

CHAPTER 12 GENDER

12.1 Introduction

Nationally, the involvement of girls in the juvenile justice system has been steadily increasing while the number of boys involved in the juvenile justice system has been declining. In the past, girls entered the juvenile justice system primarily for nonviolent offenses. However, between 1992 and 1996, the number of juvenile females arrested for Violent Crime Index offenses increased 25%, with no increase in arrests of male juveniles for the same offenses. Additionally, during the same time span, juvenile female arrests for Property Crime Index offenses increased 21%, while juvenile male arrests in this category decreased 4% (Poe-Yamagata & Butts, 1996).

The overall proportion of commitment admissions involving females increased from 11% in 1993-94 to 14% in 1997-98 (Community Research Associates, 1998). Law enforcement agencies made 723,000 arrests of juvenile females in 1996. Female involvement in the juvenile justice system, once seen as an anomaly, has evolved into a significant trend (Budnick & Shields-Fletcher, 1998). In response to the rising statistics of female offenders, research on the specific causes of female delinquent behavior has increased in an attempt to target specific prevention strategies for at-risk or delinquent girls.

In *Facing the Challenge: A Profile of Florida's Female Commitment Programs*, the author states that, "notably, for each of the major categories of crimes (i.e., violent, property, drug, and public order), the percentage increase in commitment admissions during this five-year period was considerably greater for female juvenile offenders than it was for their male counterparts" (Winokur, 1999, p.5). In response to the overwhelming increase of female involvement with the juvenile justice system, it is imperative that policy makers responsible for providing programming and educational services to incarcerated females afford this population services that incorporate appropriately gender-specific components that will ensure successful community reintegration.

This chapter focuses on the importance of providing gender-specific programming and services to incarcerated female youth and includes assessment sections. Section 12.2 provides information, based on current research, on why the needs of girls are different from their male counterparts. Section 12.3 outlines factors that are most likely to put girls at risk of becoming delinquent. Section 12.4 describes the educational components that have been identified by recent research, as necessary in a gender-specific curriculum that will effectively meet the needs of females. Section 12.5 provides an overview of several national efforts being initiated to effectively meet the unique needs of females in juvenile justice. Section 12.6 discusses current state programming, including the quality assurance (QA) process; what academic programming currently exists; and curricular trends in vocational

and career offerings. Section 12.7 describes the Practical, Academic, and Cultural Education (PACE) programs with an analysis of program outcomes. This section includes a model educational program and promising practices for female offenders. Section 12.8 concludes with a summary of findings and future policy recommendations.

12.2 Why Girls' Needs Are Different

Adolescence is a time of growth and transition. Puberty sets the stage for a child to begin to question the world and their relationship to it. The physical body, which has been familiar, is now changing. Relationships that were once unquestionable now are brought under scrutiny. It is a time for “testing the waters,” taking risks, and emerging as a young adult with a healthy view of self and a personal relationship to the world. These tasks are daunting for adolescents in the most ideal of situations. For those adolescents who live in poverty; have been victimized by sexual, physical, and/or emotional abuse; lack positive adult role models; and have experienced academic failure, this transition is perilous, at best.

While girls in the juvenile justice system share many problems with their male counterparts, such as poor academic performance, substance abuse, poverty, racism and family dysfunction, they also have unique needs and individual gender-specific differences. During the teen years, when girls are transitioning to adulthood, unresolved issues from earlier stages of their development may strongly surface. Incomplete bonding in infancy, sexual abuse in childhood, failed relationships with adults, problems forming positive relationships, lack of self-respect, ignorance of physical health and sexuality issues, and low self-image can lead to problems in adolescence for many girls. (Oregon Commission on Children and Youth Services, 1990).

The female juvenile offender is likely to have been sexually or physically abused, come from a single-parent home, and lack appropriate social and work related skills (Bergsmann, 1994). In fact, girls are three times as likely to have been sexually abused as boys (U.S. Department of Health and Human Services, 1996). Among female delinquent populations, it has been estimated that 70% to 90% have been sexually abused (Calhoun, Jurgens, & Chen, 1993; Davis, Schoen, Greenberg, Desroches, & Abrams, 1997). Sexual abuse can have a profound impact on a girl during adolescence, resulting in decreased self-esteem, inability to trust, academic failure, eating disorders, teen pregnancy, and other serious concerns. If sexual abuse is not addressed, girls may run away or turn to alcohol or other drugs to numb their emotional pain (Acoca, 1998b). With limited access to resources to meet their needs, many female juveniles express their distress by running away, becoming truant, engaging in high-risk sexual behavior, using substances and self-injuring (Prescott, 1997). Calhoun et al. (1993, pp 461-471) note, “among juvenile girls identified as delinquent by the court, over 75% have been sexually abused and in attempting to mitigate that abuse by running away, they are often labeled as delinquent.”

