

# MAINE STATE LEGISLATURE

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MAINE STATEWIDE CORRECTIONAL SYSTEM MASTER PLAN

CORRECTIONAL MASTER PLAN:

IMPLEMENTATION STRATEGY

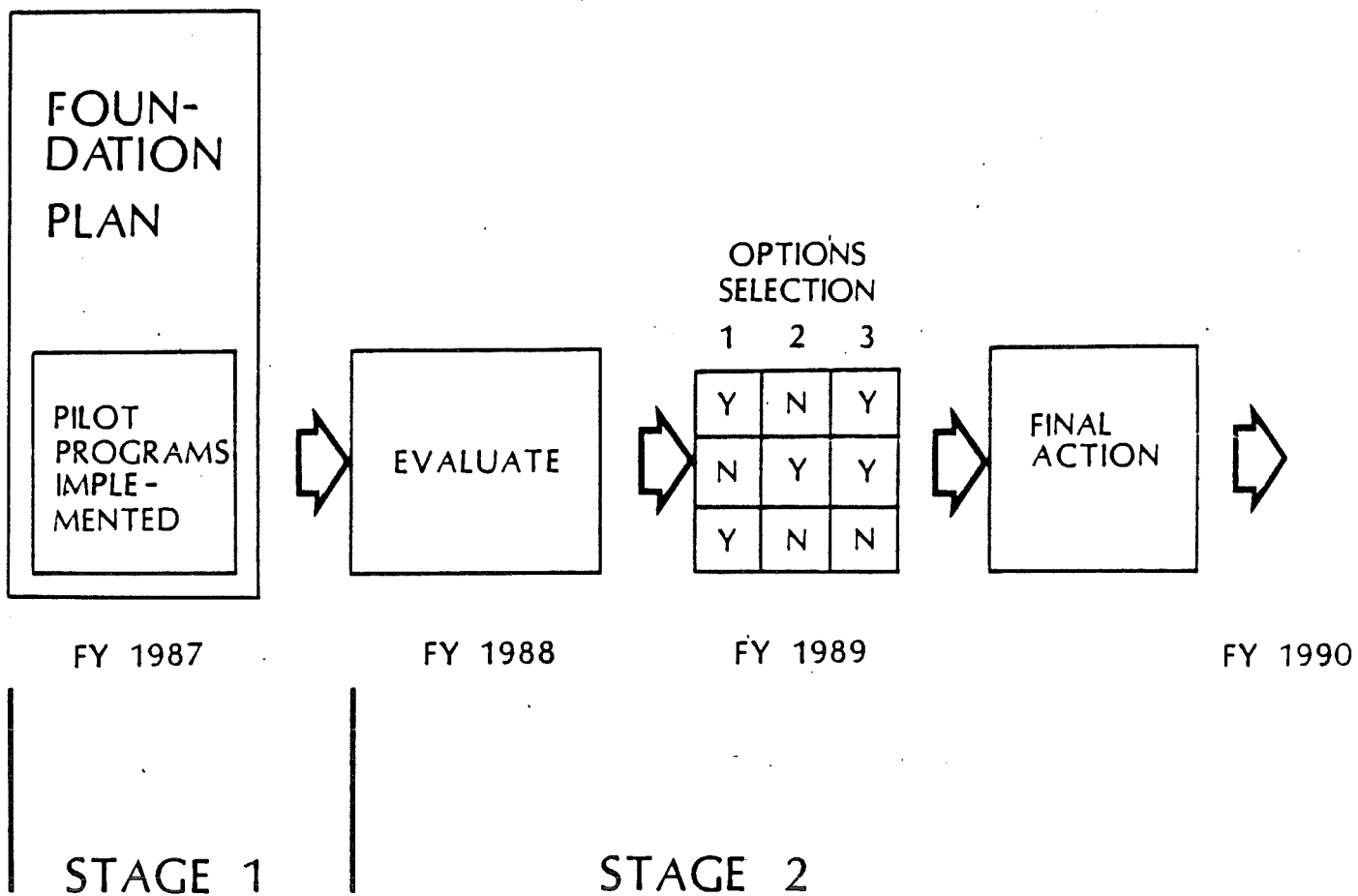
MASTER PLAN RECOMMENDATIONS

Maine Department of Corrections

Donald L. Allen, Commissioner

April 1986

CORRECTIONAL MASTER PLAN :  
IMPLEMENTATION STRATEGY



I. Capital Construction Recommendations Summary

A. New 500-Bed Facility

Population projections and existing system capacity help to define the bedspace resources and deficiencies for the Maine Correctional System. The system will require 1658 general population beds by 1990, resulting in a potential shortfall of 520 beds by that time.

<u>Fiscal Impact</u>	85/86	86/87
New 500-bed Facility		\$ 36,000,000
Project Costs		<u>9,000,000</u>
Sub-total (A)		\$ 45,000,000

B. Interim Beds

In addition to the new maximum security facility, the DOC will require interim beds to help meet the 1987 shortfall of 233 beds.

<u>Fiscal Impact</u>	85/86	86/87
Trailers for 100 beds	\$ 500,000	\$ -----
Renovations at Charleston	<u>-----</u>	<u>75,000</u>
Sub-total (B)	\$ 500,000	\$ 75,000

C. Renovations to Present Facilities

Renovations to Bangor Pre-release and Maine State Prison are as follows:

<u>Fiscal Impact</u>	85/86	86/87
Bangor Renovations (Kitchen)		\$ 75,000
MSP Renovations		2,500,000
Project Costs		<u>500,000</u>
Sub-total (C)		\$ 3,075,000

CAPITAL RECOMMENDATIONS: Fiscal Summary (FY 1986-87)

	85/86	86/87	Grand Total
500-bed Maximum Facility	\$ 36,000,000		\$ 36,000,000
-Project Costs	9,000,000		9,000,000
Additional Improvements to MSP	2,500,000		2,500,000
