

MAINE STATE LEGISLATURE

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STATE OF MAINE
LEGISLATIVE RESEARCH COMMITTEE

SECOND SUMMARY REPORT
TO THE
ONE HUNDRED AND FIFTH LEGISLATURE
VOLUME TWO

JANUARY, 1971



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December 28, 1970

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TO THE MEMBERS OF THE 105TH LEGISLATURE:

The Legislative Research Committee hereby has the pleasure of submitting to you Volume II of its report on activities for the past two years.

This volume relates to all remaining matters except for State Government Reorganization H.P. 1468, which was undertaken by the Committee in conjunction with the State Planning Office and previously published and released by that office under separate cover on December 2, 1970.

We of the Committee gratefully acknowledge our indebtedness to the many individuals, organizations and agencies for their valuable contributions to the work of the Committee and it is our hope that the information contained in this report will be of assistance to the Members of the 105th Legislature and the people of the State of Maine.

Respectfully submitted,

William E. Dennett
Chairman
Legislative Research Committee

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STATE OF MAINE
LEGISLATIVE RESEARCH COMMITTEE

REPORT ON
WOMEN'S CORRECTIONAL CENTER,
SKOWHEGAN
to the
ONE HUNDRED AND FIFTH LEGISLATURE

January, 1971

Committee Publication 105-12

WOMAN'S CORRECTIONAL CENTER AT SKOWHEGAN

ORDERED, the Senate concurring, that the Legislative Research Committee is directed to study the operation and function of the Women's Correctional Center at Skowhegan to determine in the light of a high per capita operating cost and overall contribution to the State whether the program and facilities should be continued; and be it further

ORDERED, that the Department of Mental Health and Corrections is directed to provide such information and technical assistance as the Committee deems necessary or desirable; and be it further

ORDERED, that the Committee report the results of its study at the next regular session of the Legislature.

HP 1457	House of Representatives	In Senate Chamber
Benson	Read and Passed	Read and Passed
Southwest Harbor	February 2, 1970	February 6, 1970
	Sent up for concurrence	In concurrence

SUBCOMMITTEE ON WOMEN'S CORRECTIONAL CENTER, SKOWHEGAN

CHAIRMAN - Mildred F. Wheeler

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The Women's Correctional Center, formerly the State Reformatory for Women, operated pursuant to the Maine Revised Statutes, Title 34, Chapter 67, as amended, was created by an act of the Legislature of 1915. At that time \$50,000 was appropriated to purchase a farm and construct buildings, and the law provided that the institution should be built on the cottage system. The Reformatory, located in the Town of Skowhegan, County of Somerset, was opened for the reception of inmates November 15, 1916.

All but two of the seven major buildings (See Exhibit I) were constructed prior to 1919. Consequently, there is obviously some visable evidence of disrepair and change of purpose through such long use.

In brief this institution may be described as follows:

Superintendent.....	Mrs. Dorothy W. Hanauer
Number employees.....	43
Total operating budget.....	\$411,889
Valuation, land, building and equipment.....	\$676,798
Average number of inmates during the year.....	39
Number admissions.....	46
Number released, paroled or placed in Halfway House..	60
Total inmates served during year.....	82
Median age.....	20
Rate of recidivism less than.....	10%

The Women's Correctional Center serves both as a maximum security female prison and a minimum security

correctional institution and is maintained according to Statute for the confinement and rehabilitation of:

1. Females between 16 and 17 years of age. Females over the age of 16 years and under the age of 17 years committed thereto after being adjudicated by the juvenile court to have committed juvenile offenses;

2. Females over 15 years of age. Females over the age of 15 years determined in accordance with Title 15, section 2717, to be incorrigible while under commitment to Stevens School.

3. Females over 17 years of age. Females over the age of 17 years and under the age of 40 years who have been convicted of, or who have pleaded guilty to, crimes in the courts of the State, and who have been duly sentenced and committed thereto;

4. Females sentenced to State Prison. All females sentenced to the Maine State Prison who shall be committed, and transmitted directly from the place of sentence, to the center.