Mental illness and substance abuse, which often co-occur among juvenile offenders, can contribute substantially to delinquent behavior. It is estimated that 77% to 93% of juvenile

offenders suffer from mental illness, far higher than the 10% to 20% estimated among the non-delinquent juvenile population. Moreover, previous research suggests that a major risk factor for delinquency is substance abuse, which often co-occurs with depression, particularly among girls and among juveniles who have been victims of sexual abuse (Lexcen & Redding, 1997). In addition, research shows high suicide rates for young females. More than half of the girls in training schools have reported attempting suicide, and of those, 64% have tried more than once (Bergsmann, 1994).

The problems faced by girls and young women can be viewed as part of a developmental continuum linking early problems (family dysfunction, abuse, loss of a primary caregiver, and other trauma) to later behavioral problems (Oregon Commission on Children and Youth Services, 1990). Other risk factors include difficulty in school (often compounded by undetected learning disabilities, pregnancy, and other health concerns), and gang-related activities (Girls Inc., 1996). Of the half million teens who give birth, approximately 75% are first-time mothers. More than 175,000 are 17 years old or younger (Maynard & Garry, 1997). Although many female juvenile offenders are pregnant or are mothers when they enter the juvenile justice system, the system has not adequately addressed the issue of adjudicated teenage mothers. A few programs exist for pregnant girls and teenage mothers; however, they have long waiting lists and often require funding for mother and child, a requirement that not all government agencies are willing to meet (U.S. Department of Justice, 2000). It should be noted that the situation for adult mothers in prison are just as dismal. (Blomberg & Lucken, 2000).

Relationships are of particular importance to girls who are socialized from a young age to listen to others and to value emotional exchanges (Archer, 1985; Loeber, & Hay, 1997; Streitmatter, 1988). A young woman's need for positive relationships 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). The needs of others are often perceived as being more important than personal needs or rules. This provides a challenge to programming that promotes independence and self-sufficiency. 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 first hand that accomplishments in school or in a program often prompt jealousy from one's peer or cultural group, and this envy can result in separation and isolation (Community Research Associates, 1998).

Many interrelated factors put female adolescents at risk for becoming involved with the juvenile justice system. However, the most significant risk factor relating to early onset of delinquency is poor academic performance (Dryfoos, 1990; Yoshikawa, 1994; Greenwood, Model, Rydell, & Chiesa, 1996). A disproportionate number (26%) of female juvenile offenders have learning disabilities (U.S. Department of Justice, 1994). By the time they enter the system, they may be at least several grade levels behind their peers. They may have developed a negative attitude about learning and lack self-confidence about their own ability to master academic skills (Bergsmann, 1994; Girls Incorporated, 1996).

According to Alice McKee, President of the American Association of University Women Educational Foundation, "Women and children are swelling the ranks of the poor, at great

cost to society. Yet our education policy makers are failing to address the relationship between education and the cycle of poverty. The shortchanging of girls is not even mentioned in the current educational restructuring debate cost to society” (AAUW, 1991).

12.3 Risk Factors

Researchers and agencies working with female juvenile offenders have identified factors that are most likely to put girls at risk of becoming delinquent. The Basic Behavior Science Task Force of the National Advisory Mental Health Council (1996) identified the following characteristics of a typical female juvenile offender in 1996:

- Fourteen to sixteen years of age (may have started acting out a few years earlier)
- Raised in poverty and grown up in a neighborhood with a high crime rate
- Likely to belong to an ethnic minority group (50% of female juveniles in detention are African American, 13% are Hispanic, 34% are Caucasian.)
- History of poor academic performance and may be a high school dropout
- Victim of physical, sexual, and/or emotional abuse or exploitation
- History of drug and/or alcohol abuse
- Unmet medical and mental health needs
- Depressed societal factors
- Pregnancy and a lack of hope for the future

Other factors that have been identified as most likely to increase the risk of becoming delinquent include:

- Specific mental health needs (depression, eating disorders, post traumatic stress syndrome, grief and loss issues)
- Societal factors
- Pregnancy/parenting teens
- Gang membership
- Early onset of puberty
- Alternative lifestyle

12.4 Gender-Specific Curricular Needs

Currently, research indicates that the needs of females within our juvenile justice system are multi-layered. A juvenile justice educational program cannot merely focus on academic needs but must construct a comprehensive continuum of services for girls that incorporates gender specific issues as part of any curriculum to create a relevant educational experience that will engage and empower girls. The curriculum must also provide a strong individual academic plan for each student, based upon diagnostic academic assessment that has a strong

academic skills base. The educational program should offer multiple opportunities for career exploration and development. This must be provided in a safe, accepting environment that encourages positive, non-exploitive adult role models to form mentor-type relationships with each student.

