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**A CORRECTIONS STUDY
FOR THE
BUREAU OF CORRECTIONS
STATE OF MAINE**



**Volume II — Recommended
System**

**BATTEN, BATTEN, HUDSON & SWAB, INC.
DES MOINES, IOWA**

COMPREHENSIVE CORRECTIONAL STUDY

STATE OF MAINE

PREPARED FOR

THE BUREAU OF CORRECTIONS

DEPARTMENT OF MENTAL HEALTH AND CORRECTIONS

MAY 1, 1972

BATTEN, BATTEN, HUDSON & SWAB
NATIONAL TRAVELERS BLDG.
DES MOINES, IOWA 50309

May 1, 1972

Miss Ward E. Murphy, Director
Bureau of Corrections
Department of Mental Health and Corrections
411 State Office Building
Augusta, Maine 04330

Dear Miss Murphy:

We have completed the comprehensive correctional study of the State of Maine and the report is submitted herewith. We would like to thank you and Mr. Michael Molloy, and the Study Committee for the excellent cooperation and assistance extended to us in connection with this project.

An extreme effort has been made to complete the study ahead of schedule even though work did not commence until approximately December 1, 1971, due to delay in contract approval.

It has been most gratifying to our company to assist the State of Maine in developing a meaningful and practical correctional system. We are looking forward to assisting the Bureau of Corrections in obtaining maximum results from the system by timely implementation.

Sincerely,

BATTEN, BATTEN, HUDSON & SWAB

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INTRODUCTION

The comprehensive correctional study described in this report is the result of the excellent cooperation and contributions rendered by many fine people. Limitations of time and space make it impossible to acknowledge all individual contributions; however, we would be remiss in our responsibility if credit was not given to some individuals and groups.

We are very grateful to Miss Ward E. Murphy, Mr. Michael Molloy, and the Correctional Study Committee members for their cooperation and knowledgeable input of information, thinking and ideas. Active members of the Committee who rendered such valuable assistance were as follows: Mrs. Dorothy Hanauer, Mr. Alan Goodwin, Sheriff Charles Sharpe, The Reverend Samuel Henderson, Mr. David Stauss and Mr. Gerard F. Samson.

Special acknowledgment must be given to the tireless efforts extended by all employees of the Bureau of Corrections, specifically Mr. Henry Cranshaw, Mrs. Mary E. Pierce, and other employees in the Administrative Services Section; Mr. Raymond G. Nichols and employees of the Probation and Parole Section; Superintendent Merton R. Johnson and staff; Superintendent William H. Hughes and staff; Mrs. Dorothy Hanauer and staff; Warden Allen L. Robbins and Acting Warden Robert D. Kennedy and staff.

Excellent contributions and assistance were rendered by the following: The Honorable Kenneth M. Curtis; Commissioner William F. Kearns; Commissioner Dean Fisher, M. D. and Mr. Dale Welch, Director, Research and Statistics, Department of Health and Welfare; Mr. Niran C. Bates, State Director, Bureau of Public Improvement and staff; Mr. Jack Leet and staff of the Maine Law Enforcement Planning and Assistance Agency; Chief Justice Armand A. Dufresne, Jr.; Chief Judge Robert L. Browne; President Robert Marden, Mr. Jon R. Doyle and Mr. Chauncey Robbins of the Maine Bar Association; Dr. Albert T. Quick, Professor Donald Dahlstrom of the University of Maine; Sheriff William Carter, President Maine Sheriff's Association and members; Colonel Parker F. Hennesey and staff of the Maine State Police; and to many judges, attorneys, legislators, and law enforcement officers. Last but certainly not least, to the students of the University of Maine for their capable assistance and the Maine State Library staff.

The accomplishment of this study within the specified time limit was greatly assisted by the use of forms, methodology and information developed by the University of Illinois in Guidelines For The Planning and Design of Regional and Community Correctional Centers for Adults. Special recognition and credit is given to Director Fred D. Moyer and staff for their excellent work and assistance.

STUDY OBJECTIVES

The basic objective of this comprehensive correctional study was to comply with the State of Maine Request for Proposal "for the purpose of planning and developing a state-wide, integrated, correctional system for the adult and juvenile offender."* We have further developed and recommended a practical, viable and superior correction system that not only serves the juvenile and adult offender, but also serves the people of the State of Maine and the state criminal justice system from both a social and economic standpoint.

The basic objective was accomplished by the completion of the following sub-objectives:

1. Data Research

The data research and analysis not only includes "a complete analysis of existing facilities and programs,"* but other factors related to a correctional system, such as:

Analysis of present correctional philosophy

Goals and objectives

Strengths of the present system and opportunities for improvement

Attitude sampling and analysis

Analysis of the organizational structure of the Bureau of Corrections

An evaluation of available community resources

Analysis of population growth rates and trends

A census of offenses from the court dockets

Court caseload capacity

*Request For Proposal, dated 6 August 1971, Attachment C, Work Statement

Involvement of local, county and
state governments

Analysis of present record-keeping
and reporting procedures

Judicial practices and statutory
restrictions

Utilization of the methods and pro-
cedures as suggested by the guide-
lines for the planning and design of
regional and community centers for
adults.

2. Based on the analysis and findings of the data research, projected correctional needs and requirements were developed to 1985 to assist in formulating adequate long-range planning for facilities, treatment programs, staffing, etc.

3. Recommended Program

To develop an effective, yet practical, correctional system which would produce meaningful results in accordance with projected needs and requirements.

RECOMMENDED CORRECTIONAL SYSTEM

Philosophy and Concept of the Recommended System

The success of the following correctional system is dependent upon understanding, agreement and implementation of the philosophy and concepts that are interwoven throughout the specific functions of the entire system. It is vitally important that broad concepts be established to provide a solid foundation for future action and plans. After considerable deliberation and thought, the following philosophy and concepts were established for guidance in providing a professional and practical correctional system for the State of Maine.

Historically, incarceration alone has proven to be a demonstrable failure as a correctional practice. Extensive use of confinement, frequently under severe conditions, has provided a breeding ground for recidivism rather than rehabilitation.

While the primary purpose of corrections is the protection of society, the ultimate goal of the correctional processes is the return of offenders to society as meaningful and productive citizens. The personal problems and crises which prevent the offender's reintegration into the community must be met through providing assistance to the releasee, much of which is available in the community. The correctional system draws on these community resources while it insures protection for the community. Community resources and services are utilized to a far greater degree which involves increased community involvement, commitment, and responsibility in rehabilitation of offenders.

