



MARYLAND DEPARTMENT OF JUVENILE SERVICES

INTERIM REPORT

SERVICES FOR DJS-INVOLVED GIRLS

JANUARY 2018

In response to Senate Bill 674 / House Bill 721 (Chapters, 654 and 653, 2016 Laws of Maryland)

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Prepared by

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OVERVIEW

The Department of Juvenile Services (DJS) is an executive agency charged with the responsibility of appropriately managing, supervising and treating youth who are involved in the juvenile justice system in Maryland. DJS provides individualized care and treatment to youth who have violated the law or who are a danger to themselves or others. Objective screening and assessment tools are used to guide decisions at key points in the juvenile justice system. Additionally, DJS works with partners in the community – ranging from community-based treatment providers to state partners, such as the Maryland State Department of Education – to achieve meaningful improvements to the outcomes of the youth served.

Research suggests that the causes and correlates or pathways to juvenile delinquency are different for boys and girls.¹ By and large, juvenile justice-involved girls commit less serious offenses and are more likely to be drawn deeper into the juvenile justice system for status offenses and violations of supervision conditions. Girls are also more likely to have experienced physical and sexual abuse, family conflict and violence, and trauma generally. They are also more likely to have mental health needs. Girls of color as well as lesbian, gay, bisexual, transgender, questioning (LGBTQ) have been shown to be over-represented in the juvenile justice system.

This interim report examines the needs of girls in Maryland's juvenile justice system and inventories the programs and services available to meet those needs at certain points in the system. The report is divided into four main sections representing the primary points of contact with the juvenile

¹ See generally, Sherman, F. T & A. Balck (2015). Gender Injustice: System-Level Juvenile Justice Reforms for Girls. In partnership with: The National Crittenton Foundation and The National Women's Law Center.

Available at: http://www.nationalcrittenton.org/wp-content/uploads/2015/09/Gender_Injustice_Report.pdf;
National Council on Crime and Delinquency (NCCD) Center for Girls and Young Women (February, 2009).

Getting the Facts Straight about Girls in the Juvenile Justice System.

Available at: http://www.nccdglobal.org/sites/default/files/publication_pdf/fact-sheet-girls-in-juvenile-justice.pdf;
Office of Juvenile Justice and Delinquency Prevention (OJJDP). U.S. Department of Justice, Office of Justice Programs. *Girls and the Juvenile Justice System*.

Available at: <https://www.ojjdp.gov/policyguidance/girls-juvenile-justice-system/#nav>

justice system. While the focus is on girls, the report presents data on both girls and boys for comparative purposes.

Each section begins with an analysis of juvenile justice trends by gender, examining the prevalence of DJS-involved girls at each point in the system. The report then reviews the assessed risk and need factors of youth under DJS supervision or in DJS care. This data provides the ability to evaluate the Department's current service array as it relates to the assessed needs of girls in the juvenile justice system.

Lastly, the report provides inventories of programs and services available to DJS youth at the following decision points: (a) programs that serve as alternatives to detention; (b) evidence-based services for youth supervised in the community; and (c) residential programs available for youth committed to the care and custody of DJS.

The final report to the legislature due by December 31, 2018 will build on the interim report by providing data on the following:

- (a) Inventory of programs and services available to youth at the point of DJS intake;
- (b) Inventory of programs and services available to youth supervised in the community;
- (c) Analysis of potential gaps in programs and services for girls using assessment, survey, and focus group data.

SECTION I – DJS INTAKE

1.1 Introduction

Youth may be referred to DJS by law enforcement agencies, schools, citizens and parents. DJS intake officers review all delinquent and child in need of supervision (CINS) complaints, citations, and peace order requests. DJS intake officers are directed to assess the merits of a complaint and decide within 25 days as to whether the juvenile court has jurisdiction, and if so, whether judicial action is in the best interest of the public or of the child. At the point of intake, DJS intake officers are authorized to either:

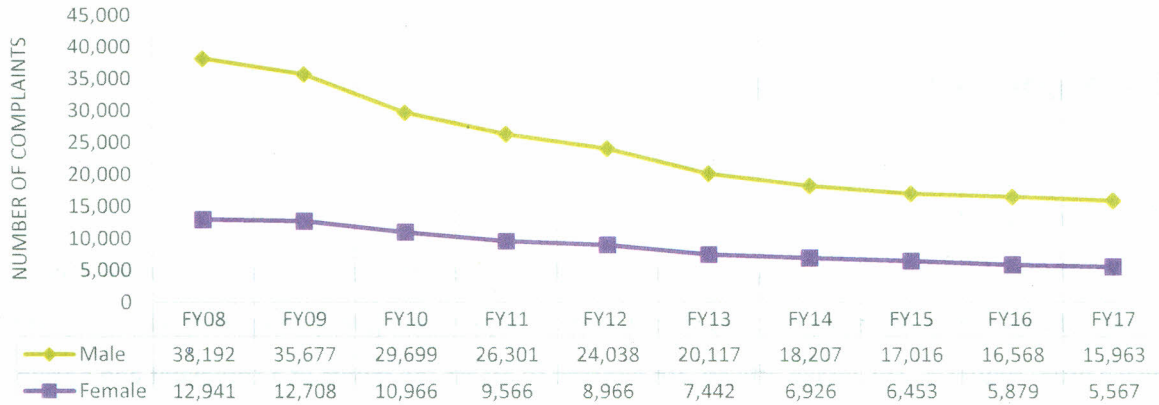
- a) Disapprove a complaint as legally insufficient;
- b) Resolve the matter at intake;
- c) Propose an informal adjustment period or period of pre-court supervision; or
- d) Authorize the filing of a petition by the State's Attorney's Office.

The intake decision-making process may involve an interview with the youth, parent and/or guardian, and where applicable, the victim(s). The intake decision is also guided by the Maryland Comprehensive Assessment and Service Planning (MCASP) intake risk screen. This instrument is completed at intake for alleged offenses with the exception of citations, CINS offenses and traffic offenses. The tool generates a case forwarding recommendation based on the youth's delinquency history, social history and seriousness category of the instant complaint.

1.2 Intake Trends

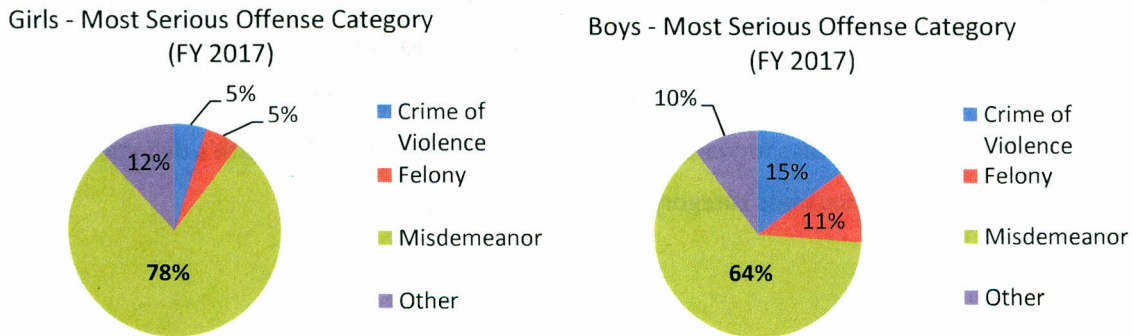
Statewide, the *total* number of complaints received by DJS decreased by **57.9%**. Between FY 2008 and FY 2017, DJS received **58.2%** fewer complaints for boys and **57.0%** fewer complaints for girls.

Figure 1 Girls' complaints decreased **57%** between FY 2008 to FY 2017.



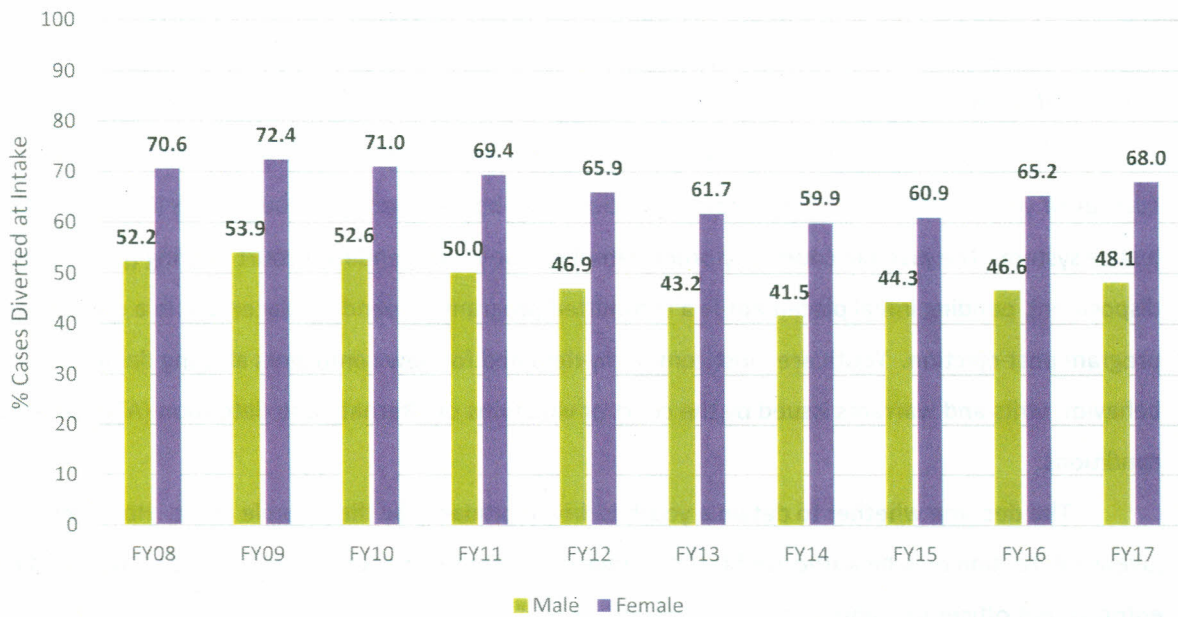
Girls were most commonly referred to DJS for misdemeanor offenses. During FY 2017, **78%** complaints against girls were misdemeanors as compared to **64%** of boys. Boys were more likely to be referred to DJS for a crime of violence or felony offense. Offenses classified as "Other" include *Child in Need of Supervision* (CINS) offenses, citations and ordinance offenses.