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

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

Solid programming techniques must be the basis of any effective program, male or female. Poor programming will never become good gender-specific programming by adding specific components directed at young women. Basic services must include well-trained and competent staff, ongoing evaluation mechanisms, appropriate and sensitive assessment techniques, and high-structured activities with specific treatment goals.

2. *Young Women Are Different From Young Men*

Services and programming must take into account the differences in the developmental process of young men and young women and patterns of offending that differ between the genders.

3. *Equality Does Not Equal Sameness*

Equality can be defined as the “the state of being equal or in mathematical terms, an equation in which one thing equals another. Sameness is the condition of being the same, having the same identity, and/or lacking in variety or change.” (American Heritage Dictionary, 2nd Edition). In juvenile justice programming, equality of service delivery is not simply allowing girls access to male-oriented programs and services. Sameness for young men and women should only occur in terms of basic requirements (e.g., quality of teachers and staff, financial support in programming, quality of facility, etc.) The quality of services should be equal in that both genders receive the level and type of services they need, which allows for and takes into account an understanding of the developmental differences between the two genders.

4. *Services for Young Women Can Be Viewed In Isolation*

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 specific issues that need to be addressed in the treatment environment. Juvenile justice treatment must operate on multiple levels; namely a level of individual change, a level of relational change between a young woman in a program and those key individuals in her life, and a level of community change.

Research shows that 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 (Community Research Associates, 1998). The development of a

complete continuum of care for young women involved in the juvenile justice system is the most effective way of meeting their individual service delivery needs and eliminating gender bias from within the system. Such a continuum should include educational services, prevention services, early intervention and diversion services, and juvenile justice intervention services.

Ideally, the continuum would function 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 young women into society (Community Research Associates, 1998).

12.5 National Efforts

In 1992, the Juvenile Justice and Delinquency Prevention (JJDP) Act addressed female issues in the juvenile justice system. Congress issued a challenge 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. Specific provisions included plans from each state receiving federal funds to analyze gender-specific services for the prevention and treatment of juvenile delinquency. State and local response to this issue has been significant, with several states committing time and resources for developing and implementing initiatives, conducting data analysis and needs assessment, and developing intervention programs. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has reviewed how states are dealing with female juvenile offenders and are developing an inventory of best practices, producing a prototype training curriculum, and implementing a variety of program development activities (Greene, 1998). The JJDP Act has required states to take a close look at how girls are being served programmatically within the juvenile justice system.

Approximately 25 states have developed plans or established programs specifically to address the needs of female juvenile offenders within their systems (Community Research Associates, 1998).

In March 1993, with funding provided by the Valentine Foundation, the National Girls Caucus (NGC) convened its first meeting to address the needs of girls in the juvenile justice system. Participants included child advocates, policy makers, service providers, educators, legislators, judges, religious leaders, parents, and girls. The purpose of this first meeting was to address the lack of services for girls and to unite forces to ensure gender equity for young women involved in the juvenile justice system. Subsequent meetings of the NGC included a roundtable discussion of the pressing concerns of inadequate access to health care, the need for a continuum of services, and the impact of violence in the lives of girls. The NGC has also hosted discussions regarding public policy, professional education and training; fund raising; community coalitions; and effective practices that address the unique needs of girls and young women. Participation in the NGC has grown from 100 to over 1000 individuals and agencies from across the nation.

In 1996, Hawaii formed a steering committee to address the needs of young women in the juvenile justice system. As a result, the Hawaii Girls Project was developed, which focuses primarily on education and effective gender specific programs. The committee has contracted the services of the Center for Youth Research at the University of Hawaii to conduct ongoing research on female programming. In Baltimore, Maryland, among other female programming, a specialized Female Intervention Team probation unit began. Officers who have received specialized training offer young women unique services built around their developmental needs.

