adolescents), interviewing sexually abused and non-abused girls, discovered that sexually abused girls are three times more likely to be diagnosed with conduct disorder (28 percent versus 9 percent) and almost nine times more likely to be diagnosed with attention deficit hyperactivity disorder (30 percent versus 4 percent). Girls become victims rather than criminals.

Although males and females may internalize violence and abuse-whether witnessed or experienced-in roughly the same fashion, they express the experience in different ways.

### **What do we know?**

The best available evidence indicates that most girls locked up in detention centers

and training schools are confined for relatively minor delinquent acts. In 1987, only one-third of the nearly 2,800 females confined on any one day in public training schools throughout the country were incarcerated for having committed a part I crime (murder, rape, armed robbery, aggravated assault, auto theft larceny and arson). Similarly, less than one quarter of those incarcerated in public, state and local detention centers were accused of committing a serious crime. Not only is this a serious waste and misuse of public resources, but no serious follow-up studies after release have shown that locking these girls in institutions designed for hard core juvenile offenders has done any good.

We know that early adolescence is a time of psychological risk and vulnerability. For girls the move into adolescence affects girls self-conceptions and marks a sharp increase in episodes of depression among girls and a sharp drop in self-esteem and self-confidence.

There is a sudden drop in resiliency around the age of 11 for girls particularly in terms of self worth. Between the ages of 12-14, girls begin to develop disparaging body images and to experience problems around eating. Girls tend to lose ground in their assessments of their academic achievement and in their aspirations during adolescence.

Additionally, this critical time in adolescent development shows a regression in ego development - while edging towards a view of herself as independent and self critical there is also retrenchment towards conformity and the rules of the normative group. In other words, girls move from childhood (with its full range of expressed feelings) into a culture of constraining conventions of femininity that pressures girls to narrow their feelings and modulate their voices.

Taken together, there is strong evidence through clinical observation, developmental findings and other data that girls face a psychological crisis at the time of adolescence - a crisis to which some girls respond by devaluing themselves and feeling themselves to be worthless, while others disagree publicly and disassociate themselves from institutions that devalue them. Both solutions, however, are costly for girls.

### ***What are the Solutions?***

Much can be done to expose the unequal treatment that female juvenile offenders face, dispel the misconceptions and highlight the promising programs which, although scarce, are available in some communities.

Advocacy for young women at the community and state levels is critical. In-service training sessions for judges, police, prosecutors, public defenders, probation officers and private agency service providers can help promote the development of sound policies and needed services. Special needs of young female offenders are well known,

yet too few services accommodate or address them. Young women are often victims of sexual abuse, running away in an attempt to find safety from such abuse. Crisis intervention services, shelter care, day treatment, therapeutic foster care and independent living arrangements are needed to address these problems.

Close attention to gaps in education, while important to all juvenile offender programs, is particularly important for young female offenders. Of the U.S. training school population, surveyed in 1987, less than 30 percent of the females were in school at the time of commitment.

There is also a tremendous need for educational programs serving pregnant and parenting teens. Teen motherhood adds considerable stress to the already hectic lives of juvenile offenders. Not only are teen mothers dealing with whatever brought them into treatment, but they have the additional concern of teen motherhood.

Barriers specific to women in our society also need to be recognized by programs. Educating young women on sex-role stereotypes and gender biases and encouraging females to take advantage of opportunities often reserved for males are much needed services. Unfortunately female offender programs too often provide job training for stereotypically female employment, and education on women's issues is surprisingly limited.

As we move towards the framing and formulating of policy we should be cognizant of the fact that when the focus turns to creating policies and programs that benefit girls, an immediate danger in articulating policy can develop. That danger occurs when...

- considerations of policy focuses on girls but lose connections to their perspectives;
- policy discussions define problems only in terms of "girls needs" and neglect girls strengths; and
- policy outcomes fail to acknowledge the need for change on the part of adults, the educational system and juvenile justice system.

Ultimately then, we arrive at new ways to "help" girls that unfortunately reinforces disassociation and reimposes old labels of victim.

As we proceed today we hopefully will:

- look for ways to insure the input of girls in the development of programs intended for their benefit;

- consider including girls in planning and implementation helping insure that programs and policies are feasible and relevant for girls from diverse racial, ethnic and economic backgrounds; and
- acknowledge and recognize the resistance to listening to these girls - resistance resulting from limited understanding of different cultural and class experiences and the meaning of class and culture in girls' relationships, family life and future opportunities.

In closing, it is my hope that this forum and the resulting work of the task force will shed light on the difficulties and challenges facing the juvenile offender, stimulate the thinking of policymakers and professions, and serve as catalysts for the development of critically needed services for these young women in the state of Maine.

Thank you.

## **Summary of Issues Raised in Breakout Groups**

---

An important purpose of the forum was to give experts from many different fields the opportunity to talk with each other and share views and opinions on both the nature of the problem and possible solutions. Results of these discussions, it was hoped, would provide critical input to the work of the task force which was to be appointed after the forum. To gain this input, participants at the forum were asked to take part in facilitated breakout groups at which they would focus on these two issues.