-Project Costs	500,000		500,000
Trailers for 100 Additional Beds	500,000		500,000
Renovations at CCF for 30 Additional Beds (est.)	75,000		75,000
Renovations at Bangor: Kitchen	<u>75,000</u>		<u>75,000</u>
TOTAL CAPITAL REQUESTS	\$ 500,000	\$ 48,650,000	\$ 48,650,000

II. Central Office Organization Recommendations Summary

Reorganization of the Department of Corrections, including the assignment of new staff necessary for establishing divisions of authority within Central Office:

<u>Fiscal Impact</u>	85/86	86/87
	\$ 54,000	\$ 560,000

A. Operations Division

Comprised of both correctional institutions and community programs

<u>Fiscal Impact</u>	85/86	86/87
(1) Associate Commissioner (Range 39)		\$ 53,000
(1) Secretary (Range 13)		19,000
(1) Clerk Typist II (Range 8)		<u>18,000</u>
Sub-total (A)		\$ 90,000

B. Administrative Services Division

Includes all administrators and support functions for the Department of Corrections.

<u>Fiscal Impact</u>	85/86	86/87
(1) Business Manager (Range 21)		\$ 24,000
(1) Secretary (Range 13)		19,000
(1) Clerk Typist II (Range 8)		<u>18,000</u>
Sub-total (B)		\$ 61,000

C. Division of Quality Assurance

A new Division of Quality Assurance would be directly accountable to the Commissioner of Corrections.

<u>Fiscal Impact</u>	85/86	86/87
(1) Director of Inspections/ Internal Affairs (Range 27)		\$ 35,000
(1) Legal Services Specialist (Range 25)		<u>31,000</u>
Sub-total (C)		\$ 66,000

D. Office of Public Information

A Public Relations Representative should be designated official spokesman for the Department, and responsible for disseminating Department of Corrections information to the public media and other agencies.