Figure 2 Over three-quarters of girls were referred for misdemeanors (78%).



Broadly speaking, DJS intake officers may “divert” cases by resolving them at intake or handling them informally through a short period of pre-court supervision. Alternatively, cases may be handled formally by referring them to the State’s Attorney’s Office. As shown in Figure 3, roughly two-thirds of complaints alleged against girls were diverted by DJS each year (60% to 72%) as compared to roughly one-half of complaints alleged against boys (42% to 54%).

Figure 3 Approximately two-thirds of girls’ complaints were diverted each year.



1.3 Summary

Over the last ten years, the total number of complaints received by DJS has decreased by **58%**. The magnitude of the decline is similar for both boys and girls. Girls were more likely to be referred to DJS for a misdemeanor offense than boys (**78%** as compared to **64%** during FY 2017). Girls’ cases were also much more likely to be diverted by DJS (through case resolution/closure and pre-court supervision) than boys. Roughly two-thirds of girls’ cases were diverted each year.

A survey of programs and services available to youth at the point of intake is currently underway in partnership with the University of Maryland, Institute for Innovation and Implementation. This survey will provide detailed data on the number and type of programs and services available in each county. The results of the survey will be presented in the final report to the legislature in December 2018.

SECTION II – DETENTION AND ALTERNATIVES TO DETENTION

2.1 Introduction

DJS operates seven detention facilities across the state to provide temporary and secure custody of youth subject to court jurisdiction. Youth may be detained at various points in the juvenile justice system. The juvenile court may order detention for youth pending a court hearing (pre- or post-disposition), pending initial placement in a committed program, or pending placement in a committed program post-ejection. Youth are most commonly detained for new complaints alleging delinquent behavior, writs and warrants issued by the court or violations of alternative to detention (ATD) program conditions.

The decision whether to detain a youth is driven primarily by the juvenile court. However, juvenile detention may be authorized by DJS intake officers on a temporary basis at the request of a law enforcement officer or community detention officer. DJS is empowered by statute to detain a youth who either poses a clear risk to themselves/others, or is deemed likely to leave the jurisdiction.

This decision is guided by the Detention Risk Assessment Instrument (DRAI) and is subject to review on the next court day.² The DRAI recommends either *release*, *place in an alternative to detention (ATD)*, or *detain* based on the following factors: (a) a *risk score* representing the probability that a youth will reoffend or fail to appear for a court hearing generated from known risk factors in the youth's history; (b) the seriousness of the current alleged offense; and (c) circumstances requiring a mandatory hold independent of risk or offense, e.g., a writ or warrant.

² The most recent version of the DRAI may be found in Appendix F of the DJS Data Resource Guide. Available at: <http://www.djs.maryland.gov/Documents/Appendices.pdf>.

2.2 Detention Trends³

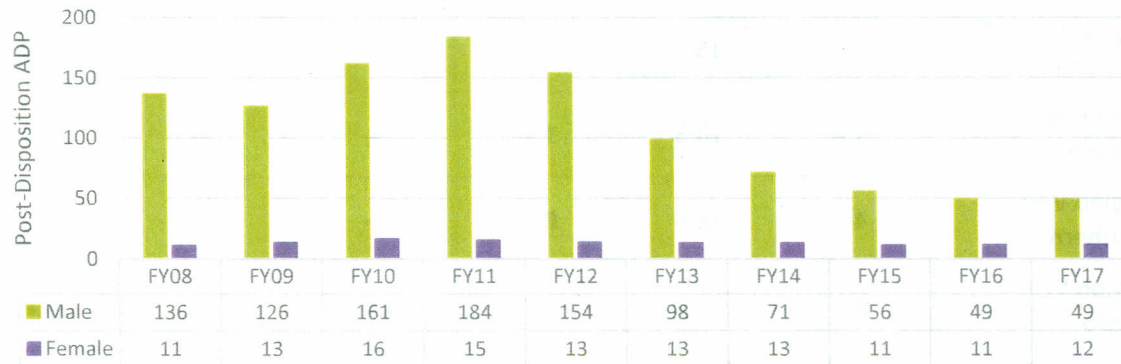
Figure 4 presents the pre-disposition ADP statewide. Between FY 2008 and FY 2017, the average daily population of youth in pre-disposition detention decreased by **53.2%** (**55.4%** among boys and **36.2%** among girls).⁴

Figure 4 ADP of girls in pre-disposition detention decreased **36.2%**.



Figure 5 presents the average daily population of youth detained post-disposition. The juvenile court may order detention for youth pending a court hearing, pending initial placement in a committed program, or pending placement in a committed program post-ejection. Overall, the average daily population of youth held post-disposition decreased by **58.6%**. This reduction is driven primarily by boys. The ADP of girls held post-disposition fluctuated from a low of 11 to a high of 16.

Figure 5 Post-disposition ADP decreased by **58.6%** overall.



³ Note that this section focuses exclusively on juvenile detention and excludes youth charged as adults.

⁴ Note that percentage change calculations are based on the unrounded numbers.

2.3 Alternative to Detention and Shelter Care Inventory

The primary alternative to detention statewide is the DJS-operated community detention (CD) program created in 1998 to safely supervise youth in the community. All youth in the CD program are supervised by a community detention officer (CDO). There are currently two levels of CD supervision: a) straight CD with supervision by a CDO; and b) CD with electronic monitoring (CD/EM) which utilizes a monitoring unit placed in the youth's home and transmitter placed on the youth's ankle to monitor movement. Shelter care beds may also be used as an alternative to detention for youth who are eligible for release but are not able to return home because the parent/ guardian is unavailable or unwilling to pick them up.

CD with electronic monitoring (CD/EM) is currently budgeted for 300 youth statewide, while participation in straight CD is unlimited. The ADP of youth in an alternative to detention program is shown in Table 1 by region of residence. During FY 2017, the ADP of youth on CD or CD/EM was approximately 210. Tables 2 through 7 present alternatives to detention and shelter care program options available within each DJS Region.

Table 1. Region of Residence	Average Daily Population (ADP) by Alternative to Detention Type (FY 2017)					
	CD	CD/EM	Shelter	Day/Evening Reporting Center	DRAP/PACT	TOTAL
Region I – Baltimore City	13.1	54.5	10.2	10.9	13.6	102.2
Region II – Central	2.2	31.2	1.3	--	--	34.6
Region III – Western	0.6	15.1	2.5	--	--	18.2
Region IV – Eastern	1.4	18.5	1.2	--	--	21.2
Region V – Southern	4.2	28.6	0.4	--	--	33.2
Region VI – Metro	2.3	34.3	3.7	14.1	--	54.4
Statewide TOTAL	23.7	186.4	19.6	25.0	13.6	268.3 ⁵

⁵ Note that statewide totals include out-of-state youth (ADP= 4.6). Note that it is possible to participate in more than one program at the same time, e.g., CD/EM and day/evening reporting center (D/ERC).

Table 2.
REGION I - BALTIMORE CITY: Alternatives to Detention and Shelter Care
Includes: Baltimore City

Program	County	Serves	Capacity
DJS-Operated CD/EM	Baltimore City	Girls and Boys	300*
Day / Evening Reporting Center	Baltimore City	Boys Only	15
Baltimore City Pre-Adjudication Coordination and Transition (PACT) Center	Baltimore City	Boys Only	15
Detention Reduction Advocacy Program (DRAP)	Baltimore City	Girls and Boys	15

Table 3.
REGION II - CENTRAL: Alternatives to Detention and Shelter Care
Includes: Baltimore County, Carroll, Harford, & Howard Counties

Program	County	Serves	Capacity
DJS-Operated CD/EM	Baltimore County Carroll Harford Howard	Girls and Boys	300*
Children's Home Shelter (Group Home) ⁶	Baltimore	Girls and Boys	8
MAGIC – Unity Home for Girls (Group Home)	Baltimore	Girls Only	13
Board of Child Care – Short Term High Intensity Group Home ⁶	Baltimore County	Girls and Boys	20

* CD with electronic monitoring (CD/EM) is currently budgeted for 300 youth statewide. There is no limit to straight CD.