In Massachusetts, Educational and Vocational Services for Female Youth help females successfully reintegrate into the community by providing them with improved educational and vocational opportunities. The mathematics curriculum specifically emphasizes problem-solving and decision-making 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 in long-term treatment programs. Career exploration and planning for females based on assessed vocational needs and interests are also offered. In addition, the state has also hired consultants to continue data collection on this population.

Maine's Department of Corrections has assembled a committee to create a curriculum focused on gender-responsive programming for girls. Programs have been developed to provide a comprehensive program to address the mental, emotional, spiritual, and physical needs of this population. Emphasis is placed on social competence, problem solving, autonomy, and future planning. In Oregon, legislation concerning girls involved in the juvenile justice system has been implemented while state agencies must develop a plan to implement appropriate gender-specific services and treatment. In Rhode Island, a program focusing on substance abuse treatment, parenting skills, sexual abuse prevention, and self-esteem development has emerged (Community Research Associates, 1998).

As the number of female clients involved in the juvenile justice system continues to grow, it is evident that states throughout the nation are beginning to respond by developing programs suited to the particular needs of this population. However, the response is fragmented, with many states continuing to operate with a male focus.

12.6 Female Commitment Programs In Florida

As indicated earlier, there is a continuing and noteworthy increase in the commitment of females to juvenile justice programs. In addition, the needs of female offenders differ from those of their male counterparts. This section discusses findings from Juvenile Justice Educational Enhancement Program (JJEPP) QA activities during the 1999-2000 QA review of female commitment programs ranging from minimum and moderate-risk (levels 2 through 6) residential programs to high-risk residential programs (levels 8 and 10). Specifically, the following discussion concerns Florida's female commitment programs, and focuses primarily on residential commitment programs available to girls.

Existing Programs That Provide Services to Females

Historical Background—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 book on gang delinquency, Albert Cohen describes the delinquent as a “rogue male” (Cohen 1955, cited in Chesney-Lind & Shelden, 1998, p. 6). During the 1960s and 1970s, there was an increase in female delinquency, which caused researchers to take note of and begin to track female offending patterns for the first time.

The original JJDP Act was passed in 1974. It contained two specific requirements for states to meet in order to access federal juvenile justice funds. While the first requirement concerned the removal of all status and non-offenders from secure confinement, the second was the elimination of sight and sound contact between juvenile and adult offenders. Although passage of the JJDP Act brought the development of new policies to address specific needs of status and non-offenders, it did not solve the problems of female offenders and their involvement with juvenile justice. It is interesting to note that the amended versions of the JJDP Act from 1978 to 1988 contained no language specific to juvenile female offenders. 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 to examine their juvenile justice systems and identify gaps in their ability to provide services to juvenile female offenders. This marked the first time that Congress used the JJDP Act as a vehicle for addressing the needs of juvenile female offenders.

Florida’s Programs—Florida is divided into 20 judicial circuits served by approximately 356 judges elected for four-year terms of office. Each circuit also selects a Chief Judge who serves 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). In 1994, the Florida Legislature created the 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). Florida’s commitment programs can be categorized into minimum-risk non-residential to high-risk residential programs. As described earlier, the level system includes level 2, minimum risk non-residential programs; level 4, low-risk residential programs; level 6 moderate risk residential programs; level 8 high-risk residential programs; and level 10 maximum-risk residential programs.

Eighty-one (81) programs in the State of Florida provide commitment services to girls. More than half of those (42) are level 2, minimum risk, and non-residential programs. Seventeen (17) are level 4, low-risk residential and an equal number are level 6, moderate-risk residential programs. Additionally, five (5) level 8, high-risk residential programs in Florida provide services to females. There are no level 10, high-risk residential programs that provide services to females. The basis of our discussion concerning gender issues in juvenile justice programs is drawn from QA reviews of the education programs operating in female residential commitment programs in Florida.

This year, JJEEP conducted QA reviews of 203 education programs within juvenile commitment programs. Of the 203 programs, 44 (21.6%) were providing services to females only; 52 (25.6%) programs provide services to both males and females, and 107 (52.7%) programs provide services to males only. Six of the programs that provide services to females are categorized as residential commitment programs (as opposed to day treatment) and provide on-site educational services. This is compared to 25 residential commitment programs providing services to males. Among the programs reviewed were the PACE programs in Florida.