<u>Fiscal Impact</u>	85/86	86/87
(1) Public Relations Representative (Range 22)		\$ 27,000
Sub-total (D)		<u>\$ 27,000</u>

E. Office of Training and Staff Development

Training officers at both the Prison and the Correctional Center are responsible for coordinating and providing training for corrections personnel in those facilities and at the satellite units.

<u>Fiscal Impact</u>	85/86	86/87
(1) Staff Development Coordinator (Range 25)		\$ 31,000
Additional Training Resources		<u>75,000</u>
Sub-total (E)		\$106,000

F. Office of Planning, Research and Management Information

An Office of Planning, Research and Management Information as recommended within Central Office. This office will be responsible for providing research and planning capabilities within the Department.

<u>Fiscal Impact</u> *	85/86	86/87
(1) Planning/Research Associate I (Range 20)	\$ 11,000	\$ 25,000
(1) Management Analyst II (Range 24)	11,000	26,000
(4) Clerk Typist III (Range 12) (For data entry at MSP, MCC, MYC, DOC)	32,000	76,000
(2) Clerk Typist III (Range 12) (16 hr/wk for P.T. data entry at CCF, DCF)		18,000
Sub-total (F)	<u>\$ 54,000</u>	<u>\$145,000</u>

\* Data Entry Positions for Probation District Offices are indicated under Probation Recommendations.

G. Correctional Industries \*\*

Development of a correctional industries program must begin with coordination of that effort at the Departmental level. A Director of Industries should be appointed within Central Office, with administrative responsibility for coordinating a comprehensive correctional industries program.

<u>Fiscal Impact</u>	85/86	86/87
(1) Director of Industries (Range 27)		<u>\$ 32,000</u>
Sub-total (G)		\$ 32,000

\*\* Programmatic recommendations appear in a subsequent section designated to Correctional Industries recommendations.

H. Division of Classification

A Division of Classification within Central Office is essential for the development and implementation of a standardized, comprehensive inmate classification system.

<u>Fiscal Impact</u>	85/86	86/87
(1) Director of Classification (Range 28)		\$ 33,000
	Sub-total (H)	\$ 33,000

### III. Institutional Programs and Services

The availability of institutional programs and services has not kept pace with Maine's growing inmate population. Institutional services, such as Medicaid and psychological care should be expanded to provide adequate care.

<u>Fiscal Impact</u>	85/86	86/87
	\$ 270,000	\$ 1,674,000

#### A. Medical Services

24-hour medical service is currently not provided at the major adult facilities (MSP and MCC), or at the Youth Center (MYC).

<u>Fiscal Impact</u>	85/86	86/87
<u>Maine Correctional Center</u>		
(1) Physician's Extender (Range 25)	12,000	\$ 27,000
(3) Nurse II (Range 20)	27,000	66,000
(3) LPN (Range 16)		57,000
(1) Medical Secretary (Range 13)		19,000
Sub-total	\$ 27,000	\$109,000
<u>Maine State Prison</u>		
(3) Nurse II (Range 20)	27,000	66,000
(1) Nurse III (Range 22)		24,000
(1) Medical Secretary (Range 13)		19,000
Sub-total	\$ 27,000	\$109,000
<u>Maine Youth Center</u>		
(4) Nurse II (Range 20)	36,000	87,000
(1) Physician's Extender (Range 25)		27,000
(5) LPN (Range 16)		95,000
(1) Medical Secretary (Range 13)		19,000
Sub-total	\$ 36,000	\$228,000
Sub-total (A)	\$102,000	\$506,000

#### B. Psychological Services

Additional psychological staff is recommended at several of the adult facilities to provide testing and counseling for those individuals experiencing psychological/emotional difficulties.