⁶ This is a group home that may be used on an emergency basis to provide short-term shelter care (if available).

Table 4.

REGION III – WESTERN: Alternatives to Detention and Shelter Care
Includes: Allegany, Frederick, Garrett & Washington Counties

Program	County	Serves	Capacity
DJS-Operated CD/EM	Allegany Frederick Garrett Washington	Girls and Boys	300*
Short-term Foster Care Beds (Shelter) ⁷	Allegany Washington	Girls and Boys	--
Pressley Ridge Treatment Foster Care	Allegany	Girls and Boys	45
The Maryland Salem Children’s Trust Shelter, Inc.	Garrett	Girls and Boys	8

Table 5.

REGION IV – EASTERN: Alternatives to Detention and Shelter Care
Includes: Caroline, Cecil, Dorchester, Kent, Queen Anne’s, Somerset, Talbot, Wicomico & Worcester

Program	County	Serves	Capacity
DJS-Operated CD/EM	Caroline Cecil Dorchester Kent Queen Anne’s Somerset Talbot Wicomico Worcester	Girls and Boys	300*
Hot Boards Shelter (Seasonal)	Worcester	Girls and Boys	4 Boys/ 2 Girls

* CD with electronic monitoring (CD/EM) is currently budgeted for 300 youth statewide. There is no limit to straight CD.

⁷ Three foster care homes in western Maryland are available for short-term emergency placement. Foster home capacity is typically no more than 3.

Table 6.

REGION V – SOUTHERN: Alternatives to Detention and Shelter Care
Includes: Anne Arundel, Calvert, Charles & St. Mary’s Counties

Program	County	Serves	Capacity
DJS-Operated CD/EM	Anne Arundel Calvert Charles St. Mary’s	Girls and Boys	300*

Table 7.

REGION VI – METRO: Alternatives to Detention and Shelter Care
Includes: Montgomery & Prince George’s Counties

Program	County	Serves	Capacity
DJS-Operated CD/EM	Montgomery Prince George’s	Girls and Boys	300*
Lead4Life, Inc., Evening Reporting Center	Montgomery	Girls and Boys	15
Prince George’s County Evening Reporting Center	Prince George’s	Girls and Boys	25
Hearts and Homes for Youth, Kemp Mill Group Home ⁶	Montgomery	Boys Only	8

* CD with electronic monitoring (CD/EM) is currently budgeted for 300 youth statewide. There is no limit to straight CD.

2.4 Summary

Over the last 10 years, the average daily population of youth held in juvenile detention has decreased by **53%** (pre-disposition) and **59%** (post-disposition)⁸. ADP of girls held in pre-disposition detention decreased by **36%** to an ADP of **20** in FY 2017. The ADP of girls held in post-disposition detention fluctuated between a low of **11** and a high of **16**. In FY 2017, the ADP of girls held in post-detention detention was **12**.

Alternatives to detention including the DJS-operated community detention (CD) program are available in every county. During FY 2017, the ADP of youth on CD or CD/EM was **210**. Day and evening reporting centers are available in three counties: Baltimore City, Montgomery County, and Prince George's County. Two additional programs (PACT and DRAP) function as alternatives to detention in Baltimore City. Youth may also be placed in shelter care as an alternative to detention. In this circumstance, shelter care is generally provided by a group home or foster care home on an emergency basis.

⁸ Note that these numbers exclude youth charged as adults who are held in juvenile facilities pending transfer.

SECTION III – ADJUDICATED YOUTH IN THE COMMUNITY

3.1 Introduction

While many cases are diverted at the point of intake as shown in Figure 3, roughly one-third of girls' cases and one-half of boys' cases are referred to the State's Attorney's Office by DJS intake officers. These complaints are then reviewed by the State's Attorney's Office. Upon review, the State's Attorney may either return the complaint to DJS for reasons such as insufficient evidence or file a petition with the juvenile court.

The juvenile court then determines the outcome of the filed charges. Charges may be found *facts sustained* or *facts not sustained* at an adjudicatory hearing. If charges are sustained and the youth is *found delinquent* at disposition, the juvenile court may impose a term of probation whereby DJS provides supervision and services in the community while the youth resides at home. Alternatively, the court may commit a youth to the care and custody of DJS for placement in a residential out-of-home placement.

Youth under probation supervision are supervised by a DJS case management specialist (CMS). A probation term requires youth to abide by general supervision conditions, as well as any special conditions imposed by the court. At the start of probation supervision (or in some instances, prior to disposition if ordered by the juvenile court), a Social History Investigation (SHI) and report is completed by the assigned CMS. This report describes the social adjustment and circumstances of the youth and their family.

In addition, the CMS completes the MCASP (Maryland Comprehensive Assessment and Service Planning) needs assessment, a 106-item assessment of recidivism risk / treatment need⁹. The MCASP

⁹ See Maryland DJS, Data Resource Guide, Appendix J for list of MCASP needs assessment items. Available at: <http://www.djs.maryland.gov/Documents/Appendices.pdf>.

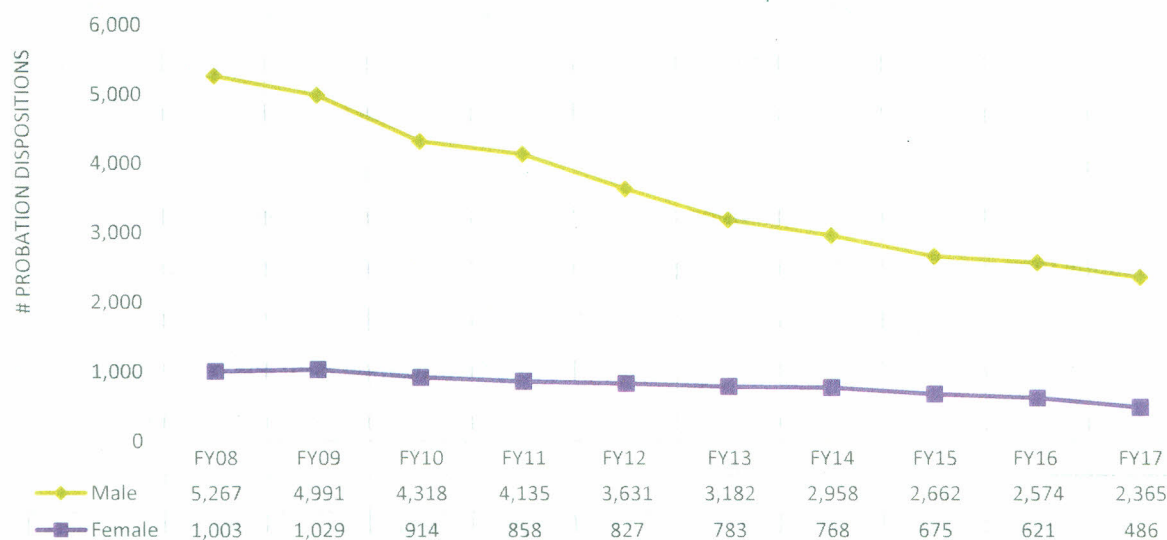
needs assessment categorizes youth as having either low, moderate, or high need on each of the following domains (which have been shown to influence risk for re-offending): (a) school / education; (b) use of free time; (c) employment; (d) peer relationships; (e) family; (f) alcohol and drug use; (g) mental health; (h) anti-social attitudes; (i) aggression; and (j) neighborhood safety.

The CMS uses the SHI and the MCASP needs assessment to develop recommendations to the juvenile court and to create a Treatment Service Plan (TSP). A TSP is completed for each youth under court-ordered supervision and includes the recommended supervision level for the youth, specific goals for the youth and family to meet, and a statement of services to be provided to the youth and family. In developing the TSP, input from youth, parents and/or guardians, and service providers (as appropriate) are also solicited.

3.2 Probation Trends

Figure 6 illustrates the total number of cases resulting in a probation disposition statewide between FY 2008 and FY 2017.¹⁰ The total number of probation dispositions imposed decreased by **54.5%**. The decrease was more slightly more pronounced among boys (**55.1%**) than girls (**51.5%**).

Figure 6 Juvenile court cases resulting in a probation disposition decreased **52%** among girls.



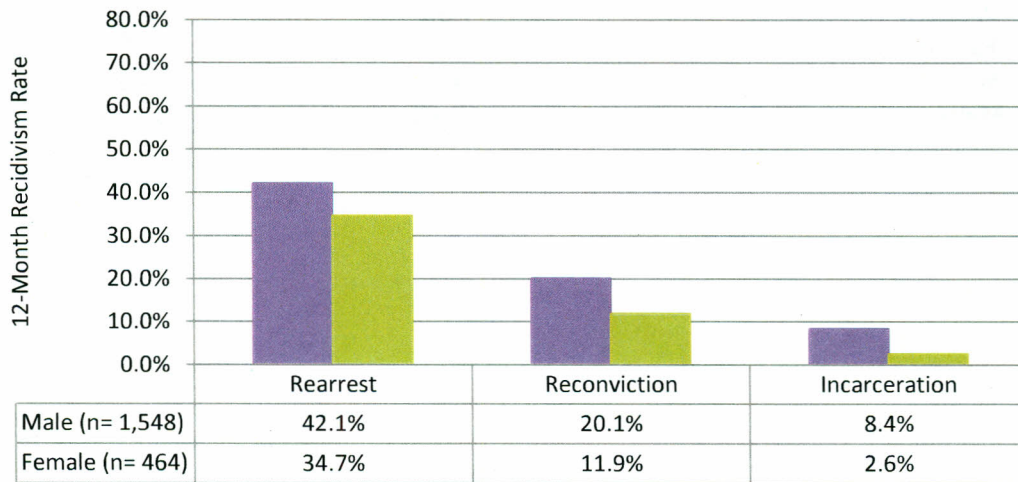
¹⁰ This figure presents the number of cases resulting in a probation disposition. Some youth have multiple cases.