PACE programs, which will be discussed in greater detail in Section 12.6, offers prevention and early intervention services, along with onsite educational services, to females only. They are not considered residential or commitment programs. Therefore, data from PACE programs are not included in this discussion on the findings from residential commitment programs for females. Over the past three years, PACE programs have received overall QA ratings of high satisfactory to superior. Some components of the PACE program model may have application in residential commitment settings.

This year, JJEEP conducted 203 QA reviews of education programs within juvenile commitment facilities. Of these programs, 107 provide services to males only, 52 provide services to males and females, and 44 provide services to females only. The following tables list the programs and where they are located.

The tables in this chapter include data collected during the 1999-2000 QA review cycle. Approximately 26% of the programs reviewed by JJEEP in 2000 provide services to both females and males. The data in Table 12.6-1 indicate that these programs are primarily detention and day treatment and are located in 22 of the state's 64 counties, while the male population exceeds the female population in every program. In most cases, the male population nearly doubles that of the females. This factor increases the likelihood that programs and services will be developed around and targeted toward males.

Table 12.6-1: Programs That Serve Male and Female Juveniles

Program Name	Program Type	School District	Female	Male
Alachua Regional Marine Institute	Day Treatment	Alachua	4	17
Alachua Detention Center	Detention	Alachua	12	55
Panama City Marine Institute	Day Treatment	Bay	20	32
Bay Detention Center	Detention	Bay	16	52
Brevard Detention Center	Detention	Brevard	19	53
Florida Ocean Sciences Institute	Day Treatment	Broward	11	53
Broward Detention Center	Detention	Broward	23	55
Eagle's Vision Day Treatment	Day Treatment	Charlotte	3	10
Golden Gate Excel	Day Treatment	Collier	5	14
Jacksonville Marine Institute/West	Day Treatment	Duval	1	38
Jacksonville Marine Institute/East	Day Treatment	Duval	15	62
Duval Detention Center	Detention	Duval	26	122
Escambia Bay Marine Institute	Day Treatment	Escambia	5	42
Escambia Detention Center	Detention	Escambia	0	56
Youth Achievement Center	Day Treatment	Highlands	7	16
Tampa Marine Institute	Day Treatment	Hillsborough	7	51
Hillsborough Detention Center/West	Detention	Hillsborough	18	60
Southwest Florida Marine Institute	Day Treatment	Lee	6	26
Southwest Florida Detention Center	Detention	Lee	21	76
Tallahassee Marine Institute	Day Treatment	Leon	8	46

Program Name	Program Type	School District	Female	Male
Leon Detention Center	Detention	Leon	7	60
Gulf Coast Marine Institute/North	Day Treatment	Manatee	9	49
Manatee Detention Center	Detention	Manatee	25	64
Silver River Marine Institute	Day Treatment	Marion	11	52
Marion Detention Center	Detention	Marion	25	95
Dade Marine Institute/North	Day Treatment	Miami-Dade	1	31
Dade Marine Institute/South	Day Treatment	Miami-Dade	7	33
Dade Detention Center (Juvenile Justice Center School)	Detention	Miami-Dade	55	216
Emerald Coast Marine Institute	Day Treatment	Okaloosa	11	27
Okaloosa Detention Center	Detention	Okaloosa	9	44
Orlando Marine Institute - SAFE	Day Treatment	Orange	0	6
Orlando Marine Institute	Day Treatment	Orange	6	46
Orange Detention Center	Detention	Orange	39	115
DATA Day Treatment	Day Treatment	Palm Beach	2	15
Palm Beach Marine Institute	Day Treatment	Palm Beach	5	34
Palm Beach Detention Center	Detention	Palm Beach	20	75
New Port Richey Marine Institute	Day Treatment	Pasco	5	36
Pasco Detention Center	Detention	Pasco	4	33
Pinellas Juvenile Justice Day Treatment	Day Treatment	Pinellas	*	*
Boley Young Adult Program	Day Treatment Aftercare	Pinellas	3	13
Pinellas Marine Institute, SAFE, and Panama Island	Day Treatment, Residential, Aftercare	Pinellas	7	63
Pinellas Detention Center	Detention	Pinellas	23	77
Eckerd Leadership Program	Day Treatment	Pinellas/St. Lucie	5	14
Polk County Juvenile Boot Camp	Boot Camp/Drill Academy	Polk	19	72
Central Florida Marine Institute	Day Treatment	Polk	4	15
Polk Detention Center	Detention	Polk	23	61
Gulf Coast Marine Institute - South	Day Treatment	Sarasota	22	25
Seminole Detention Center	Detention	Seminole	12	36
St. Lucie Detention Center	Detention	St. Lucie	*	*
Stewart Marchman Transitions Day Treatment	Day Treatment	Volusia	2	5
Stewart Marchman Eastside Aftercare	Day Treatment/Aftercare	Volusia	3	22
Volusia Detention Center	Detention	Volusia	14	60