Inasmuch as the offender and the problem originated in the community, ultimate successful reintegration into the community should occur. Correctional rehabilitation efforts are concentrated on a local community level avoiding incarceration if at all practicable. The system provides for more arrests with more law enforcement and increased service to the courts and law enforcement agencies. Increased emphasis is placed on reduction of crime by providing more programmed services to encourage crime prevention, and to first-time offenders.*

*See Treatment Programs and Services, Page II.53

Flexibility must be maintained in the location of community facilities used in order that the system remains viable and meaningful in producing effective results according to changing needs. This action will necessitate the rechanneling of expenditures into personnel and services instead of confinement and custodial service.

A necessary principle inherent within the recommended correctional system involves diverting out of the correctional system cases involving alcoholics, drug addicts, sex offenders, mentally ill cases, to the fullest extent practicable in consideration of the offense committed.*

Assisting the offender in his return to society to re-encounter a problem with which he was unable to cope prior to commitment can be greatly assisted by requiring the offender to support himself and/or his family while in custody and perhaps providing some degree of restitution to a victim. The possibility of achieving the desired results from this approach appear to be much greater than providing the offender a free ride at the taxpayers' expense.

The philosophy and concept encompassed in the recommended system has been to utilize any presently available physical facilities. Ideally, the construction of new facilities totally designed to meet the entire function is desirable. From a realistic standpoint and considering the cost to the citizens of the State of Maine, we believe it is far more practical to utilize existing structures that can meet required needs.

In the future, new facilities can be substantiated if the experience of the new correctional system justifies such action.

The recommended correctional system comprehends indeterminate sentences to the Department of Corrections (maximum sentences only) and co-educational institutions for juveniles.

While the objective of this study was to recommend an improved correctional system for offenders, it is well to point out that in the future, considerable emphasis must be directed to crime prevention areas. To emphasize this point, if this correctional system operated

*See Treatment Programs and Services, page II.53

at its optimum potential, it would be unable to cope with the number of offenders created by population increases alone. It would appear that the Bureau of Corrections should be the logical organization to encourage and accelerate the trend of returning corrections to the community. At this time it is not practical for communities to accept full responsibility for corrections due to lack of monies, qualified people, organization and facilities. However, the shifting of more correctional responsibilities in this general direction is contemplated by the recommended system. The recommended system comprehends the strong leadership and guidance by the Bureau of Corrections in addition to coordinating the necessary central planning and control.

ORGANIZATIONAL STRUCTURE - BUREAU OF CORRECTIONS

The structure of the organization that will manage the proposed correctional system could take different forms. There are two or three perhaps that can function more efficiently than others. The development of the recommended structures was based upon the following premises:

1. Primary emphasis should be placed upon service and programs rather than institutional care.
2. The overall corrections function will become increasingly more decentralized requiring that as much responsibility as practicable be delegated to the Area Centers.
3. The success of the overall system will be dependent, to a great extent, upon the acceptance and cooperation of the community, which will require strong community relations and community program development functions.

The recommended organization structure is presented as the type of organization that will achieve the objectives of the proposed correction system in the most efficient and effective manner. Specific organizational needs will become more clear during the implementation stage, and may ultimately suggest changes in the overall structure. It is important to recognize that reorganization will probably be evolutionary rather than revolutionary. The organization chart actually becomes an organization objective that guides organization change, possibly over a period of several years.*

The success of the entire system is dependent upon the selection of competent people to staff the positions. Competent personnel must be selected upon the basis of their abilities to carry out the functions of their positions. Organizational structure changes should not be made to meet the needs of personnel.

The responsibilities of the Director of the Bureau of Corrections will basically remain the same. Although there is an increase in the total corrections staff, three Deputy Directors and a Manager of Research and Planning will be reporting directly to this position.

*Reference Organization Chart, page II.15

This will provide more time for the Director to devote to planning, directing, coordinating and controlling the overall correction program.

Deputy Directors of Adult/Juvenile Services:

The primary functions of these two deputy directors will be the development of adult or juvenile correction policies and programs within their jurisdiction, the direction of the Area Administrators and the approval of programs developed at the area level. The primary emphasis of the Deputy Director, Adult Services, should be placed upon the development of community relations and community programs through the Area Administrators. The Deputy Director, Adult Services, will also have overall responsibility for probation and parole, although field probation and parole functions will be administered through Area Administrators. Probation and Parole staff services such as interstate compact administration could be assigned to a staff member reporting to the Deputy Director, Adult Services. It is recommended that the function of the Parole Board remain as it is at present. The parole of all felons should continue to be granted by the Parole Board. At the present time no clear provision exists for the granting of parole to misdemeanants. It is recommended that misdemeanor paroles be subject to the approval of the court. The Area Administrators should, with approval of the Deputy Director, Adult Services, and the Director of the Bureau of Corrections, recommend the parole of misdemeanants to the sentencing judge. It is possible that this procedure can be accomplished by obtaining the approval of the judiciary without the need of enabling legislation.

The major functions of Area Administrator, Adults, include:

1. The supervision and/or custody of all male adult offenders in their jurisdictional Area.

2. The administration of all field services including:
 - a. Court services
 - b. Pre-trial program coordination
 - c. Probation and Parole supervision
 - d. Community relations
 - e. Community volunteer programs
 - f. Holding center outpatient services
3. The contracting and utilization of community services including:
 - a. Health care
 - b. Diagnostic services
 - c. Educational services
 - d. Vocational training services
 - e. Religious services
 - f. Legal services
 - g. Recreation services
4. The administration of correction programs including:
 - a. Diagnosis and classification
 - b. Individual program planning
 - c. Work release
 - d. Education release
 - e. Counseling and therapy
 - f. Alcohol and drug treatment
 - g. Outpatient services

5. The selection and management of halfway houses based upon the needs of the area.
6. The assignment of offenders to other facilities within the Area such as halfway houses and holding centers for purposes of increased security or community programs participation.
7. The assignment of offenders to other Area Centers for special programs not available in their Area.

It is anticipated that four people will be reporting directly to the Area Administrator as follows:

1. A Manager of Facility Services who will be responsible for facility maintenance and the care and custody of offenders housed in the area center. Custodial, food service and security personnel will report to this position.
2. A Program Supervisor will have responsibility for the administration of all area center programs. Program directors and counselors will report to this position.
3. A Community Resource Coordinator will have responsibility for developing and coordinating community programs, community relations and prevention programs.
4. A Field Services Manager will be responsible for all probation and parole in the Area, and providing services for courts and holding centers. Field Probation and Parole personnel will report to this position.