3.3 Probation Recidivism

DJS examines probation recidivism annually using a cohort of youth placed on probation for the first time during each fiscal year.¹¹ Three measures of recidivism are assessed capturing involvement in both the juvenile and adult systems: a) re-arrest in either the juvenile or adult system; b) facts sustained adjudication in the juvenile system or conviction in the adult system; and c) facts sustained adjudication resulting in a disposition of commitment in the juvenile system or conviction resulting in a term of incarceration in the adult system. Recidivism analyses focus on new delinquent or criminal offenses.¹²

Since probation youth are supervised in the community, youth are considered to be at-risk for recidivism from day one of their probation term. *Twelve-month* recidivism rates are shown in Figure 7 using a cohort of youth placed on probation during FY 2015. Girls were less likely to be arrested during the twelve-month follow-up period. They were also less likely to be reconvicted or committed/incarcerated for an offense that occurred during the follow-up period.

Figure 7 Girls placed on probation supervision for the first time during FY 2015 were less likely to recidivate on all three measures during the 12-month follow-up period.



¹¹ Note that this cohort excludes youth who had been previously placed in a committed, out-of-home program.

¹² Note that violations of probation or parole, child in need of supervision (CINS) offenses, alcohol citations, civil citations, local ordinance violations, all arrests diverted by the police and not referred to DJS, and all arrests outside of Maryland are excluded from recidivism analyses.

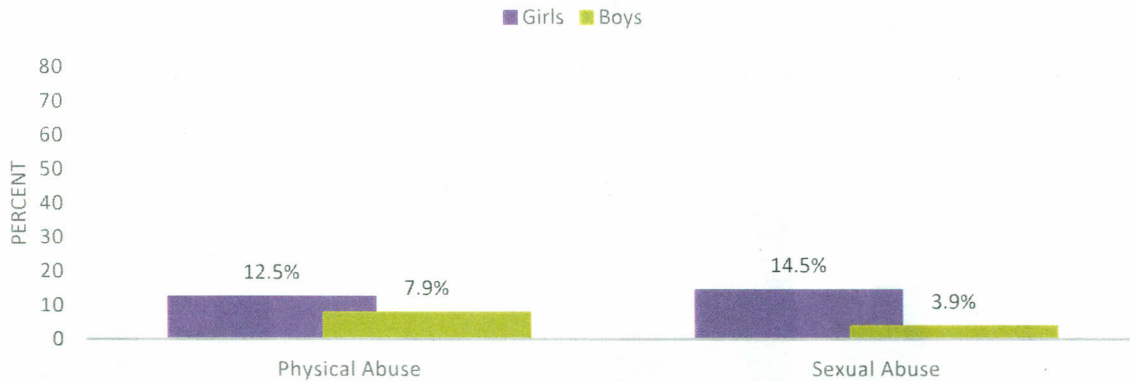
3.4 Probation Youth: Demographic Characteristics and Assessment of Need

The MCASP needs assessment was used to examine the treatment needs of a cohort of youth who began a term of probation supervision during FY 2017. Demographics of the cohort are shown in Table 8. Girls were slightly younger than boys at the start of supervision. Roughly, two-thirds of girls on probation were youth of color as compared to three-quarters of boys.

Table 8 Probation Youth (FY 2017)	Girls (n= 345)	Boys (n= 1,529)
Average Age – Probation Start	15.9 years	16.2 years
Race/ Ethnicity (%)		
African American / Black	62.9%	70.2%
Caucasian / White	30.4%	23.4%
Hispanic / Latino	5.2%	5.5%
Other / Unknown	1.4%	0.9%
DJS – Region (%)		
Region I– Baltimore City	18.6%	23.4%
Region II – Central	29.6%	27.2%
Region III– Western	7.8%	6.5%
Region IV– Eastern Shore	14.5%	9.4%
Region V – Southern	14.2%	14.3%
Region VI–Metro	15.4%	19.2%

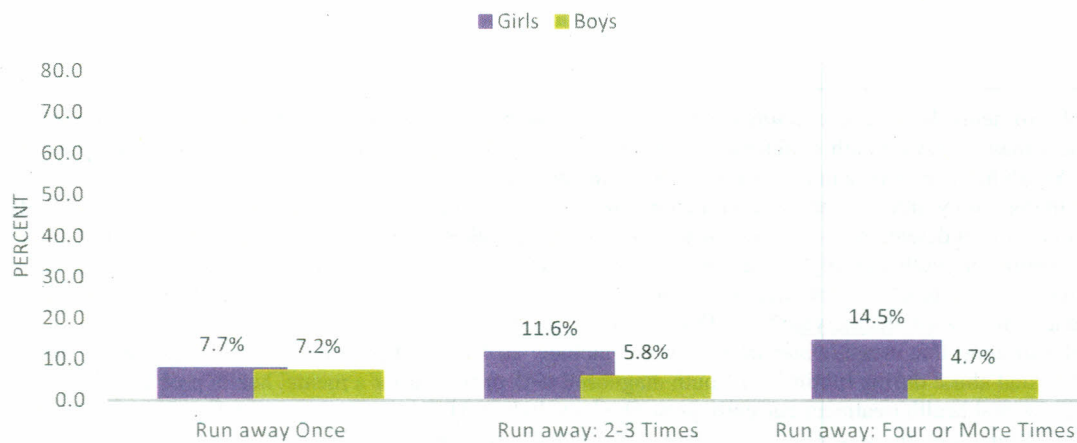
Examination of individual MCASP items reveal that girls placed on probation were more likely than boys to have been physically or sexually abused (ever during lifetime)¹³. In total, **19.9%** of girls and **10.3%** of boys were victims of *either* physical or sexual abuse. Note that **7.1%** of girls and **1.5%** of boys were victims of both physical and sexual abuse.

Figure 8 Girls on probation were more likely to be victims of physical or sexual abuse than boys.



The MCASP includes data on the number of times youth either ran away or were kicked out of their homes. Figure 9 reveals that girls were more likely to have run away or been kicked out than boys. Overall, roughly one-third of girls in the probation cohort had a history of running away (**33.8%**) as compared to **17.7%** of boys.

Figure 9 Girls on probation were more likely to have a history of running away than boys.

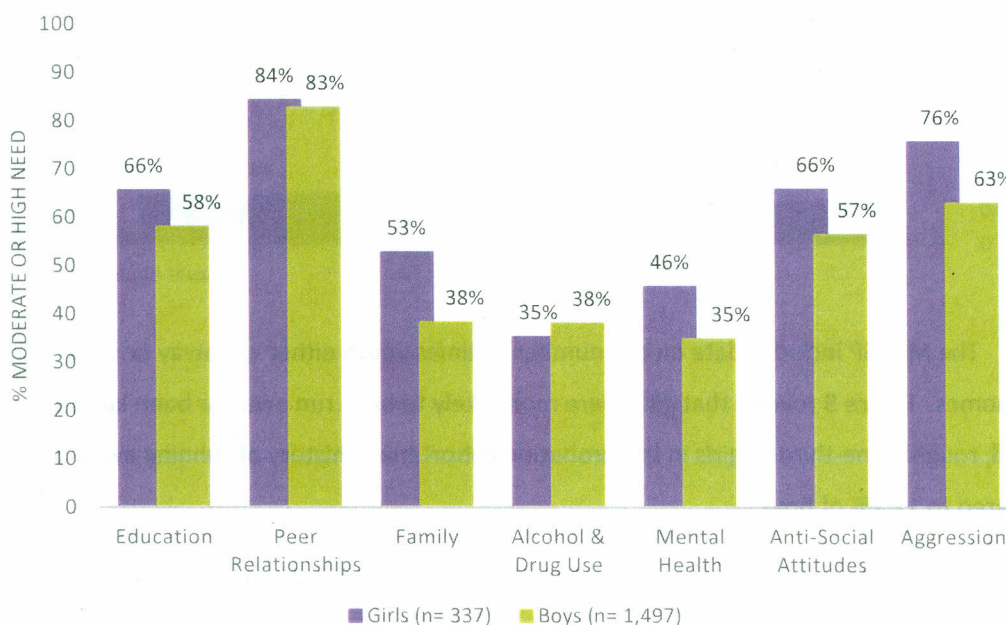


¹³ Note that the MCASP Needs Assessment was not available for n= 8 girls and n= 32 boys.