*No data available

Noteworthy is the finding that slightly over 21% of the programs reviewed provided services to females only. As shown in Table 12.6-2, which list reviews for programs providing services to females only, these programs include group treatment homes, residential programs, halfway houses, and a wilderness camp. The programs are located in 25 counties throughout the state. Of the programs reviewed, there are only six residential programs providing services to females only. To date, there are neither female only detention centers nor male only detention center.

Table 12.6-2: Programs That Only Serve Female Juveniles

Program Name	Program Type	School District	Number of Females
PACE Pensacola (Escambia/Santa Rosa)	Day Treatment	Escambia	50
Alachua Halfway House	Halfway House	Alachua	17
PACE Alachua	Day Treatment	Alachua	28
Bay Behavioral HOPE Program	Halfway House	Bay	17
Brevard Halfway House	Halfway House	Brevard	22
Rainwater Center for Girls	Day Treatment	Brevard	10
Akanke Group Treatment Home	Group Treatment Home	Broward	6
LEAF Group Treatment Home	Group Treatment Home	Broward	14
PACE Broward	Day Treatment	Broward	49
South Florida Intensive Halfway House	Intensive Halfway House	Broward	20
PACE Immokalee	Day Treatment	Collier	30
Deborah's Way	Group Treatment Home	Dade	*
PACE Duval	Day Treatment	Duval	88
Northside Girls Program	Halfway House	Hillsborough	30
PACE Hillsborough	Day Treatment	Hillsborough	40
Monticello New Life Center	Residential	Jefferson	30
PACE Leon	Day Treatment	Leon	52
JoAnn Bridges Academy	Halfway House	Madison	29
PACE Manatee	Day Treatment	Manatee	50
PACE Dade	Day Treatment	Miami-Dade	*
PACE Lower Keys	Day Treatment	Monroe	18
PACE Upper Keys	Day Treatment	Monroe	15
Adolescent Therapeutic Center for Girls	Halfway House	Orange	36
Choices University Behavioral Center	Halfway House	Orange	24
First Step II Halfway House	Halfway House	Orange	18
Orange Halfway House	Halfway House	Orange	19
PACE Orange	Day Treatment	Orange	41
PACE Palm Beach (Belle Glade)	Day Treatment	Palm Beach	46
PACE Pasco	Day Treatment	Pasco	31
Charter Pinellas Treatment Center - level 6	Halfway House	Pinellas	18
Charter-Pinellas Treatment Center - level 8	Intensive Halfway House	Pinellas	91
LEAF Halfway House	Halfway House	Pinellas	30
LEAF Recovery	Residential	Pinellas	20
PACE Pinellas	Day Treatment	Pinellas	41
Camp E-Nini-Hassee	Wilderness Camp	Pinellas/Citrus	56
Sheriffs Teach Adolescent Responsibility (STAR)	Residential	Polk	19
Sarasota YMCA Character House	Halfway House	Sarasota	16
Children and Adolescent Treatment Services (CATS)	Residential	Seminole	11
Visionary Adolescent Services	Residential	Seminole	8
PACE Treasure Coast	Day Treatment	St. Lucie	39
PACE Volusia-Flagler	Day Treatment	Volusia	50
Stewart Marchman Pines Halfway House	Halfway House	Volusia	16
Stewart Marchman Timberline Halfway House	Halfway House	Volusia	30
Vernon Place	Residential	Washington	40

*No data available

Table 12.6-3 provides a breakdown, by level, of female only, male only, and combined (male and female) programs reviewed in 2000. Combined programs provide services to male and females at the same location. The data indicates that the number of programs that provided services to males triples that of those assigned to females. As noted previously, there are no level 10 female residential programs.

Table 12.6-3: Male and Female Programs by Level

Program Level	Male-Only Programs	Female-Only Programs	Combined (Male and Female)
2	9	18	29
4	15	5	1
6	51	15	1
8	17	5	0
10	2	0	0
Mixed (4&6)	1	1	0
Mixed (6&8)	9	0	0
Mixed (8&10)	2	0	0
Detention Center	1	0	21
Total	107	44	52

Table 12.6-4 indicates the number of students in females-only residential programs.