<u>Fiscal Impact</u>	85/86	86/87
<u>Maine Correctional Center</u>		
(1) Psychologist III (Range 31)		\$ 34,000
Sub-total		\$ 34,000

<u>Maine State Prison</u>		
(1) Psychologist III (Range 31)		34,000
(1) Psych. Social Worker (Range 20)		<u>23,000</u>
Sub-total		\$ 57,000
<u>Charleston</u>		
(1) Psychologist at \$50.00/hr. for 8 hr/wk		<u>21,000</u>
Sub-total		\$ 21,000
<u>Bangor</u>		
(1) Psychologist at \$50.00/hr for 3 hr/wk		<u>8,000</u>
Sub-total		\$ 8,000
<u>Central Maine</u>		
(1) Psychologist at \$50.00/hr for 3 hr/wk		<u>8,000</u>
Sub-total		<u>\$ 8,000</u>
Sub-total (B)		\$128,000

C. Institutional Classification

The proposed classification system relies heavily on institutional classification recommendations. Currently, the inmate-to-caseworker ratio at the main facilities is approximately 100 to 1. Because institutional classification activities are, and will continue to be, a key component of the classification system, an inmate-to-caseworker ratio of 40 to 1 is recommended.

<u>Fiscal Impact</u>	85/86	86/87
<u>Maine Correctional Center</u>		
(2) Correctional Caseworker (Range 21)	19,000	45,000
(1) Caseworker Supervisor (Range 24)		<u>29,000</u>
Sub-total	\$ 19,000	\$ 74,000
<u>Maine State Prison</u>		
(6) Correctional Caseworker (Range 21)	<u>19,000</u>	<u>138,000</u>
Sub-total	\$ 19,000	\$138,000
<u>Charleston</u>		
(1) Correctional Caseworker (Range 21)		23,000
(1) Assistant Classification Officer (Range 16)		<u>20,000</u>
Sub-total		\$ 43,000
<u>Downeast</u>		
(1) Correctional Caseworker (Range 21)		<u>23,000</u>
Sub-total		\$ 23,000
<u>Pre-Release</u>		
(2) Correctional Caseworker (Range 21) (CMPRC/Bangor)		<u>46,000</u>
Sub-total		<u>\$ 46,000</u>
Sub-total (C)	\$ 38,000	\$324,000



D. Other Institutional Programs

Institutional programs must be expanded to accommodate the increase in inmate populations. Of specific and immediate concern is the provision of special education programs for offenders so classified by the Department of Education, both at the Maine Youth Center and in the adult system.

<u>Fiscal Impact</u>	85/86	86/87
<u>Maine Correctional Center</u>		
(5) Correctional Trades Instructor (Range 14)	39,000	92,000
(1) Prison Librarian (Range 18)		21,000
(3) Recreation Officers (Range 12) (2)	15,000	52,000
(3) Teacher (Range 21)		66,000
Educational Equipment		22,000
Contractual Educational Services		32,000
Sub-total	\$ 54,000	\$285,000
<u>Maine State Prison</u>		
(2) Correctional Trades Instructor (Range 21)	20,000	46,000
Vocational Equipment and tools		4,000
Contractual Education Services		30,000
Sub-total	\$ 20,000	\$ 80,000
<u>Maine Youth Center</u>		
(2) Special Education Teachers (Range 21)	20,000	45,000
(2) Physical Education Teachers (Range 21)	20,000	45,000
Sub-total	\$ 40,000	\$ 90,000
<u>Charleston</u>		
(2) Vocational Trades Instructor (Range 21)		46,000
(1) Teacher (Range 21)		23,000
(1) Recreation Supervisor (Range 20)		23,000
(1) Recreation Staff (Range 12)		17,000
(4) Correctional Trades Instructor (Range 14)		76,000
Sub-total		\$185,000
<u>Central Maine Pre-Release</u>		
Contractual Education Services		15,000
Sub-total		\$ 15,000
<u>Bangor Pre-Release</u>		
(2) Correctional Trades Instructors (Range 14)	16,000	38,000
Contractual Educational Services		15,000
Sub-total	\$ 16,000	\$ 53,000
<u>Department of Corrections</u>		
Purchase of Special Educational Support Services		8,000
Sub-total		\$ 8,000
Sub-total	\$130,000	\$716,000

IV. Institutional Security Support

The specific recommendations for additional security and support staff are listed below by institution.