"All of the females specified in subsections 1, 2, 3 and 4 shall be detained and confined in accordance with the orders or sentences of the courts and the rules and regulations of the center applicable to each such category.

"The superintendent of the center shall be a

woman, and shall have supervision and control of the inmates, prisoners, employees, grounds, buildings and equipment at the center."

The average age at admission is 19 years but residents range in age from a low of 15 to the mid-forties. Residents come from all walks of life, the brilliant to the mentally defective, rich and poor, young and middle-aged, and from the most minor misdemeanors to the most serious major offenses.

The Center accepts women sentenced to the Women's Correctional Center by the courts, transfers from the Stevens School by the courts, and all women sentenced to State Prison terms.

The purpose of the Center is to provide treatment, care and rehabilitation to every woman and girl committed, until such time as they have adjusted and/or changed enough to return to their community as self respecting citizens. The rate of return either by parole violation or for a new offense is extremely low.

The Center has operated a Halfway House program since 1963 which has proven highly effective in orienting all women and girls to the community. As of this date 98% of the nearly 200 girls and women released through this program have successfully remained in their community with only 2% returning on a new charge to any institution known to the Center.

In response to the foregoing legislative order the

Subcommittee met frequently in both public and private sessions. The Subcommittee also viewed the facilities and discussed the programs at Skowhegan and Framingham, Massachusetts. As to the latter, the Subcommittee was favorably impressed with the strong possibilities of utilizing the Massachusetts Correctional Institute at Framingham for female felons. The Subcommittee found the facilities and program adequate at a reasonable cost of \$12 a day plus any other than usual costs.

With the resignation of Mr. Robert Raines and the appointment of Miss Ward E. Murphy on August 17, 1970 as Director of the Bureau of Corrections and a new Commissioner of Mental Health and Corrections, new policies have stimulated much new thinking. In this regard it is Miss Murphy's feeling that all phases of treating the offender, whether in the community or in an institution setting, is the fundamental responsibility of the Bureau of Corrections, under the Department of Mental Health and Corrections. This means giving full and total service to all offenders coming within the jurisdiction of the court for whom either institution or community supervision is required.

Part of this full and total service includes: 1. Adequate detention facilities; 2. Pre-sentence diagnostic services; 3. Community resources as alternatives to institutionalization; 4. Professional probation services with realistic caseloads; 5. Various institutions to serve adults, or juveniles, with professional treatment

programs; 6. Indeterminate sentencing laws; 7. Extended use of work release furloughs and rehabilitation units by the institutions; 8. Parole policies as an integral part of overall correctional treatment; 9. Professional parole services with realistic caseloads; 10. Halfway houses, community treatment centers and other residential facilities to aid the released offender reintegrate to his society; 11. Citizen involvement in corrections; 12. Legislative support of the concept of an overall correctional treatment program.

Acting in her new capacity, Miss Murphy has made a request through the Law Enforcement Planning and Assistance Agency for Federal technical assistance for a state-wide comprehensive correctional program. One of the major issues in this request is in regard to a diagnostic - reception - and/or a treatment center as has been considered by prior Maine legislative bodies. The following items are specifically included in the request for technical assistance as it relates to this potential new service:

1. Whom shall it serve, both in original and long range planning
 - Pre-sentenced offenders
 - Sentenced offenders
 - Problem offenders (including how many?)
2. Appropriate statutes to function adequately for those to be served.
3. Where is the most logical and/or feasible location(s).

4. Should it include juvenile or female offenders.
5. How many should it accommodate in different phases of program.
6. Architecture to accomplish adequate treatment, separation, and effective security.