This free-flowing exchange of ideas, opinions and experiences provided a rich and rewarding list of issues that the task force might consider. Given the purpose of the forum and limited time available, it was not possible to fully develop these issues, many of which are complex and will require further study and consideration. Rather, these issues represent a "guidepost" which will be a significant help to the task force as they begin their work.

Through the breakout group discussions, forum participants identified six issue areas that they believe are in need of further study:

- What are the demographic characteristics of juveniles who engage in "normal" behavior? Are there demographic differences between girls and boys?
- What are the demographic characteristics of juveniles who are in the justice system? Are there demographic differences between girls and boys?
- Are there demographic differences between those females who behave in "normal" behavior and those who engage in "offender" behavior?
- What are the factors that influence female juvenile "offender" behavior? Why do some girls become offenders and some do not?
- What qualities characterize the process through which girls enter the juvenile justice system? What factors influence this process? Does the process differ for girls and boys?
- What is life like for female juvenile offenders once they have entered the system? Are there differences between the ways in which girls and boys experience the system?

Within each of the issue areas, forum participants posed a series of specific questions or issues.

**What are the demographic characteristics of juveniles who engage in “normal” behavior? Are there demographic differences between girls and boys?**

- What is the demographic makeup of the Maine juvenile population in general with respect to: age, race, gender, socio-economic status, rural v. urban areas, level of education, incidences of substance abuse, and incidences of sexual abuse?
- Are there demographic differences between boys and girls with respect to the above characteristics?
- Are girls treated differently from boys within the education system? In what ways?

**What are the demographic characteristics of juveniles who are in the justice system? Are there demographic differences between girls and boys?**

- What is the demographic makeup of the Maine juvenile population in the justice system with respect to: age, race, gender, socio-economic status, rural v. urban areas, level of education, incidences of substance abuse, and incidences of sexual abuse?
- Are there demographic differences between boys and girls within the system with respect to the above characteristics?

**Are there demographic differences between those females who behave in “normal” behavior and those who engage in “offender” behavior?**

- How do the demographic characteristics of girls within the system compare with those of girls who have not entered the system with regard to age, race, gender, socio-economic status, rural v. urban areas, level of education, incidences of substance abuse, and incidences of sexual abuse?
- Has the education experience (without respect to level of education attained) been different for girls who have not entered the system and girls who have?

**What are the factors that influence female juvenile “offender” behavior? Why do some girls become offenders and some do not?**

- In what ways do the following characteristics influence whether or not girls engage in behavior that causes them to enter the juvenile justice system?
  - ✓ age
  - ✓ race
  - ✓ socio-economic status
  - ✓ living in rural v. urban areas
  - ✓ level of education
  - ✓ incidences of substance abuse
  - ✓ incidences of sexual abuse
  
- In what ways does the education system influence whether or not girls engage in behavior that causes them to enter the juvenile justice system?
  
- In what ways do parents’ treatment and their expectations of girls in the home influence whether or not girls engage in behavior that causes them to enter the juvenile justice system?
  
- How do the following psychological issues influence whether or not girls engage in behavior that causes them to enter the juvenile justice system: victimization, trust, self-expression, relationships, self-esteem, self-image, sexuality, caretaking, codependency, and deference to boys. Are there additional psychological issues that should be examined?

**What qualities characterize the process through which girls enter the juvenile justice system? What factors influence this process? Does the process differ for girls and boys?**

- Do police officers perceive girls differently from boys? If there is a difference, why does this gap exist? How does the gap manifest itself in the ways in which officers treat girls?
  
- Do the courts perceive girls differently from boys? If there is a difference, why does this gap exist? How does the gap manifest itself in the ways in which courts respond to girls?
  
- Do girls behave differently than boys in their interactions with police officers and the courts?

- Do girls enter the system earlier than boys?
- Do girls enter the system for different behaviors than boys?
- Are girls charged with different offenses than boys?

**What is life like for female juvenile offenders once they have entered the system?  
Are there differences between the ways in which girls and boys experience the system?**

- Are girls treated differently within the correctional system on the whole? Do they face different treatment than boys for the same offenses?
- What treatment programs exist to meet the needs of female juvenile offenders?
- What special issues do female juvenile offenders present to line workers? Are line workers adequately equipped to appropriately handle these special issues?
- How does the smaller caseload of girls affect their treatment within the correctional system and/or the types of treatments that are made available?
- How do girls view their placement and treatment in the correctional system? How do their perceptions affect their behaviors?

## **The Justice For Girls Task Force**

---

The Justice for Girls Task Force established by the Department of has been charged by Associate Commissioner Mary Ann Saar to "...identify the treatment approaches and special services needed by girls in Maine's juvenile correctional system... to develop a continuum of services...that best meets their needs and reduces recidivism."

The Justice for Girls Task will meet regularly throughout 1997 to:

- define issues related to and assess gender equity in the juvenile justice system in Maine;
- examine policies and programs currently in place in other states for possible adoption in Maine; and
- develop recommendations for proposed policy and/or management changes in the Maine system of juvenile justice.