The MCASP needs domain profile of this cohort of probationers is shown in Figure 10. While girls were more likely to be assessed as *moderate* or *high* need on virtually every needs domain (all except alcohol and drug use), the greatest disparity in assessed need level between boys and girls occurred on the following domains:

- a) Family (53% of girls as compared to 38% boys were moderate or high need)¹⁴;
- b) Mental Health (46% of girls as compared to 35% of boys were moderate or high need)¹⁵;
- c) Aggression (76% of girls as compared to 63% of boys were moderate or high need)¹⁶.

Figure 10 Girls were assessed as moderate or high need on all but one domain.



¹⁴ Examples of items that measure *family* need include: a) Number of out-of-home and shelter care placements lasting more than 30 days (youth’s lifetime); b) Number of times youth has either run away or gotten kicked out of home; c) Youth has been living under “adult supervision” during last three months; d) Parents/parent figures currently living with youth; e) Annual combined income of youth and family; f) Current household members with history of jail/prison/detention; g) Problem history of parents/caretakers who currently live with youth; h) Current support network for youth’s family; i) Current level of conflict in youth’s household between any members, last 3 months (most serious level). A complete list of items may be found in the DJS Data Resource Guide, Appendix J. Available at: <http://www.djs.maryland.gov/Documents/Appendices.pdf>.

¹⁵ Examples of items that measure *mental health* need include: a) Victim of physical abuse during lifetime; b) Victim of sexual abuse during lifetime; c) Youth diagnosed with or treated for a mental health problem (ever in lifetime); d) Mental health treatment currently prescribed, excluding ADD/ADHD treatment. Confirm; e) Mental health medication currently prescribed, excluding ADD/ADHD medication. Confirm; f) Mental health problem(s) currently interferes in working with the youth.

¹⁶ Items that measure *aggression* need include: a) Tolerance for frustration; b) Interpretation of actions and intentions of others in common, non-confrontational settings; c) Belief in yelling and verbal aggression to resolve a disagreement or conflict; and d) Belief in fighting and physical aggression to resolve a disagreement or conflict.

3.5 Evidence-Based Services in the Community

Evidence-based services (EBS) are community-based services that have been shown through rigorous evaluation to reduce recidivism and address problem behavior among youth involved in the juvenile justice system. Two EBS programs are available to DJS youth: Functional Family Therapy (FFT)¹⁷ and Multisystemic Therapy (MST).¹⁸ A third community-based program, Family Centered Treatment (FCT), is also offered. Note, however, that FCT has not yet been classified as an EBS.¹⁹ All three of these programs are family-based interventions where therapists meet with youth and families in their homes or communities.

FFT is intended to help youth and families overcome youth problem behaviors such as delinquency, substance abuse and conduct disorder.²⁰ Therapists work to identify behavioral patterns in the family associated with these problem behaviors. Modifications within the family context (e.g., improved communication, effective negotiation, delineation of rules related to privileges and responsibilities) are expected to generalize to broader community contexts.

MST is an intensive intervention that seeks to address the causes of problem behavior across multiple settings, including the family, the school, and the community.²¹ A primary goal of the intervention is to empower youth to cope with problems that they encounter in each of these systems. Targeted problem behavior includes chronic, serious, and violent delinquency as well as substance abuse. Family-level interventions may include efforts to improve parenting by removing barriers to effective parenting and by improving communication among family members. Peer-level interventions may strive to promote relationships with prosocial peers and discourage alliances with delinquent or substance-abusing peers, while interventions at the school-level may attempt to strengthen communication and monitoring efforts at school.

¹⁷ See Farrell, J., Cosgrove, J., Strubler, K., Betsinger, S., Mayers, R., Lowther, J., & Zabel, M. (2017). Multisystemic Therapy in Maryland: FY2016 Implementation Report. Baltimore, MD: The Institute for Innovation & Implementation for more information on Multisystemic Therapy.

¹⁸ See Farrell, J., Cosgrove, J., Strubler, K., Betsinger, S., Midouhas, H., Lowther, J., & Zabel, M. (2017). Functional Family Therapy in Maryland: FY2016 Implementation Report. Baltimore, MD: The Institute for Innovation & Implementation for more information on Functional Family Therapy.

¹⁹ See University of Colorado, Center for the Prevention of Violence, Blueprints for Healthy Youth Development registry. Available at: <http://www.blueprintsprograms.com/>

²⁰ University of Colorado, Center for the Prevention of Violence. Blueprints for Healthy Youth Development registry. Available at: <http://www.blueprintsprograms.com/evaluation-abstract/functional-family-therapy-fft>.

²¹ University of Colorado, Center for the Prevention of Violence. Blueprints for Healthy Youth Development registry. Available at: <http://www.blueprintsprograms.com/evaluation-abstract/multisystemic-therapy-mst>.

The FCT focus is on the family as a unit. The program provides interventions such as counseling and/or skills training.²² Considered a family preservation model, FCT works to preserve or reunify the family unless it is not in the child’s best interest.

DJS youth typically participate in these programs while under probation or aftercare supervision²³. However, they are sometimes used at the point of DJS intake during pre-court supervision. During FY 2017, **51.2%** of youth placed in an EBS program were on probation supervision; **32.1%** were on aftercare supervision; and **11.1%** were on pre-court supervision. The average length of stay in an EBS varies by program. During FY 2017, FFT and MST participants spent an average of approximately **3.8 months** in the program, while FCT participants spent an average of **4.9 months** in the program.

EBS programs and FCT serve youth from across the state. Program placements by DJS region are shown below for FY 2017.

Table 9.	FFT, MST and FCT Placements (FY 2017)		
	FFT (%)	MST (%)	FCT (%)
Region I – Baltimore City	20.9%	0.0%	16.5%
Region II – Central	10.5%	32.9%	23.9%
Region III – Western	0.0%	18.8%	13.0%
Region IV – Eastern Shore	10.0%	0.0%	8.6%
Region V – Southern	37.8%	0.0%	15.0%
Region VI – Metro	20.9%	48.2%	23.0%
<i>Total Placements</i>	421	85	339

²² See <http://www.familycenteredtreatment.com>.

²³ Following discharge from a residential placement, youth are placed on aftercare supervision.

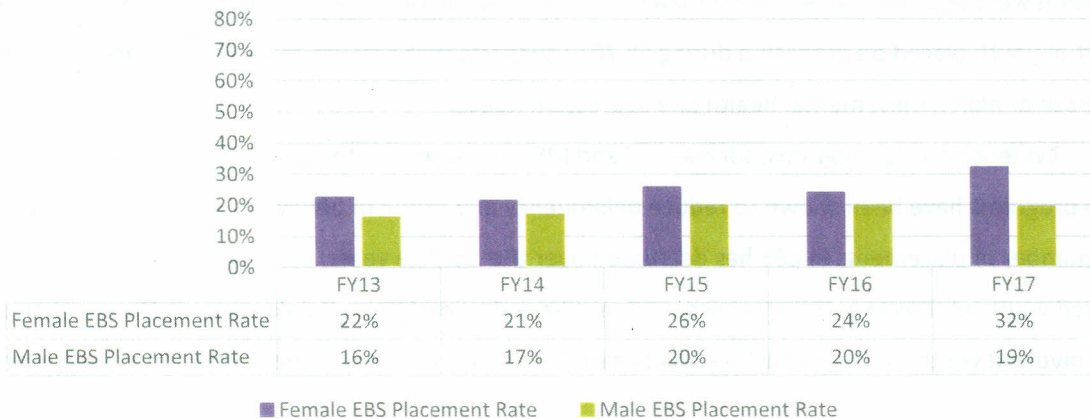
The number of EBS placements (including FCT) is shown in Figure 11 by gender between FY 2013 and FY 2017. The number of placements for both boys and girls in EBS programs decreased over this five-year period.

Figure 11 EBS placements decreased for girls and boys (FY 2013 – FY 2017).



Given the decrease in the number of cases received at DJJ intake and, concomitantly, the number of court-involved youth, EBS placements are also shown as a function of the total number of probation or commitment dispositions ordered each year (see Figure 12). The total number of cases with a disposition of probation or commitment is intended to serve as a proxy for the number of youth under court-ordered supervision who may be eligible for participation in an EBS. Figure 12 suggests that while the total number of placements has decreased for both girls and boys, the proportion of court-involved *girls* who receive EBS services has increased.

Figure 12 EBS placement rate increased among girls (FY 2013 – FY 2017).



3.6 Evidence-Based Services Inventory

Evidence-based services (including FCT) available to DJS youth are shown in Table 10. At least one provider is available in every county.

Table 10.	Evidence-Based Services in the Community				
	# Providers	Serves Boys & Girls	# DJS-Funded Slots	Jurisdictions Served	
				DJS Region	County
FUNCTIONAL FAMILY THERAPY (FFT)	2	2	197	Baltimore City Central Eastern Southern Metro	All Counties <u>except</u> : Allegany Frederick Garrett Washington
MULTISYSTEMIC THERAPY (MST)	3	3	45	Central Western Metro	Baltimore County Frederick Washington Montgomery Prince George's
FAMILY CENTERED TREATMENT (FCT)	1	1	150	All Regions	All Counties

3.7 Summary

The number of cases resulting in a disposition of probation has decreased by **55%** over the last 10 years (**55%** among boys and **52%** among girls). Twelve-month recidivism rates reveal that girls on probation were less likely to recidivate than boys. Examination of the MCASP needs assessment using a cohort of youth placed on probation during FY 2017 suggests that girls are more likely to present with *moderate or high* family, mental health and aggression needs.