<u>Fiscal Impact</u>	85/86	86/87
	\$ 266,000	\$ 1,097,000
 <u>Maine Correctional Center</u>		
(10) Corrections Officers (Range 13) (trailers)	71,000	180,000
(10) Corrections Officers (Range 13) (additional staff)	71,000	180,000
(1) Cook (Range 13)	8,000	18,000
(1) Clerk Typist III (Range 12) (records)	9,000	17,000
Sub-total	<u>\$159,000</u>	<u>\$395,000</u>
 <u>Maine State Prison</u>		
(1) Assistant to the Warden (Range 28)		24,000
(12) Guards (Range ) (Additional Staff)	95,000	225,000
(1) Assistant Classifications Officer (Range 16)		20,000
(1) Clerk Steno II (Range 9)		18,000
(2) Clerk Typist II (Range 9)		36,000
Sub-total	<u>\$ 95,000</u>	<u>\$323,000</u>
 <u>Charleston</u>		
(10) Corrections Officer I (Range 13) (additions)		180,000
(1) Corrections Officer III		28,000
(1) Clerk Typist II (Range 8)		18,000
(1) Clerk Steno III (Range 12)		17,000
Sub-total		<u>\$243,000</u>
 <u>Central Maine Pre-Release</u>		
(1) Clerk Typist II (Range 8)		18,000
Sub-total		<u>\$ 18,000</u>
 <u>Downeast Correctional Facility</u>		
(1) Clerk Typist II (Range 8)		18,000
Sub-total		<u>\$ 18,000</u>
 <u>Bangor Pre-Release Center</u>		
(1) Guard Sergeant (Range 15)	12,000	28,000
(1) Cook III (Range 17)		20,000
(2) Cook II (Range 12)		34,000
(1) Clerk Typist II (Range 8)		18,000
Sub-total	<u>\$ 12,000</u>	<u>\$100,000</u>

V. Probation Services

Supervision of offenders in the community can be a viable alternative to incarceration given manageable caseload size and availability of appropriate treatment programs and services. An intensive supervision program is also recommended to allow for close supervision of relatively small caseloads.

<u>Fiscal Impact</u>	85/86	86/87
	\$ 357,000	\$1,513,000

A. Reduce Caseload Size

<u>Fiscal Impact</u>		
(23) Probation & Parole Officers (Range 20)	271,000	650,000
(2) P & P District Supervisors (Range 26)	30,000	70,000
(7) Clerk Typist III (Range 12)	56,000	133,000
Sub-total (A)	\$357,000	\$853,000

B. Intensive Supervision Program

<u>Fiscal Impact</u>		
(12) Probation & Parole Officers (Range 20)		292,000
(1) P & P District Supervisors (Range 26)		32,000
(5) Clerk Typist II (Range 8)		76,000
Capital		35,000
All Other		90,000
Sub-total (B)		\$525,000

C. Professional Services

<u>Fiscal Impact</u>		
(5) Psychiatric Social Worker (Range 22)		135,000
Sub-total (C)		\$135,000

VI. Community Contracts

Sufficient funds must be allocated to the Department of Corrections for the purchase of contractual services and the development of community programs for both juveniles and adults.

<u>Fiscal Impact</u>	85/86	86/87
	\$ 36,000	\$1,212,000

If additional contractual monies are available, programs could include:

- Juvenile Detention Programs
- Juvenile and Adult Halfway Houses
- Residential Treatment Facilities (Drug, alcohol, mental health)
- Work Release Centers
- Group Homes

Fiscal Impact

<u>Fiscal Impact</u>	85/86	86/87
Maintenance of existing contractual programs		212,000
Increase funds for purchase of programs/services	<u>36,000*</u>	<u>1,000,000</u>
Sub-total	\$ <u>36,000</u>	\$ <u>1,212,000</u>

\*Provide for immediate State match for Outward Bound program for juveniles.