No significant changes in organization and staffing at the Maine State Prison are foreseen at this time. As the inmate population at the prison fluctuates between the present and 1985, the staff requirements can be expected to change both from the standpoint of profile and numbers. No insurmountable problems should develop, however.

The major functions of Area Administrators, Juvenile Services, include:

1. The care and custody of all juveniles assigned to the Bureau of Corrections.
2. The development and coordination of juvenile aftercare programs with probation and parole field officers.
3. The development and administration of institution programs including:
 - a. Diagnosis and classification
 - b. Education
 - c. Vocational training
 - d. Counseling and therapy
 - e. Recreation
 - f. Individual program development
4. Providing encouragement and services for the development of prevention programs such as:
 - a. Indoctrination programs for law enforcement officers
 - b. Development of youth centers
 - c. Foster care homes
 - d. Emergency foster homes
 - e. Big Brother or Big Sister programs
 - f. Guidance counseling in schools
 - g. Youth employment programs
 - h. Development of local diagnostic centers

5. Development and supervision of halfway houses.
6. Development of juvenile court services to be administered by Probation and Parole.

It is anticipated that there will be little change in the organization of the Juvenile Area facilities. Functions will be reassigned in some instances to provide more emphasis on community and prevention program development.

The Deputy Director, Juvenile Services, will also have overall responsibility for the custody and program development for women. The actual management of this function, however, will be delegated to the Administrator, Juvenile Services of Area II at Stevens School.* A major function will also be to provide encouragement and assistance to local communities in the development of juvenile delinquency prevention programs. Responsibility will be shared for obtaining and coordinating services of other state agencies. Extra care must be taken in the selection and development of Juvenile and Adult Area Administrators. It is at this level that the degree of success of the overall system will be determined.

Deputy Director, Administrative Services:

The major functions of the Deputy Director, Administrative Services, include:

1. The general accountability for meeting personnel staffing requirements, training and development, internal financial data, and operational statistics and records.

*The transfer of women inmates from the correctional center at Skowhegan to Stevens can conceivably alter staff requirements as they concern adult females. In all likelihood, the requirements for staff under the proposed system, that of locating both adult and juvenile females at Stevens, will reduce the total number of staff people needed.

2. To supervise a Manager of Personnel and Training, to assure that selection procedures and hiring practices are developed, to assure that training and development programs are innovated and conducted throughout the system.
3. To supervise a Manager of Statistics and Records. To update or innovate the necessary records to allow effective administrative planning, coordination and controlling of the Area Centers and other facilities within the system.

The specific staffing of this position is not necessary at this stage of development of the new system. Interim staffing and supervision should be provided by the present Bureau of Administrative Services of the Department of Mental Health and Corrections.

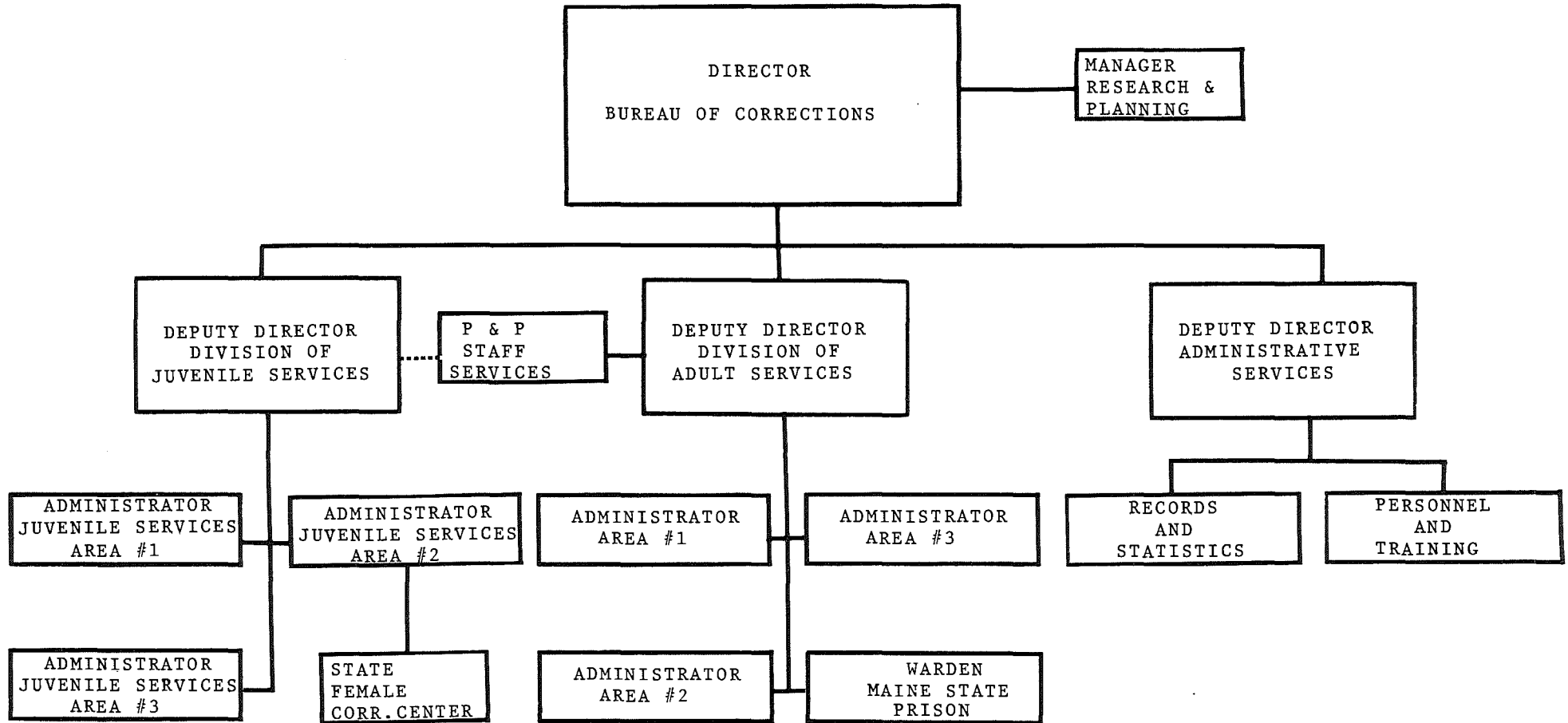
Data Processing, if included as a self-sufficient function by 1985 within the office of Records and Statistics, must provide for a Digital Computer Systems Analyst, an ADP Programmer, Computer Programmers, Code Clerks and an Administrative Aide. Again, workload requirements will determine staff numbers.