Table 12.6-4: Long-Term Residential Programs for Females Only

Program Name	Number of Female Students	School District
Children and Adolescent Treatment Services (CATS)	11	Seminole
LEAF Recovery	20	Pinellas
Monticello New Life Center	30	Jefferson
Sheriffs Teach Adolescent Responsibility (STAR)	19	Polk
Vernon Place	40	Washington
Visionary Adolescent Services	8	Seminole

Suggested Program Components—As discussed earlier, when evaluating juvenile justice programs designed for young women, it is necessary to begin with an understanding of female development and the specific issues that young women bring into the treatment setting. Because young women present distinctive treatment issues that stem from their unique processes of growing up and developing, programs and services must reflect an understanding of these issues and processes in order to be effective.

A review of the QA scores for indicator E2.02 Practical Arts for residential programs reveals that there are no hands-on vocational programs for females while at least 50% of the male residential programs have vocational programs. The more comprehensive vocational programs for males are found in level 6 and 8, with most in level 8. Marion Intensive Control, Eckerd Youth Development Center, and Dozier Training School are some of the better-known vocational programs. Research indicates a need for more locally situated level 6 and level 8 female commitment programs in Florida. According to a 1999 report, the

eastern part of the state currently has only one level 6 program and one level 8 program. South Florida has one level 6 program physically located in the area and one level 8 program. Committed girls must, therefore, be placed in programs serving a statewide area. The DJJ has plans to open at least one level 8 program and one level 10 program during the 2001-2002 fiscal year (FY).

Despite the lack of hands-on vocational programming, most of the female programs provide some form of basic and very general employability skills instruction, which is usually provided through a life skills class or integration into the academic curriculum. Some programs offer career awareness or vocational education classroom instruction. Table 12.6-5 summarizes the gender-specific programming offered in 81 of Florida’s residential programs that serve females.

Table 12.6-5 Overview of Gender-Specific Services by Levels

Gender-Specific Programming Categories	Percentage of Programs Providing Services			
	Level 2	Level 4	Level 6	Level 8
Pregnancy/sexuality/parenting instruction	17%	82%	82%	80%
Health and hygiene services	5%	71%	71%	100%
Relationship building	5%	53%	24%	20%
Sexual/physical abuse counseling	2%	53%	41%	80%
Self-image development and body awareness	2%	47%	29%	40%
Promotion of self-esteem	2%	29%	53%	60%
Communication and anger management counseling	5%	24%	47%	60%
Female mentoring models	10%	12%	18%	0%
Cultural activities	10%	12%	6%	20%
Domestic violence counseling	5%	6%	29%	0%

12.7 PACE Center For Girls

The PACE Center for Girls, Inc. is a non-residential, gender-specific prevention program serving at-risk girls, whose ages range from 12 to 18 years. The first PACE program was established in 1985 in Jacksonville. There are now 17 programs throughout the State of Florida. Students are referred to the PACE program by public school personnel, the Department of Children and Families (DCF), residential treatment programs, friends, family, and the juvenile court.

PACE’s formal purpose is to intervene and prevent high school dropouts, juvenile delinquency, teen pregnancy, drug and alcohol abuse, and welfare dependency. The mission of the PACE program is to improve the quality of life for at-risk female students through education, building self-esteem, and developing personal, social, and familial relationships. To accomplish these goals, PACE provides comprehensive educational and treatment services, including academic skills, career planning, substance abuse education and counseling, health and sex education, cultural awareness, and community involvement.

PACE programs provide educational, counseling, and case management services to teenage girls who are labeled status offenders, delinquents, runaways, truants, dependents, dropouts, incorrigibles, and unwed teen mothers. Services include enrollment in a fully accredited high school or General Education Development (GED) program. Students can take remedial classes or college preparatory classes, earn high school credits, or take the GED exam. In addition, PACE programs offer a gender-sensitive life management curriculum; individual and group and family counseling; and a community service volunteer experience.

Education is the core principle of the PACE program; it is felt to be the key to addressing girls' broken homes, poverty, and low self-esteem. Each girl attends school while at PACE and works toward her high school diploma or GED. The PACE instructional staff to student ratio is 1:10. PACE has a scholarship fund to assist the girls with continued education after graduation.

The PACE gender-sensitive curriculum is designed specifically for its students. The Students Making a Right Turn (SMART) GIRLS! curriculum consists of four modules that address the development of healthy choices. SMARTALK! teaches girls the importance of using appropriate language in varying situations, while Inclusive Cultural Education (ICE) focuses on the appreciation of cultural differences. PINK SLIPS highlights career awareness and the employment process, and SAVE OUR SISTERS (SOS) encompasses healthy lifestyle choices regarding sexual activity, nutrition, and drugs.