#### VII. Correctional Industries

The Department of Corrections should begin to develop a viable correctional industries program, which creates "real work" opportunities within the facilities.

##### Fiscal Impact

		\$ 800,000
A. <u>Inmate Work Program (Paid work)</u>		
Paid Work @ \$1.00/day (menial tasks)		62,000
Paid Work @ \$2.00/day (voc. or tech. ed)		247,000
Paid Work @ \$3.00/day (industry)		<u>186,000</u>
Sub-total (A)		\$495,000
B. <u>Industries Advisory Board</u>		
12 meetings @ approx. \$6.00/each		<u>8,000</u>
Sub-total (B)		\$ 8,000
C. <u>Industrial Program: MCC</u>		
(1) Training Center Manager (Range 24)		21,000
(4) Correctional Trades Instructors (Range )		76,000
Industrial Equipment		<u>200,000</u>
Sub-total (C)		\$297,000

#### VIII. System Issues/Further Study

Recommendations included in this section address the need for further study and analysis of several issues relating to the Maine Correctional System. Additionally, the establishment of a Statewide Criminal Justice Advisory Board is recommended.

<u>Fiscal Impact</u>	85/86	86/87
	\$110,000	\$ 90,000

##### A. Criminal Justice Advisory Board

###### Fiscal Impact

10 Advisory Board Meetings @ \$50.00/each		<u>5,000</u>
Sub-total (A)		\$ 5,000

B. Sentencing Guidelines Commission

<u>Fiscal Impact</u>	85/86	86/87
Per diem reimbursement and expenses		<u>10,000</u>
Sub-total (B)		\$ <u>10,000</u>

C. Juvenile Justice System Study

<u>Fiscal Impact</u>		
Juvenile Justice System Analysis		<u>75,000</u>
Sub-total (C)		\$ <u>75,000</u>

D. DOC Asbestos Study

<u>Fiscal Impact</u>		
Survey and evaluate asbestos problem		<u>110,000</u>
Sub-total (D)		\$ <u>110,000</u>

IX. Pilot Programs

The Pilot Programs recommended are a 'test' of the various long-range options to be addressed in Stage II: System Plan. Recommendations call for the implementation of various pilot programs in limited designated areas and a follow-up evaluation of each program in order to assess the implications of the long-range policy options and their impact.

<u>Fiscal Impact</u>	85/86	86/87
		\$ 1,650,000

Fiscal Impact (estimated costs)

Community Corrections Pilot Program	500,000
Formalized State/County Correctional Responsibility Pilot Program	500,000
Unify State/Local Corrections Pilot Program	500,000
Evaluation of Pilot Programs	<u>150,000</u>
Total	\$ <u>1,650,000</u>

OPERATING RECOMMENDATIONS: FISCAL SUMMARY (FY 1986-87)

	<u>85/86</u>	<u>86/87</u>	<u>Grand Total</u>
I. Central Office Organization	54,000	560,000	614,000
II. Institutional Programs & Services	270,000	1,674,000	1,944,000
III. Institutional Security/Support	266,000	1,097,000	1,363,000
IV. Probation Services	357,000	1,513,000	1,870,000
V. Community Contracts	36,000	1,212,000	1,248,000
VI. Correctional Industries	-----	800,000	800,000
VII. System Issues/Further Study	110,000	90,000	200,000
VIII. Pilot Programs	<u>-----</u>	<u>1,650,000</u>	<u>1,650,000</u>
TOTAL OPERATING	\$ 1,093,000	\$ 8,596,000	\$ 9,689,000

FOUNDATION PLAN  
IMPROVE EXISTING SYSTEM

- Capital Construction
- Central Office Organization
- Institutional Programs/Services
- Institutional Security/Support
- Probation Services
- Community Contracts
- Correctional Industries
- System Issues/Further Study