Manager, Research and Planning:

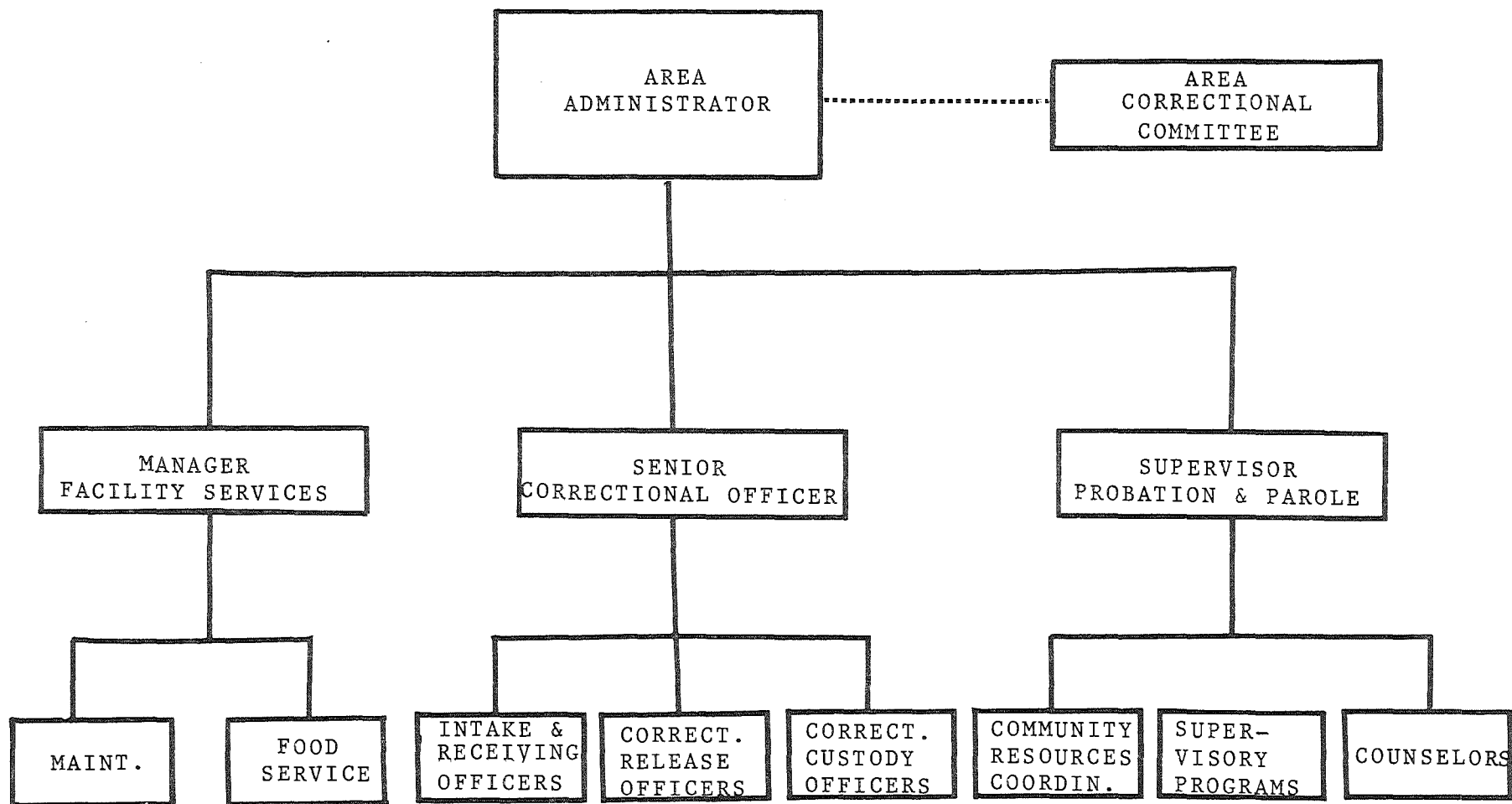
The Office of Research and Planning under the Director, Bureau of Corrections, must be staffed with a Manager, a secretary, a sociologist and a research analyst. As the role and stature of this function increase, by 1985 it could conceivably consist of an Associate or Deputy Director, a Manager of Planning, a Manager of Research, Research Sociologists, Research Psychologists, Research Analysts, Planning Assistants or Planners, and secretaries of sufficient number to fulfill the workload requirement.

ORGANIZATIONAL CHART - BUREAU OF CORRECTIONS

STATE OF MAINE



ORGANIZATIONAL CHART - CORRECTIONAL AREA
STATE OF MAINE



(Work, Edc.
Voc. Trg.)

GOVERNMENTAL RELATIONSHIPS

I. Community Corrections Committee

Although the Deputy Director in charge of each Area Correctional Center will report, administratively and functionally, directly to the Director, Bureau of Corrections, it is recommended that a community corrections committee be appointed to serve each center in an advisory role.

The membership of this committee will be appointed to serve three year terms. Initially one-third of the committee members should be appointed to one year terms, one-third to two year terms, and one-third to three year terms. One-third of the total committee will then be replaced each succeeding year for three years, thus assuring carry-over knowledge and experience to assure continued progress of initiated programs.

The purpose of the committee will be to provide professional, private and lay counsel to the Director of the Center when requested. A most important responsibility of committee members is to function as a communication link to the community regarding education, information and public relations necessary for the Center to receive the understanding, backing and support of the private citizen sector. Also, the committee members can serve as listening posts regarding public attitudes that are important to the planning and program implementation being conducted by the Center.

It is recommended that the community corrections committee number twelve (12) or sixteen (16) at each center, but to keep the size from becoming too large and unwieldy.

It is recommended that the membership of the committee be appointed from the following segments of the public sector, not to exceed two from any single category. Appointments should be made from the geographic area which the center serves:

County Sheriff

Judge

Public School Administrator

Private School Administrator

County Commission Chairman

Vocational-Technical Institute Administrator

Commercial School Administrator

Police Chief

Rehabilitated personnel, alumnus of the Center:

Adult male

Adult female

Juvenile

Public Official - local, state or federal

Clinical Psychologist

Physician

Attorney

Social Worker - Sociologist

Business Executive

Member, Mental Health Facility professional staff

Agricultural leader - farmer

Newspaper editor or publisher

It is recommended that the role of the community corrections committee be clearly defined. Meetings should be scheduled in advance, with special meetings called by the Center Director or committee chairman when required.