PACE treatment plans are specifically tailored to each student. Individual, group, and family counseling sessions are conducted regularly (weekly and monthly, at a minimum). While a girl's success is dependent upon family involvement, PACE strives to improve the family commitment to the student. Staff are on call 24 hours a day. Each student is assigned an advisor who is responsible for compiling an individualized treatment plan (ITP), including monthly visits with parents or guardians and documenting weekly progress toward short- and long-term goals. Individual and group and family counseling sessions are conducted regularly. Specialized therapeutic interventions include crisis counseling, grief and loss counseling, peer support, and cultural diversity groups.

PACE requires each girl, while enrolled, to participate in at least two different community service projects. Community service projects were initially a way to repay the community for its support. They are now also viewed as a way to enhance students' self-esteem and promote self-worth, which are integrally related to pride and involvement in a community. Community service projects allow the girls a unique opportunity to see themselves as individuals who are needed by others. PACE community service projects include serving lunch to the elderly, working with disabled and abused children, and working in homeless shelters.

PACE has developed a comprehensive three-year follow-up component for all students. This component consists of a one-year intensive aftercare program for students who need this service. Intensive aftercare includes developing ITPs and offers comprehensive case management services. Education groups and therapeutic counseling services are also available. Follow-up consists of regular telephone contacts made with girls at three-month

intervals during the second year after exit and every six months thereafter to ensure that students continue with their education and employment.

The PACE program is an exemplary program for adolescent girls. However, these programs cannot be generally compared to other juvenile justice programs in Florida for several reasons. First, PACE is selective in deciding which students to accept into their programs. Further, PACE students have usually not committed any offenses and are simply considered at-risk. Secondly, PACE programs are nonprofit and receive high levels of funding from several different sources; therefore, they can provide inclusive program offerings more readily than other juvenile justice programs. Nevertheless, even with these advantages, PACE offers a comprehensive, gender-specific model that could be equally useful in residential programs serving female offenders.

12.8 Summary

National research indicates that, over several years, the number of female juvenile offenders has dramatically increased. In some years, the proportional increase has exceeded the increase in the number of male juvenile offenders. For example, between 1989 and 1993, the number of arrests involving female juveniles increased by 23% compared with an 11% increase in arrest of male juveniles. During the same period, females were responsible for 17% of the growth in juvenile arrest for Violent Crime Index offenses. Also, between 1986 and 1995, arrests for Property Crime Index offenses involving female juveniles increased 38% while the number of male arrests for Property Crime Index offenses increased by 1%. Finally, the growth in female juvenile commitment admissions between 1993-94 and 1997-98 was more than double that for males (80% versus 37%). During the same period, female youths experienced a 71% increase in commitment admissions for violent crimes while males increased 36% (Florida Department of Juvenile Justice, 1994, p. 60). Clearly, the need for gender-specific facilities and services must increase.

However, further information is needed to assist in the development and improvement of program services for females. Programs designed to address the special needs of female delinquents have been and remain inadequate in most states (Bergsmann, 1994). In developing programs and planning services for females, decision makers must understand that it is not enough to provide services similar to ones provided to males. Services cannot focus on traditional techniques for meeting the needs of youth offenders because female offenders present unique treatment issues. It is clear from the relevant literature that male and female offenders are different and it is important to note that many of these differences involve mental health and social issues.

According to Shay Bilchik, a former OJJDP administrator, "Our system of prevention and intervention for juveniles has traditionally been geared to the provision of services to males rather than females. Females have traditionally been ignored both at the practitioner level and at the academic research level" (Bilchik, 1995).

In the past decade, an increasing number of juvenile justice agencies have addressed the importance of appropriate gender-specific programming and proper training of practitioners and service providers. However, recognition of these needs is long over-due, and, while several initiatives have been described and many more have been developed, there remains a lack of overall programming specifically addressing young female offenders. Further, there is no conclusive empirical data on what programs have been proven effective for girls in the juvenile justice system. This highlights the need for further research to identify the onset of female delinquency and to draw conclusions regarding the efficacy of gender-specific program models.

In conclusion, the increase in the number of female juvenile offenses must be met with an increase in the number of juvenile justice education programs that provide services to females, while the programs must be designed to meet their unique needs.