Evidence-based programs, such as FFT and MST, are available to DJS youth in the community. These programs have been shown to reduce delinquency and problem behaviors. While the absolute total number of placements in EBS has decreased over the last five years, the proportion of court-involved youth who receive these services may not have declined given the decrease in the number of court-involved youth. This issue will be investigated in greater detail over the course of the next year.

DJS in partnership with the University of Maryland, Institute for Innovation and Implementation is currently surveying all programs and services currently available in the *community* for DJS-involved youth. This survey will provide detail on the number, type, capacity and services provided by programs across the state, and will be included in the final report in December 2018.

SECTION IV – ADJUDICATED YOUTH AND RESIDENTIAL SERVICES

4.1 Introduction

At disposition, the juvenile court may commit a youth to the care and custody of DJS for placement in an out-of-home program. Program placements vary based on the treatment services provided as well as by security level. DJS has established three levels of residential program placements based largely on the level of program restrictiveness (see diagram below).

Level I programs include all programs where youth reside in a community setting and attend community schools. Examples of Level I programs include foster care, group homes, or alternative living units. Level II includes programs where educational programming is provided on-grounds and movement and freedom is restricted primarily by staff monitoring and supervision. Examples include group homes or therapeutic group homes with on-grounds schools, residential treatment centers or behavioral programs, such as DJS-operated youth centers. Lastly, Level III programs provide the highest level of security by augmenting staff supervision with physical attributes of the facility, i.e., locks, bars and fences. DJS contracts with an array of programs, both private in-state as well as out-of-state to provide services to committed youth.



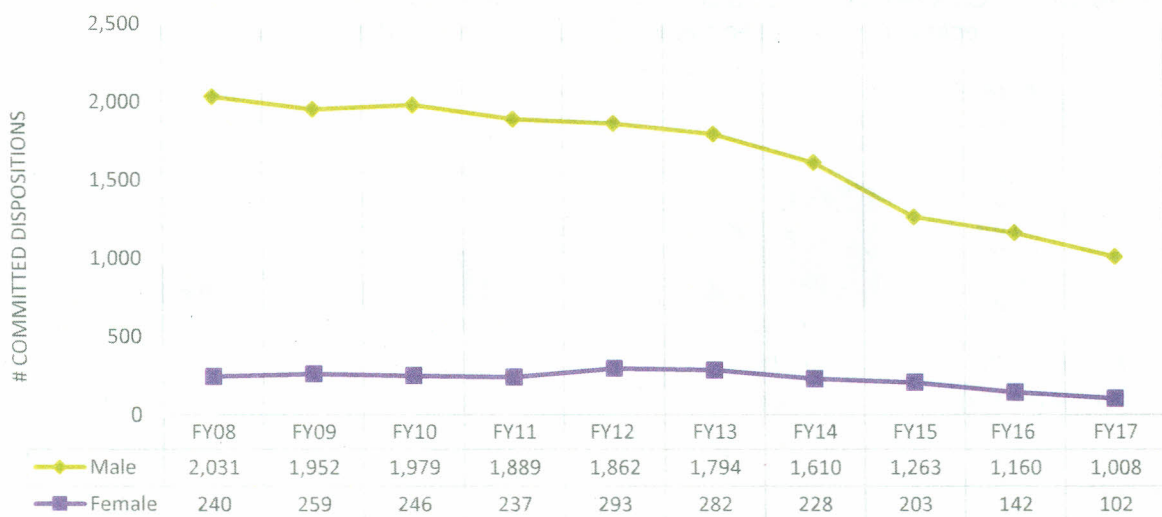
DJS is responsible for selecting the most appropriate out-of-home placements for youth who have been committed to its care. The DJS placement process is designed to select the most appropriate program and treatment services for each youth. The process begins with a comprehensive assessment of each youth, including a social history investigation, the MCASP needs assessment, educational records, and clinical assessments. A “staffing” meeting is then held to bring together key personnel responsible for resource and treatment service planning.

For youth in detention at the time of adjudication, a MAST (Multidisciplinary Assessment Staffing Team) staffing is held in the detention center. MAST is a specialized diagnostic team responsible for assessing youth who are detained pending court disposition and are at risk for placement. The MAST team includes a psychologist, social worker, substance abuse counselor, community case manager, detention facility case manager supervisor, resource specialist, and a representative from the Maryland State Department of Education (MSDE).

4.2 Commitment Trends

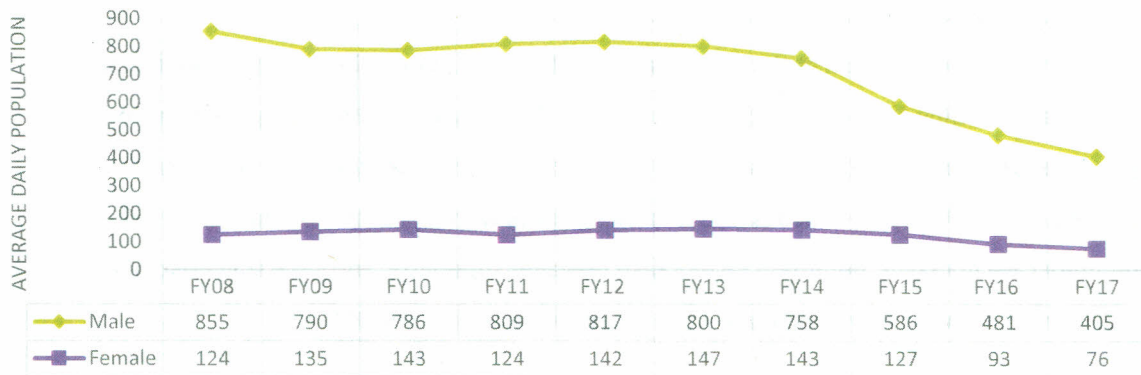
Consistent with trends presented earlier, the total number of cases statewide where the juvenile court committed youth to DJS decreased by **51.1%** between FY 2008 and FY 2017. This decrease was more pronounced among girls’ cases (**57.5%**) than boys’ cases (**50.4%**).

Figure 13 Juvenile court cases resulting in a commitment order decreased 58% among girls.



Similarly, the average daily population (or ADP) of youth placed in an out-of-home committed residential placement between FY 2008 and FY 2017 decreased by **50.9%**²⁴. Boys' ADP decreased by **52.6%** while girls' ADP decreased by **38.8%** to an average daily population of **76** during FY 2017.

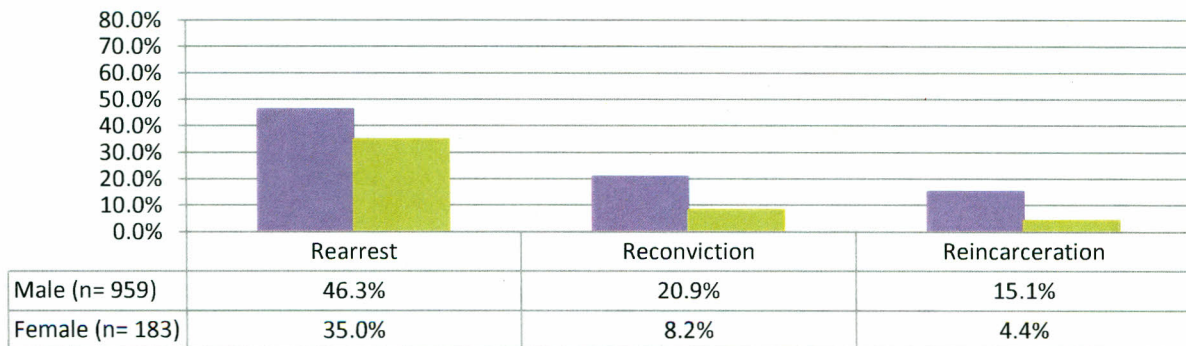
Figure 14 Girls' committed ADP decreased 38.8%.



4.3 Post-Commitment Recidivism

Twelve-month recidivism rates are shown in Figure 15 using a cohort of youth released from a committed residential placement during FY 2015²⁵. Girls were less likely to be arrested during the twelve-month follow-up period (**35.0%** of girls as compared to **46.3%** of boys). They were also less likely to be reconvicted or committed/incarcerated for an offense that occurred during the twelve-month follow-up period.

Figure 15 Girls released from a committed placement during FY 2015 were less likely to recidivate on all three measures during the 12-month follow-up period.



²⁴ Note that percentage change calculations are based on the unrounded numbers.

²⁵ See probation recidivism for additional detail on recidivism measures.