It should be observed that emphasis is being placed on involvement of the public at the local level, which is the outstanding prerequisite for success of the concept of community-centered and community-controlled rehabilitation programs.

II. County Government Responsibility

Lockups will be operated by both municipal and county governments. Holding facilities will be located primarily in county government facilities and will be the financial and operational responsibility of the county involved. The County Commissioners will have the financial obligation of continued facility maintenance and custodial staffing. Prisoner maintenance cost for all prisoners held for arraignment or trial, prisoners serving sentences of less than thirty days, * and juvenile detention will be the responsibility of the county. The State will be financially responsible for all offenders committed to the Bureau of Corrections and assigned to a holding facility for any reason. It should be strongly encouraged that holding facilities meet required physical standards. Physical standards should be defined in the Plan of Implementation (Phase II).

* Under the proposed system, it has been recommended that any offenders with sentences of thirty days or more be sentenced to the Bureau of Corrections. The thirty day minimum can be discretionary. In other states that have adopted similar systems, the minimum sentence for jurisdictional control varies from fifteen to sixty days. The thirty-day minimum is recommended for the following reasons:

1. Theoretically the correction process should start with the offender's first offense even if it is a one-day jail sentence. From the practical standpoint the anticipated benefits to be developed in less than thirty days would not justify the additional staff requirements.
2. With at least thirty days to work with an offender, the opportunity is greater for proper diagnosis and treatment in addition to providing assistance in employment, training and education.
3. Hopefully the results of the system will encourage judges to give longer maximum sentences to misdemeanants enabling them to become involved in a positive program of correction.
4. If a minimum time of sixty or ninety days is used, initially at least, a large number of misdemeanants would be deprived of the full correction resources and society would not benefit by the anticipated recidivism decrease.

III. State Government Responsibility

The State of Maine has the financial and operational responsibility for the physical maintenance, staffing and operations of the Area Correctional Centers (three), and Sub-Centers (two), as well as maintaining the Men's State Prison, Women's Prison and Juvenile Area Correctional Centers.

Generally speaking, the functions and services in an Area Center will also be present in a Sub-Center, but in lesser amounts, due to reduced volume of offenders. The offenders served in the Area Center will be misdemeanants with sentences of thirty days or more, any felons classified as medium or minimum security risks, offenders on pre-release status from prison, and all offenders on parole or probation in that geographic area.

IV. The Return of Corrections to the Community

Corrections fills the major role in both time and function between the time of arrest and removal of the offender from society until the offender is returned to society. Hopefully the offender will be inclined toward self-support and sufficiency rather than recidivism and continued dependence upon the tax-supported system of corrections.

Long-range planning should provide for and anticipate greater community involvement through local community oriented programs that involve citizens through advisory committee relationships, as well as custodial roles.

Community correctional planning should anticipate custodial/probation/parole responsibility by industrialists, professional business people and other lay persons in the community.

Greater lay (non-correctional) personnel involvement should be planned for, anticipated and encouraged in community preventive programs, which should further reduce the anticipated load on the correctional system in the future.

The psychological benefit to the offender can be greatly enhanced by having all aspects of his offense, conviction and sentence carried out at the local level, which is construed to mean within his correctional area I, II, or III. Well-maintained and clean lockups do not contribute to mental scars as do present crowded and unhealthy conditions. Well-maintained, clean and well-staffed holding centers do not subject the yet untried offender to repeated physical search, unsympathetic and demeaning conduct of unenlightened jail personnel. Correctional Centers, modeled after the community-based concept, do not subject untried offenders or convicted offenders to Alcatraz-type security, crowded cells and regimented living that breeds contempt and hostility, which gives birth eventually to a pattern of recidivism.

Instead of being transported across the State of Maine to serve time in a strange and undesirable place, the very fact that incarceration with its varied forms of restriction is being imposed on the offender in his general area of the State, is more agreeable. Relatives and friends are available, which contributes to the desired attitude of cooperation and positive change.

The community-based correctional system will work... but it will work only if a sufficient number of citizens in all sectors of society believe that it will work.

ADULT CORRECTIONAL SYSTEM

ADULT CORRECTIONAL SYSTEM

In describing the function of the Adult Correctional System, it has been determined that six types of facilities are required. The following sets forth the terminology describing each facility, offenders served, services provided, jurisdictional control, financial responsibility and interrelationship. *

1. Lock-up Facility:

A lock-up facility refers to a municipal or county jail wherein an offender can be confined under maximum security conditions for a period of time not to exceed seventy-two (72) hours. The major function of the lock-up is for the convenience of local law enforcement officers, enabling them to temporarily hold offenders for transportation to a holding facility. The designation of a municipal or county facility allows for the use of the best jail in a particular geographic area.

Lock-up Function:

A. Offender served

1. All arrested offenders or suspected offenders in local area

B. Services provided

1. Hold offenders overnight, or maximum of seventy-two (72) hours for transportation to a holding facility
2. Booking of offenders when practical and desirable
3. Bail services

C. Jurisdictional control

1. Local community
2. State inspection

D. Financial responsibility

1. Local community

*A flow chart showing the movement of an offender through the system is located in Volume III, Exhibits

2. Holding Facility:

A holding facility refers to a municipal or county jail where an offender may be confined under maximum security conditions. The major function of holding facilities is to serve the court, as a center for court services and holding offenders for trial. Sentences of less than thirty (30) days will be served at this location. This facility may also be used by the Area Correction Center for assignment of offenders for special community services such as release programs or sentenced misdemeanants requiring maximum security. A holding facility can also be used as a lock-up facility.

Holding Function:

A. Offender served

1. All alleged offenders in a designated area.
2. All offenders held for arraignment or trial.
3. Sentenced misdemeanants with maximum sentences of less than thirty (30) days.
4. Sentenced misdemeanants assigned by the Area Center requiring maximum security (selected holding centers only).
5. Juveniles held up to seventy-two (72) hours. *
6. Offenders assigned by area centers for release programs.

B. Services provided

1. Booking.
2. Bail programs.
3. Pre-trial screening for pre-trial release programs with or without supervision.

*Refer to Juvenile System, page II.63

4. Detention of offenders held for arraignment or trial.
5. Detention of sentenced misdemeanants with maximum sentences of less than thirty (30) days.
6. Detention of sentenced misdemeanants requiring maximum security.
7. Detention of juveniles requiring maximum security while awaiting hearing or transportation to a juvenile facility.
8. Pre-sentence investigation -- mandatory for juveniles and felons.
9. Housing of work-release and education-release offenders assigned by the Area Center.
10. Counseling and development of voluntary post-release program for short term (under thirty days) incarcerated misdemeanants (outpatient service).