Inasmuch as this has been discussed and almost dissected on so many occasions, it is felt that an overall plan should be prepared prior to making a specific request for consideration of the Legislature. Inasmuch as it is not feasible or logical to do this on a short-term, quick basis, and because it is a united belief by all of those involved in correctional administration in this State that such a service is needed, the Department of Mental Health and Corrections will be requesting planning funds of the next Legislature, including some architectural services. This will be in the amount of \$150,000 with a goal of having a sound, feasible and logical presentation to give the next session of our legislators.

It is generally felt that this would allow time for the technical assistance group to make their recommendations, to evaluate this in regard to the over-all needs of the State of Maine, and to come up with preliminary plans for actual buildings, location, and immediate and long-range plans for the facility.

In respect to the Women's Correctional Center, it is Miss Murphy's belief that the program facility at the Women's Correctional Center should be continued. This can be accomplished effectively through: 1. Broadening its use

to include those women committed to county jails, which are now most unsatisfactory; 2. for diagnostic services, as part of a court service; and 3. be responsible for the community operation programs of halfway houses (which would include male offenders). Because of the young age of most women and girls committed to the Skowhegan facility, it could well be feasible to make this primarily a youth facility, with age limits closer to those now established for the Men's Correctional Center. All female offenders sentenced to the State Prison could be admitted, with the obligation of the classification procedure to recommend transfer of those women and girls who could not adjust within the open treatment, minimum security, program on a tractable basis.

This would give more opportunity for treatment, but it would require some new building facilities at the Skowhegan location. If this program is to continue, new buildings, even small ones, would have to be supported.

Conclusion

At the close of its hearings and executive deliberations on the operation and function of the Women's Correctional Center, the Subcommittee felt it was not ready to recommend that this institution be closed in the absence of sound alternatives although there were some feelings that it could eventually be phased out. After examining the price tag on treatment in the State's institution. (Exhibit II) The subcommittee also noted the period 1958-1959 when the annual per capita cost at Women's Correctional Center was \$3,229.46. (A daily cost of \$8.85)

The average length of stay at the institution at that time, prior to parole, was two years and ten months. (1033 days)

Total cost of treating one individual at that time was \$9,139.00. In the most recent fiscal year, 1968-69, the annual per capita cost at Women's Correctional Center was \$7,503.29. (A daily cost of \$20.56)

The records also indicate that the average length of stay at the institution, prior to parole, during 1968-69, was eight months. (245 days)

Total cost of treating one individual last year was \$5,036.20.