PILOT PROGRAMS  
SET THE STAGE FOR FUTURE CHANGE



MANAGE



POPULATION



GROWTH

<p><b>1 CONTINUE CURRENT PRACTICES</b></p> <ul style="list-style-type: none"> <li>• Incarceration continues at projected levels</li> <li>• No expansion of alternatives to incarceration</li> <li>• No change in state/county roles re: sentenced offenders</li> </ul>	<p><b>2 FORMALIZE STATE/COUNTY RESPONSIBILITY</b></p> <ul style="list-style-type: none"> <li>• Long term confinement (&gt;6 months) is state responsibility</li> <li>• Short term confinement (≤6 months) is county jail responsibility</li> <li>• State subsidy to county jails to offset costs (\$33.00 per diem)</li> </ul>
<p><b>3 IMPLEMENT A COMMUNITY CORRECTIONS ACT</b></p> <ul style="list-style-type: none"> <li>• Emphasis on non-institutional alternatives</li> <li>• State accepts only those with &gt; 1 year sentences</li> <li>• State subsidy to counties for alternative programs</li> <li>• Disincentive for sending target offenders to state system</li> </ul>	<p><b>4 UNIFY STATE AND LOCAL CORRECTIONAL SYSTEMS</b></p> <ul style="list-style-type: none"> <li>• Integrated state and local correctional system</li> <li>• State assumes fiscal/administrative responsibility for county jail operations</li> <li>• County jails incorporated into a statewide correctional system</li> </ul>

SYSTEM PLAN STAGE II.

This system plan contains four options:

- Option I: Continue current practices
- Option II: Formalize State/county responsibilities for correctional efforts
- Option III: Implement a Community Corrections Act
- Option IV: Unify State/county correctional systems

Stage I of the Master Plan focused on strengthening the correctional system by addressing current deficiencies in order to set the stage for long-range policy decisions. Stage II: System Plan addresses these policy decisions, which are, to a large part, philosophical decisions.

Option I: Continue Current Practices

Continuation of current practices is a costly option, in that the State must continue to provide all of the beds required to accommodate the expected inmate growth which is predicted at 2290 beds by 1995.

Option II: Formalize State/County Responsibilities for Correctional Efforts

This option, by diverting short-term offenders (less than six months) to the county jails would reduce the need for new State beds by 83 in 1990 and 134 in 1995.

The cost avoidance associated with this option is calculated by comparing the cost of the subsidy to county jails relative to the cost of housing these offenders at the State level (capital and operating). Option II results in a total cost avoidance of approximately \$3,627,100 in 1990 and \$5,855,800 in 1995.

Option III: Implement a Community Corrections Act

This Option calls for the development of non-institutional alternatives for target offenders. Providing alternative programs at the County/Community levels would result in diversion of target offenders from the State System, reducing the need for new construction at the State level by 300 beds in 1990 and as many as 480 beds by 1995.

The cost avoidance associated with this option is calculated by comparing the cost of community corrections subsidy relative to the cost of housing these offenders at the State level (capital and operating).

Option III results in a total cost avoidance of approximately \$15,300,000 in 1990 and \$21,920,000 in 1995.

Option IV: Unify State/County Correctional Systems

This option assumes that the State takes over county jail operations, thus assuming responsibility for the county jail operating budgets.

The cost avoidance for this option is calculated by comparing the cost of assuming county jail operations state-wide, and the number of county jail beds that will be available for short-term offenders, relative to the cost of housing these offenders at the State level. The cost avoidance associated with Option IV is approximately \$4,641,709 in 1990 and \$4,641,709 in 1995.



Cost Avoidance  
Comparison of Options

	<u>1990</u>	<u>1995</u>
Option I	N/A	N/A
Option II	\$ 3,627,100	\$ 5,855,800
Option III	15,300,000	21,920,000
Option IV*	4,641,709	4,641,709

\*Does not include growth of county jail system.