C. Jurisdictional control

1. County - with state inspection

D. Financial responsibility

1. County:

- a. Facility maintenance and custodial staffing.
- b. Costs of prisoners held for arraignment, trial and prisoners incarcerated with sentences less than thirty (30) days.
- c. Juvenile detention.

2. State:

- a. Offenders assigned to the holding center for maximum security or release programs.
- b. Treatment services provided by an Area Correctional Center.

3. Area Center:

An Area Center refers to a facility where offenders may be maintained generally under medium or minimum security provisions. The concept encompasses an atmosphere of an open dorm where offenders have the largest degree of freedom practical. The major function of the Area Center is to provide administrative management of available services throughout the area and housing for offenders involved in area treatment programs. At each Area Center, maximum security will be available or can be provided for by the local holding facility. An Area Center may consist of one building, a series of buildings at the same location or at different locations.

Area Center Function:

A. Offender served

1. Misdemeanants with thirty (30) day or more maximum sentences.
2. Felons classified as medium or minimum security risks.
3. Offenders transferred to Area Centers from prison for pre-release programming.
4. Offenders on parole or probation in the immediate area.
5. Offenders requiring maximum security of thirty (30) days or more. (The Bureau of Corrections may assign these offenders to any maximum security facility within the system.)

B. Services provided

1. Screening, diagnosing and classification.
2. Coordination of all correction functions within the area served.
3. Supervision of all parole and probation clients in the area.

4. Administration of treatment programs.
 5. Provide minimum security for sentenced offenders who are on work-release, education-release, or involved in community programs.
 6. Provide medium security for:
 - a. Offenders during classification and screening.
 - b. Prisoners transferred to the Center for work at the Center.
 - c. Pre-trial offenders at the Center for pre-trial treatment.
 7. Coordinate community relations programs.
 8. Coordinate and develop community programs throughout the area.
 9. Provide parole preparation program for offenders eligible and ready for parole from prison.
- C. Jurisdictional control
1. State
- D. Financial control
1. State

4. Area Sub-Centers:

An Area Sub-Center refers to a facility that offers any part or all of the facility requirements described under the Area Center. The basic purpose for a Sub-Center in addition to the Area Center is based primarily on the geographic area, distance and concept of locating offenders as close as practicable to their home community, treatment programs and services, and employment opportunities. The Sub-Center will serve the same offenders as the Area Center and will basically provide the same services. It will be under the jurisdiction of the Area Center and will be financed by the State.

5. Half-way Houses:

A half-way house refers to a facility that supplements the Area Center and Sub-Center facility in the continued movement of the offender back to the community. No security provisions are required other than general supervision. Half-way houses generally will not be permanently located. Location will vary by the needs of the area to provide maximum flexibility for the overall system.

Half-way House Function:

A. Offenders served

1. Offenders assigned by the Area Center.

B. Services provided

1. Administration of community programs.
2. Outpatient services.
3. Counseling and therapy services.
4. Supervision of offenders assigned to its care.

C. Jurisdictional control *

1. State (Area Center)

D. Financial control *

1. State

6. State Prisons:

The State Prison at Thomaston refers to a maximum security facility for adult males.

* Privately operated half-way houses may be utilized on a contract basis.

Prison Function:

A. Offender served

1. Special problem offenders requiring maximum security.

B. Services provided *

1. Screening and classification.
2. Incarceration for all offenders requiring maximum security.
3. Institution rehabilitation programs to prepare prisoners for transfer to an Area Center:
 - a. Guidance counseling.
 - b. Therapy.
 - c. Education.
 - d. Vocational training - present vocational programs at the Men's Correctional Center would be transferred to the State Prison.
 - e. Prison occupations.
 - f. Physical and mental health programs.
 - g. Religion programs.

C. Jurisdictional control

1. State

D. Financial responsibility

1. State

*The prison shall continue to provide all present services as practical. Generally, such services will include those listed.

Female Offenders:

While the preceding section refers to the adult correctional system, there are certain exceptions that must be made in this system for the handling of female offenders. Because of the much lower incidence of offenses by women requiring incarceration, it is not practical to treat women on an Area basis, except for probation and parole. Women will be handled on the same basis as men with the following exceptions:

1. Women can be held for trial only in designated holding facilities having adequate segregated quarters for women. * At present there are four facilities than qualify as adequate.
2. Women serving less than thirty (30) day sentences will be transferred to approved holding centers.
3. Women sentenced thirty (30) days or more to the Bureau of Corrections will be transferred to the women's correctional center at Hallowell for diagnosis and classification. After classification these offenders may be:
 - a. held at Hallowell for incarceration,
 - b. transferred to an approved holding center for incarceration,
 - c. transferred to a half-way house,
 - d. recommended for community placement,
 - e. recommended for out-of-state placement.

*Refer to Recommended Facilities, page II.33; III.35

RECOMMENDED CORRECTIONAL AREAS

As a result of this comprehensive correctional study, three correctional areas are recommended for the State of Maine.

AREA I: Is made up of the Cumberland and Southern Maine Planning and Development Districts and includes the following counties:

Cumberland
York

AREA II: Is made up of the Androscoggin, Kennebec and Mid-Coastal Planning and Development Districts and includes the following counties:

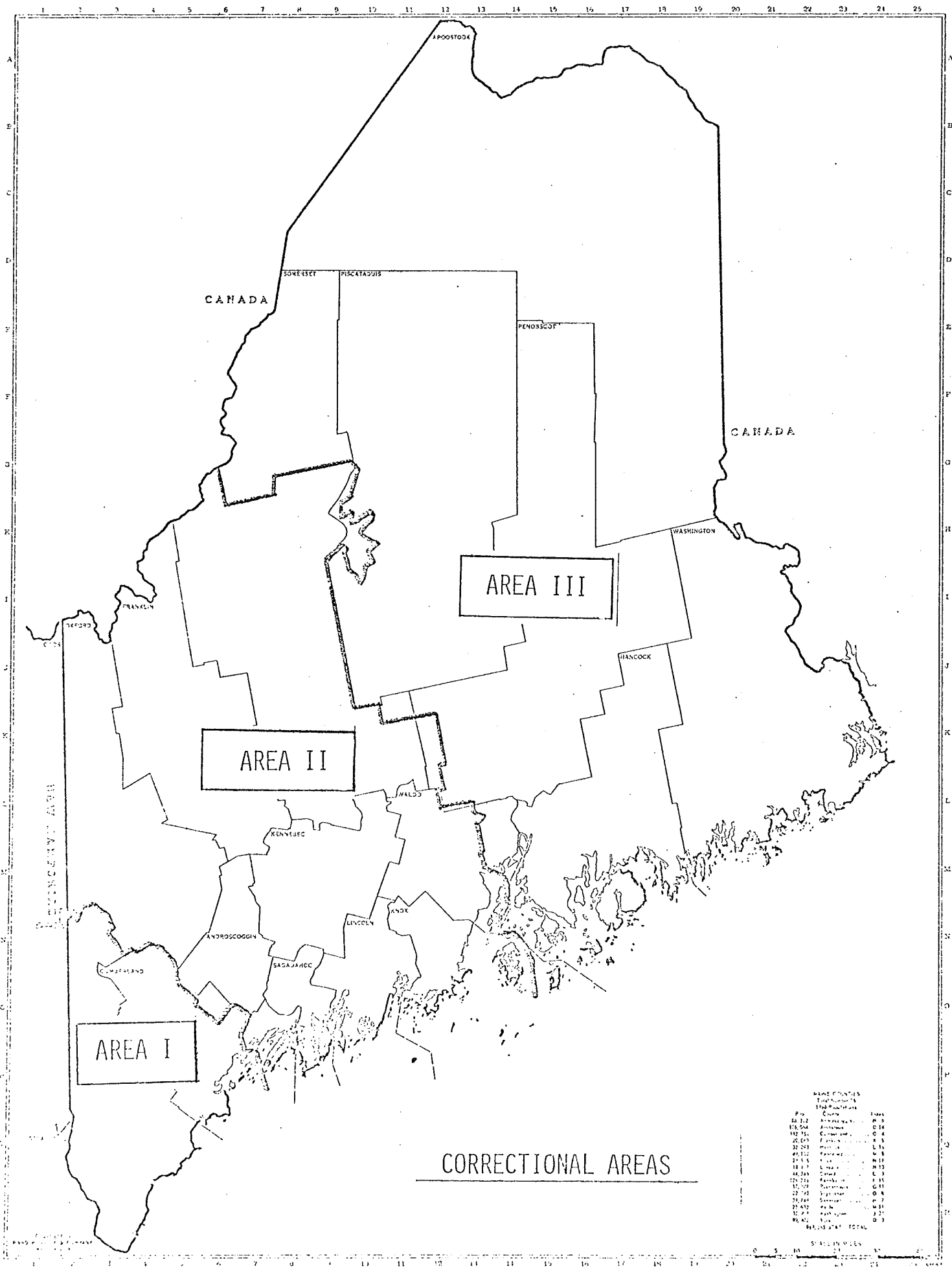
Androscoggin
Kennebec
Knox
Sagadahoc
Somerset
Lincoln
Franklin
Oxford
Waldo

AREA III: Is made up of the Northern Maine, Eastern Maine, and Penobscot Planning and Development Districts, and includes the following counties:

Aroostook
Penobscot
Piscataquis
Hancock
Washington

It is recommended that an Area Correctional Center be established in each of the three Correctional Areas. Each of the proposed centers should be located as follows:

Area I:	South Windham, Maine
Area II:	Augusta, Maine
Area III:	Bangor, Maine



CORRECTIONAL AREAS

MAINE COUNTIES			
Population 1960			
Pop.	County	Area	Area
16,122	Aroostook	10,500	10,500
15,504	Androscoggin	10,500	10,500
142,561	Cumberland	10,500	10,500
25,447	Franklin	10,500	10,500
32,283	Hancock	10,500	10,500
40,512	Kennebec	10,500	10,500
27,115	Knox	10,500	10,500
18,117	Lincoln	10,500	10,500
44,344	Lewiston	10,500	10,500
120,219	Piscataquis	10,500	10,500
12,129	Penobscot	10,500	10,500
22,193	Sagadahoc	10,500	10,500
29,444	Somerset	10,500	10,500
27,432	Washington	10,500	10,500
12,277	Waldo	10,500	10,500
96,421	York	10,500	10,500
TOTAL			

A Sub-Center for Area II should also be located at Lewiston, Maine. It will function primarily as a satellite operation under the direction and guidance of the Area Correctional Center at Augusta.

Another Sub-Center should be located at Presque Isle in Area III. It will function as a satellite operation under the direction and guidance of the Area Correctional Center at Bangor.

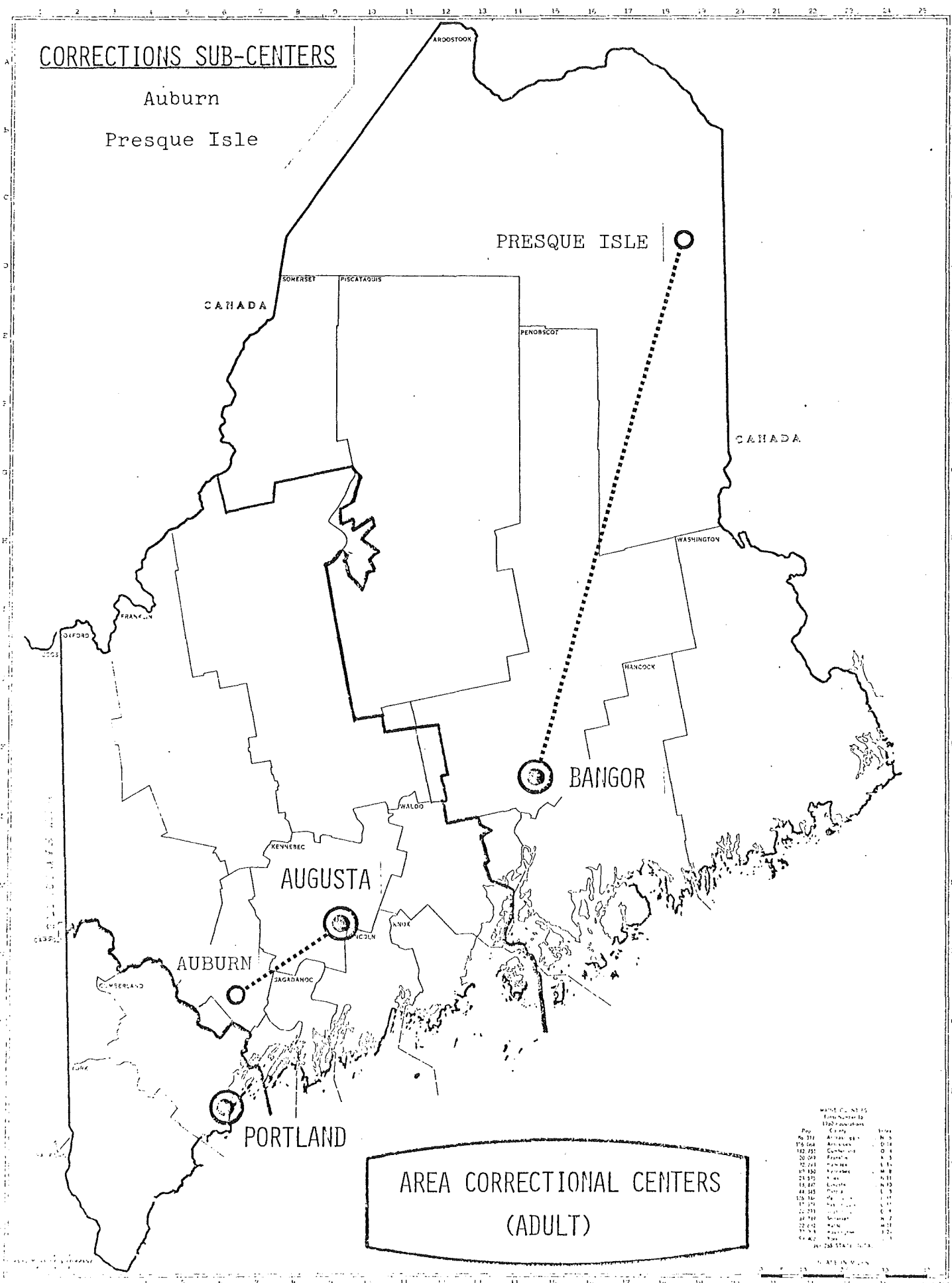
Each Correctional Area Center and Sub-Center location was determined as the result of comprehensive study, the evaluation of the findings and the evaluation of existing and proposed conditions throughout the entire State of Maine.