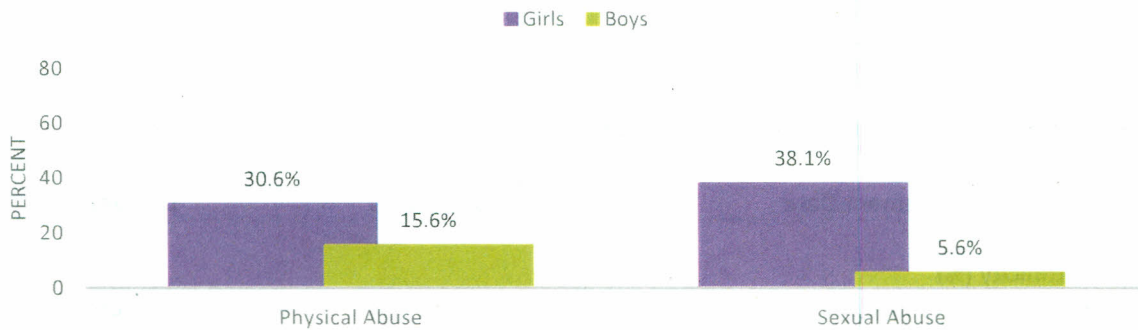
4.4 Committed Youth: Characteristics and Assessment of Need

The needs of a cohort of youth placed in an out-of-home residential placement during fiscal year 2017 were examined using the MCASP needs assessment. Youth demographics are shown in Table 11. Youth placed in an out-of-home residential program during FY 2017 were about 16.5 years old on the placement date. Approximately two-thirds of girls were youth of color (**65.1%**) as compared to approximately three-quarters of boys (**79.2%**).

Table 11 Committed Youth Placed Out-of-Home (FY 2017)	Girls (n= 135)	Boys (n= 676)
Average Age on Placement Date	16.7 years	16.6 years
Race/ Ethnicity (%)		
African American / Black	60.7%	71.8%
Caucasian / White	31.9%	20.0%
Hispanic / Latino	4.4%	7.4%
Other / Unknown	3.0%	0.9%
DJS – Region of Residence (%)		
Region I– Baltimore City	14.8%	22.3%
Region II – Central	10.4%	16.0%
Region III– Western	14.1%	9.8%
Region IV– Eastern Shore	8.2%	8.7%
Region V – Southern	28.2%	17.0%
Region VI–Metro	23.0%	24.3%
Out of State	1.5%	1.9%

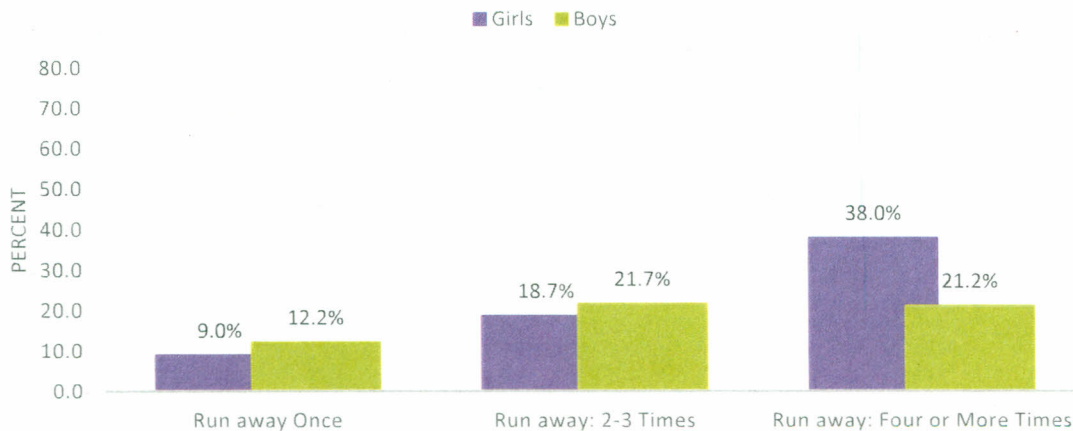
Examination of individual MCASP items reveal that girls committed to DJS were more likely than boys to have ever been physically or sexually abused (during their lifetime)²⁶. Almost one-third of girls had been physically abused (**30.6%**), and **38.1%** had been sexually abused. Overall, **47.8%** of girls had been victims of either physical or sexual abuse as compared to **18.1%** of boys. Note that **20.9%** of girls and **3.1%** of boys were victims of both physical and sexual abuse.

Figure 16 Almost one-half of the girls were either physically or sexually abused.



The MCASP includes data on the number of times youth either ran away or were kicked out of their homes. Figure 17 reveals that girls were more likely to have run away or been kicked out than boys. Overall, roughly two-thirds of girls in the cohort ran away at least one time (**65.7%**) compared to (**55.1%**) of boys. Over one-third of the girls had four more incidents of run-away behavior (**38.0%**).

Figure 17 Girls were more likely to run away or get kicked out of the home than boys.

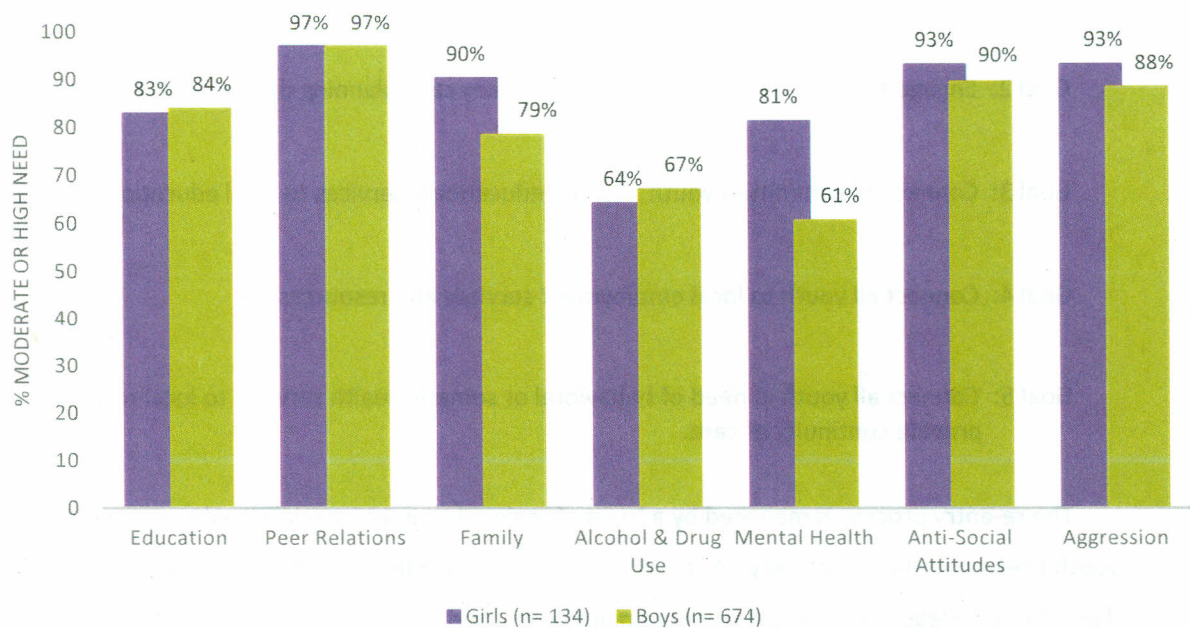


²⁶ Note that the MCASP Needs Assessment was not available for n= 1 girl and n= 2 boys.

Figure 18 presents the percentage of youth assessed as either moderate or high on seven MCASP assessment needs domains. While a substantial proportion of both girls and boys were assessed as *moderate* or *high* need on all domains, girls scored notably higher on the following two domains:

- a) Family (90% of girls as compared to 79% boys were moderate or high need)²⁷;
- b) Mental Health (81% of girls as compared to 61% of boys were moderate or high need)²⁸.

Figure 18 Girls were more likely to score *moderate* or *high* on family and mental health needs than boys.



²⁷ Examples of items that measure *family* need include: a) Number of out-of-home and shelter care placements lasting more than 30 days (youth’s lifetime); b) Number of times youth has either run away or gotten kicked out of home; c) Youth has been living under “adult supervision” during last three months; d) Parents/parent figures currently living with youth; e) Annual combined income of youth and family; f) Current household members with history of jail/prison/detention; g) Problem history of parents/caretakers who currently live with youth; h) Current support network for youth’s family; i) Current level of conflict in youth’s household between any members, last 3 months (most serious level). A complete list of items may be found in the DJS Data Resource Guide, Appendix J. Available at: <http://www.djs.maryland.gov/Documents/Appendices.pdf>.

²⁸ Examples of items that measure *mental health* need include: a) Victim of physical abuse during lifetime; b) Victim of sexual abuse during lifetime; c) Youth diagnosed with or treated for a mental health problem (ever in lifetime); d) Mental health treatment currently prescribed, excluding ADD/ADHD treatment. Confirm; e) Mental health medication currently prescribed, excluding ADD/ADHD medication. Confirm; f) Mental health problem(s) currently interferes in working with the youth.

DJS recognizes the importance of effectively transitioning youth from a residential out-of-home placement back to the community. Youth who are released from commitment face numerous challenges in returning to daily life, such as re-enrolling in school or accessing needed somatic or behavioral health service. In FY 2016, DJS adopted a Strategic Re-Entry Plan. The plan consists of the following five goals, each containing objectives and performance measures:

- Goal 1: Reduce recidivism by providing supervision to all youth returning home from committed care.
- Goal 2: Engage families of committed youth at all key case planning decision points.
- Goal 3: Connect all committed youth needing educational services to local education resources.
- Goal 4: Connect all youth to local employment services and resources.
- Goal 5: Connect all youth in need of behavioral or somatic health services to local resources to provide continuity of care.