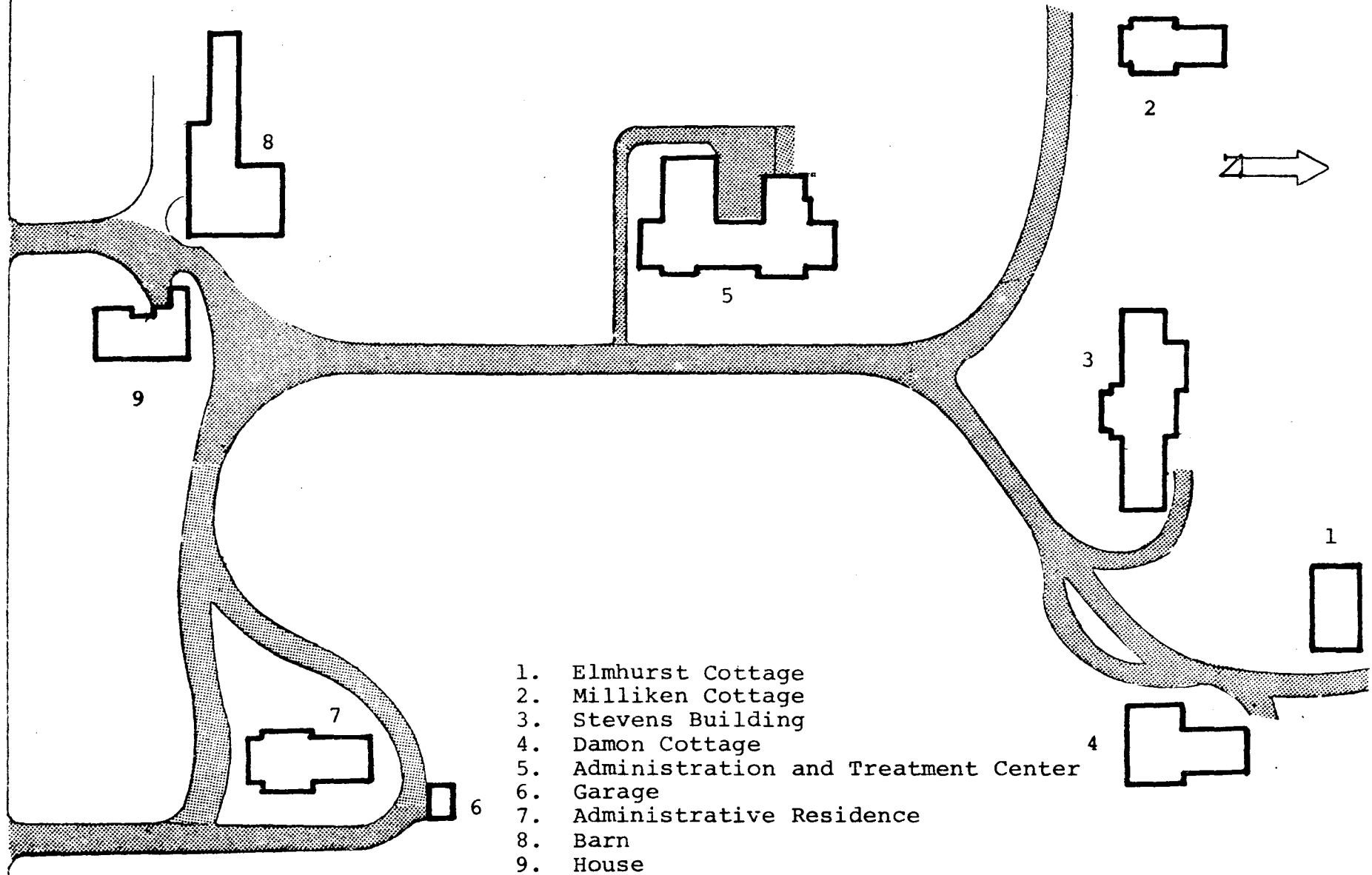
Considering the cost of the Institution sponsored Halfway House Program for parolees and entrusted juveniles and using the same per capita rate of \$20.56 (average length of stay here is 5 months or 152 days at a total annual cost of \$3,124.50 for each girl in the program). It still is not as expensive to the tax payer as it was ten years ago.

Therefore in the light of these findings, the Subcommittee recommends the following:

1. The Women's Correctional Center at Skowhegan, Maine, continue to operate until such time as the Department of Mental Health and Corrections is prepared to present a constructive plan.
2. That the Department is urged to formulate diagnostic and treatment centers for both male and females in such plan.
3. Such a constructive plan be due no later than the end of the next biennium.

4. Repairs at the Women's Correctional Center should be kept to an absolute minimum during this time.
5. That the halfway house program and proper psychological system be maintained during this interim.
6. All State Prison offenders be transferred as soon as feasible to the Massachusetts Correctional Institute at Framingham, Massachusetts.

WOMENS CORRECTIONAL CENTER SKOWHEGAN, MAINE



1. Elmhurst Cottage
2. Milliken Cottage
3. Stevens Building
4. Damon Cottage
5. Administration and Treatment Center
6. Garage
7. Administrative Residence
8. Barn
9. House

Scale: 1" = 100'