Through assistance provided by the Juvenile Justice Advisory Group, the Justice for Girls Task Force will be assisted in its work by faculty and staff of the Center for Public Sector Innovation of the Muskie School of Public Service.

The Center will provide several kinds of support services to the Justice for Girls Task Force, including:

- providing the task force with applied policy research, including writing reports containing findings for review by the Task Force and making revisions based on recommendations by Task Force members. Three reports will be produced. The first is this report of proceedings on the work of the task force. The second will contain the results of research related to the nature of the problem of gender equity in the juvenile justice system in the United States and Maine, and will define multiple perspectives on the nature of the problem. The third will gather information on and review best practices in juvenile justice systems in the United States which address or

attempt to overcome inequities based on gender, assess their success, and consider their replicability in Maine.

- assistance in developing recommendations for possible policy and management changes based on prior work of the Task Force; and
- logistical and other support, including arranging and facilitating meetings; taking and distributing minutes; handling correspondence related to caucus and task force activities; maintaining mailing lists; and other logistical and support tasks.

The final report of the Justice for Girls Task Force is expected in October of 1997.

## **Justice for Girls Task Force Members**

---

<b>Maryalice Crofton, Task Force Chair</b>	Maine State Planning Office
Frank Antonucci	Maine Department of Education
Dahlia Bradshaw Lynn, Ph.D.	Muskie Institute of Public Affairs, USM
Lyn Mikel Brown, Ed.D.	Colby College
Polly Campbell	Center for Public Sector Innovation Muskie Institute of Public Affairs, USM
Susan Cook, Ed.D.	Psychiatrist in private practice
David Giampetruzzi	Maine Department of Public Safety
The Honorable Jessie Gunther	District Judge, State of Maine
Priscilla A. Hare	Juvenile Justice Advisory Group
Roxy Hennings	Maine Department of Corrections
Bruce A. Johnson	Maine Youth Center
Faye E. Luppi, Esq.	University of Maine School of Law
David McDermott	Day One
Mickey Paine	Family Violence Project

**Justice for Girls Task Force Members, Continued**

---

Margarete Schnauck, L.C.S.W.	Heritage House, Youth Alternatives, Inc.
Rhama Schofield	Department of Mental Health, Mental Retardation, & Substance Abuse Services
Kimberly C. Simmons	Women's Development Institute and Maine Women's Lobby
Dawn Stiles	Bureau of Children & Family Service Maine Department of Human Services
Brian V. Welsh	Maine Department of Corrections

## **Justice for Girls Task Force Support Staff**

---

### **Juvenile Justice Advisory Group Liaison**

---

**Tom Godfrey**  
Juvenile Justice Specialist  
Juvenile Justice Advisory Group  
State House Station #111  
Augusta, Maine 04333  
287-4371

**Center for Public Sector Innovation, Muskie Institute of Public Affairs  
University of Southern Maine**

---

**295 Water Street, Augusta, ME 04330**  
Fax: 626-5210

**Anthony Cahill**  
Associate Professor and Director of Research and Evaluation  
tony.cahill@state.me.us  
626-5226

**Penny Guisinger**  
Evaluation Specialist  
penny.guisinger@state.me.us  
626-5206

**Amy Locke**  
Evaluation Specialist  
amyl@usm.maine.edu  
780-5865

**Phyllis vonHerrlich**  
Administrative Assistant  
phyllis.vonherrlich@state.me.us  
626-5286

## About The...

---

### *Maine Department of Corrections*

The Maine Department of Corrections is responsible for the oversight and maintenance of state correctional facilities for both adults and juveniles as well as supervising all people on probation or parole. The Division of Juvenile Services within the Department is specifically responsible for:

- diverting juveniles from the correctional system,
- deciding whether youth should be detained,
- supervising youth on probation,
- supervising youth committed to the Maine Youth Center, and
- supervising youth in the community once released from the Center.

Community services are purchased or coordinated to redirect the efforts of these youth to more pro-social activities and to reduce recidivism.

### *Juvenile Justice Advisory Group*

The Juvenile Justice Advisory Group is a body of citizen advocates appointed by the governor to advise the governor and the legislature on juvenile justice matters and to manage funds distributed in the state under the federal Juvenile Justice and Delinquency Prevention Act.

### *Center for Public Sector Innovation*

The Center for Public Sector Innovation is one of four research centers of the Edmund S. Muskie School of Public Service of the University of Southern Maine. The Center works with state agencies including the Departments of Corrections, Human Services, Mental Health and Mental Retardation and Public Safety, providing applied research and program evaluation, technical assistance and staff training in the areas of strategic planning, organizational and professional development, information systems technology and telecommunications, and performance management and budgeting. The Center is located in the Old Federal Building in downtown Augusta, Maine.

**For More Information, Contact:**

**Phyllis von Herrlich**  
phyllis.vonherrlich@state.me.us  
626-5286