The re-entry process is managed by a team of regional re-entry specialists who oversee each youth's return to the community. A re-entry *staffing* meeting (like the MAST meeting) is held 45 days prior to release from an out-of-home placement. During this meeting, the youth's housing plan, educational and occupational needs, on-going behavioral / somatic health service requirements, and family relationships are reviewed. Families of committed youth are invited and encouraged to participate in the re-entry planning process. After the youth has been in the community for 30 days, a DJS re-entry specialist follows up with the youth and family to assure that the youth has accessed all needed services, has successfully enrolled in school, and remains in stable and suitable housing.

Since the implementation of the Strategic Re-Entry Plan, DJS re-entry specialists document the 30-day follow-up with youth and families using the *Uniform 30-Day Post-Discharge Follow-Up* survey. A total of **308** youth and families were surveyed during FY 2017. Highlights from the survey for FY 2017 are shown below. Note that these data could not be broken out by gender.

- During FY 2017, **93.8%** (45 out of 48) of released youth requiring alternative living arrangements remained in sustainable housing 30 days after discharge.
- During FY 2017, **94.5%** (257 out of 272) of released youth requiring educational services had their educational records forwarded to the local school system within two business days of discharge.
- During FY 2017, **82.3%** (219 out of 266) of released youth in need of behavioral or somatic health services were linked to these services within 30 days of discharge.
- During FY 2017, **75.9%** (142 out of 187) of released youth in need of prescription medication had a 30-day (or existing) supply of medication upon discharge.²⁹

4.6 Residential Program Inventory

In July 2017, the University of Maryland, Institute for Innovation and Implementation completed a survey of residential programs available to DJS youth. Survey results are summarized below by DJS program level (Level I to III). In addition, Tables 15 through 21 highlight programs/services pertinent to girls in the juvenile justice system.

Table 12.

LEVEL I – COMMUNITY RESIDENTIAL

DJS-Program Subtype	Total Number of Programs	Serves:			Located In-state	Located Out-of-State
		Boys Only	Girls Only	Boys & Girls		
Group Home / High Intensity Group Home	19	10	4	5	19	0
Independent Living Program	9	1	1	7	8	1
Therapeutic Group Home	2	1	1	0	2	0
Transitional Living Program	3	2	1	0	3	0
Treatment Foster Care	22	0	1	21	22	0

²⁹ Anecdotal evidence suggests that DJS staff ensure that youth requiring medication obtain it in the community even though they may not have been discharged with a 30-day supply or prescription.

Table 13.

LEVEL II – STAFF SECURE RESIDENTIAL

DJS-Program Subtype	Total Number of Programs	Serves:			Located In-state	Located Out-of- State
		Boys Only	Girls Only	Boys & Girls		
Diagnostic Unit	3	0	1	2	3	0
Group Home	2	1	0	1	1	1
RTC MA / Non-MA	8	1	2	5	6	2
Staff Secure/ Staff Secure Stepdown	16	12	1	3	6	10
Staff Secure – Intensive Substance Abuse Treatment/ Inpatient Substance Abuse Program	6	2	1	3	2	4
Therapeutic Group Home	1	1	0	0	1	0
Treatment Foster Care Special	1	0	0	1	0	1

Table 14.

LEVEL III – HARDWARE SECURE RESIDENTIAL

DJS-Program Subtype	Total Number of Programs	Serves:			Located In- state	Located Out-of- State
		Boys Only	Girls Only	Boys & Girls		
Residential Treatment Facility	6	1	2	3	0	6
Hardware Secure Facility	7	3	1	3	2	5
RTC – MA/ Non-MA	4	2	0	2	2	2

Tables 15 through 21 highlight programs and services pertinent to girls in the juvenile justice system.

Table 15.
RESIDENTIAL PROGRAMS THAT SERVE PREGNANT GIRLS

DJS-Program Level	Total # of Programs	# In-state	Serves:			Accepts /Serves	Prioritized Population
			Boys Only	Girls Only	Boys & Girls		
Level I – Community Residential	28	28	0	4	24	18	10
Level II – Staff Secure	7	4	0	0	7	6	1
Level III – Hardware Secure	5	1	0	1	4	4	1

Table 16.
RESIDENTIAL PROGRAMS THAT SERVE TEEN PARENTS WHO ARE CAREGIVERS

DJS-Program Level	Total # of Programs	# In-state	Serves:			Accepts /Serves	Prioritized Population
			Boys Only	Girls Only	Boys & Girls		
Level I – Community Residential	22	22	3	4	15	10	12
Level II – Staff Secure	22	11	11	4	7	22	0
Level III – Hardware Secure	4	2	1	1	2	4	0

Table 17.

RESIDENTIAL PROGRAMS THAT SERVE YOUTH WITH CO-OCCURRING SUBSTANCE ABUSE AND MENTAL HEALTH DISORDERS

DJS-Program Level	Total # of Programs	# In-state	Serves:			Accepts /Serves	Prioritized Population
			Boys Only	Girls Only	Boys & Girls		
Level I – Community Residential	54	53	13	8	33	32	22
Level II – Staff Secure	31	16	14	4	13	17	14
Level III – Hardware Secure	16	4	5	3	8	11	5

Table 18.

RESIDENTIAL PROGRAMS THAT SERVE LGBTQ YOUTH

DJS-Program Level	Total # of Programs	# In-state	Serves:			Accepts /Serves	Prioritized Population
			Boys Only	Girls Only	Boys & Girls		
Level I – Community Residential	55	54	14	8	33	36	19
Level II – Staff Secure	32	17	13	5	14	29	3
Level III – Hardware Secure	12	4	5	1	6	12	0

Table 19.

RESIDENTIAL PROGRAMS THAT INCLUDE GIRLS CIRCLE

DJS-Program Level	Total # of Programs	Serves:			In-State	Out-of-State
		Boys Only	Girls Only	Boys & Girls		
Level I – Community Residential	1	0	0	1	1	0
Level II – Staff Secure	4	0	1	3	1	3
Level III – Hardware Secure	2	0	0	2	0	2

Table 20.

RESIDENTIAL PROGRAMS THAT PROVIDE TRAUMA-FOCUSED COGNITIVE BEHAVIORAL THERAPY

DJS-Program Level	Total # of Programs	Serves:			In-State	Out-of-State
		Boys Only	Girls Only	Boys & Girls		
Level I – Community Residential	26	9	4	13	26	0
Level II – Staff Secure	25	8	5	12	12	13
Level III – Hardware Secure	12	4	2	6	3	9

Table 21.

RESIDENTIAL PROGRAMS THAT SERVE TRANSGENDER / GENDER NON-CONFORMING YOUTH

DJS-Program Level	Total # of Programs	Serves:			In-State	Out-of-State
		Boys Only	Girls Only	Boys & Girls		
Level I – Community Residential	28	3	3	22	28	0
Level II – Staff Secure	11	2	1	8	8	3
Level III – Hardware Secure	5	1	0	4	1	4

4.7 *Summary*

Between FY 2008 and FY 2017, the number of cases resulting in a court order of commitment decreased by **51%**. Similarly, the ADP of youth placed in a residential out-of-home program decreased by **51%** during the same period. An examination of twelve-month recidivism rates reveals that girls released from a committed placement during FY 2015 were less likely to recidivate than boys on all measures.

Almost one-half of the girls placed in a committed, out-of-home programs during FY 2017 had been either physically or sexually abused (47.8%) as compared to 18% of boys. Roughly two-thirds of the girls in the cohort ran away at least one time (66%). Examination of the MCASP needs assessment reveals that over two-thirds of both girls and boys were assessed as *moderate* or *high* need on virtually every domain. Girls were more likely than boys to be assessed as *moderate* or *high* need on the family and mental health domains.

The transition from an out-of-home residential placement to the community is often challenging. Guided by the DJS Strategic Re-Entry Plan adopted in FY 2016, DJS re-entry specialists ensure that youth can re-enroll in school and access somatic or behavioral health services. Performance measures collected as part of a 30-day post-release survey, suggest that most youth discharged during FY 2017 who required educational, behavioral and/or somatic services were connected to those services in a timely manner. DJS will continue to monitor re-entry efforts on a quarterly basis.

Section V. Conclusion

This report provided data trends related to girls' and examined the needs of girls in Maryland's juvenile justice system, and inventoried the programs and services available to meet those needs at certain points in the system.

The data indicates that the Department's reform efforts have contributed to better outcomes for girls. Specifically, over the last ten years, the total number of complaints received by DJS decreased by 58%. The magnitude of the decline was similar for both girls and boys. Girls' cases were more likely to be diverted by DJS (through case resolution/ closure and pre-court supervision) than boys. Roughly, two-thirds of cases were diverted each year. Additionally, girls' recidivism rates were uniformly lower than boys' recidivism rates.

It is a priority for the Department of Juvenile Services to ensure that all youth under the care of the Department receive appropriate services and programming. Accordingly, the Department has begun an in-depth analysis of the population and current resources to identify how the agency can better serve justice-involved girls.

The final report to the legislature due by December 31, 2018 will augment the interim report by providing data on the following:

- (a) Inventory of programs and services available to youth at the point of DJS intake;
- (b) Inventory of programs and services available to youth supervised in the community;
- (c) Analysis of potential gaps in programs and services for girls using assessment, survey, and focus group data.