COMPARATIVE STATEMENT OF ACTUAL

- (1) Per Capita Cost
- (2) Average Inmate Population
- (3) Average Employee

	1959-60	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68
Governor Baxter State School for the Deaf									
(1)	\$2564.57	\$2,751.62	\$2,909.09	\$3,004.12	\$2,927.28	\$2,977.66	\$3325.35	\$3,567.26	\$3,596.34
(2)	130.1	127.9	126	127	135	136	141.7	145.0	155.6
(3)	74.9	78.8	80.5	76	77.6	77.5	73.6	86.0	86.1
Military and Naval Children's Home									
(1)	\$2308.50	\$1,920.90	\$2,282.38	\$2,350.30	\$2,368.92	\$2,621.14	\$3322.51	\$3,650.81	\$3,135.82
(2)	30	37	31	30	29	27.3	23.1	23.0	28.2
(3)	13	13	13	13	13	13.0	13.0	14.0	13.7
Augusta State Hospital									
(1)	\$1672.20	\$1,715.07	\$1,729.95	\$1,830.68	\$1,962.97	\$2,086.06	\$2407.24	\$2,625.95	\$2,843.56
(2)	1749	1,747	1,750	1,711	1,652	1,619.7	1557.5	1,580.0	1,607.6
(3)	635	644	627	637	627	628	629	645	648.6
Bangor State Hospital									
(1)	\$1629.26	\$1,697.09	\$1,816.16	\$1,834.05	\$1,849.31	\$1,889.16	\$2130.31	\$2,347.93	\$2,627.95
(2)	1160.8	1,161.3	1,161	1,181.6	1,198.8	1,202.4	1174.2	1,159.9	1,154.1
(3)	358.4	343.8	394.4	411	400.7	400.0	419.0	458.0	457.9
Pineland Hospital and Training Center									
(1)	\$1617.31	\$1,875.70	\$2,230.77	\$2,383.36	\$2,554.88	\$2,623.85	\$3017.88	\$3,538.00	\$4,124.81
(2)	1427.2	1,335.7	1,263	1,233.4	1,192.9	1,188.4	1133.7	1,047.99	953
(3)	440	494	541	560	560	564	558	567	558.3
Boys' Training Center									
(1)	\$2510.90	\$2,945.40	\$3,539.77	\$3,526.06	\$3,693.56	\$3,789.02	\$4109.83	\$4,851.45	\$5,712.92
(2)	165.6	158.1	188.3	194.	198.17	203.8	239.8	248.77	225.7
(3)	72	69.3	93.	85.	96.95	99.9	130.1	153.	154.
Steven's Training Center									
(1)	\$2631.80	\$2,745.85	\$3,285.33	\$3,154.34	\$3,632.74	\$3,231.24	\$3628.35	\$3,655.37	\$5,232.29
(2)	111.8	107	92.8	96.4	85.6	100.6	107.6	129.5	93.4
(3)	50.2	53.7	53.6	56.8	49.4	52.3	57.3	61.0	63.4
Reformatory for Men									
(1)	\$1908.73	\$1,876.45	\$1,936.18	\$2,193.39	\$2,408.02	\$2,433.75	\$3117.00	\$4,003.01	\$3,993.70
(2)	172.1	207.2	229.7	222.2	209.8	216.	188.4	163.6	175.3
(3)	44.	55	60	79.2	67.6	68.1	77.3	79.0	79.4
Maine State Prison									
(1)	\$1381.92	\$1,401.12	\$1,425.95	\$1,435.94	\$1,586.00	\$1,691.92	\$2011.31	\$2,390.41	\$2,725.76
(2)	472.1	476.5	494.7	493.	492	480.	436.8	389.6	365.9
(3)	73.3	76.4	82.5	102.9	91.5	90.9	96.9	97	100.3
Reformatory for Women									
(1)	\$3024.13	\$3,187.68	\$4,627.64	\$6,171.71	\$5,895.94	\$5,072.44	\$5113.37	\$5,709.63	\$7,380.33
(2)	68.3	70.4	50.9	40	42.5	52.6	56.2	51.2	44.6
(3)	33.8	37.2	38.8	41.5	40.4	40.6	39.4	41.0	41.5