Factors which influenced decisions relative to the locating of Correctional Areas, Centers and Sub-Centers were:

- a. The numbers and types of offenses committed, as revealed by the study of court records throughout the state (see Volume III, page 10)
- b. The state-wide population profile, distribution and trends (see Volume III, page 6)
- c. Location of significant centers of business and industry
- d. The statewide transportation network
- e. The state's general geographical characteristics
- f. Location and/or adaptability of existing correctional facilities
- g. Location and/or adaptability of existing community facilities which may be utilized for future correctional facilities (see Volume III, page 28)
- h. The present official State Planning and Development Districts and Law Enforcement Assistance Administration Planning Districts

The three geographical areas designated as Correctional Areas range in size from the smallest, Area I, located at the extreme southern tip of the state, through Area II, next largest in the center portion of the state, to Area III, the largest of the three areas, which encompasses approximately the entire northern half of the state.

In reverse order, however, Area I will account for thirty-nine per cent (39%) of the total projected offender caseload to be processed through Area Centers, while Area II will account for thirty-three per cent (33%), and Area III twenty-eight per cent (28%) of the combined total for the three areas.



RECOMMENDED FACILITIES

One of the primary objectives of this correctional study has been to utilize any presently available physical facilities when practical. Ideally, the construction of new facilities totally designed to meet specific functions and requirements is desirable. If new construction were proposed and buildings planned, exact specifications would be established for sleeping, dining, restrooms, counseling and administration areas. From a realistic standpoint and considering the cost to the citizens of Maine, we believe that it is more practical to utilize existing structures that can meet the general required needs. In appraising existing structures, it must be recognized that many variable factors exist. For example, a particular facility could provide adequate space in a specific requirement area, yet might be marginal in another area. Facilities were therefore evaluated as to their general potential usage and adaptability with attention directed to modifications to meet the required needs.

In evaluating existing structures which could be used in the correctional system, the following general guidelines, which are recognized by the National Clearinghouse for Correctional Programming, were used:

1. 300 square feet of total space per resident (sleeping, dining, counseling, administration, restrooms, etc.)
2. General adaptability to the concept of minimum security of community corrections
3. Soundness of structure, general condition and type of design which could be readily modified

The recommended facilities described in this section and in the Juvenile Section (Recommended Facilities, pg. II72) meet the general requirements and are potentially compatible with the proposed area correctional center and sub-center system. Each recommended facility can be placed in operation when the recommended system is implemented without major problems. The practicality of planning and designating exact floor space and layout for specific functions is premature at this point. In Phase II

Implementation Plan, the specific use of the available space should be developed. As the system develops and grows, other needed accommodations should be added at the sub-center level, which is in keeping with the concept of avoiding the building of institutions.

The recommended facilities in each of the three Correctional Areas will be identified with respect to configuration and location. Buildings which are being recommended for consideration for each Correctional Area Center and Sub-Center will be described concerning general configuration with comments regarding necessary modification to prepare the buildings for use within the proposed corrections system. Prints and general specifications are set forth in the Exhibit Section of Volume III.

AREA I:

It is recommended that the Area Correctional Center for Correctional Area I be located in the facilities presently occupied by the Men's Correctional Center at South Windham.

The total operational capacity of the institution is one hundred eighty-five (185). The former farm barracks, now designated the Honor Dormitory*, has a bed capacity of forty-eight (48) residents. This facility can be placed in operation in its present open-dorm, minimum security condition immediately. It affords semi-privacy for residents at the present time. If the building is converted to a dormitory consisting of private rooms for residents, its capacity would, however, be reduced to forty (40). Meal service for honor dormitory residents could be made available at the main dining facilities on the grounds. The other alternative is to use hot food serving carts and transport food from the main kitchen to the dormitory building for serving in the day room area.

The second floor of the brick industrial building** contains four open dormitory bays each with a capacity of twelve for a total capacity of forty-eight (48) residents.

* See Volume III, Exhibit A

** See Volume III, Exhibit C

If the bays are converted to dormitories consisting of private rooms for residents, its capacity will be reduced to forty (40).

To convert this facility for correctional center use, it is recommended that interior decorating and renovating steps be taken to create a desirable climate for effective and meaningful rehabilitation of residents. Windows should be covered with curtains, blinds, or drapes to aid in the creation of a total climate for more positive rehabilitation of residents.

The diagnostic area on the second floor of the administration building* could be converted to living quarters for approximately twenty (20) residents. Interior painting and decorating could enhance the interior appearance from the standpoint of creating a desirable climate for rehabilitation of offenders.

The building presently housing the gymnasium could continue to be utilized for athletic and recreational events. Little or no alteration is necessary.

The maximum security building should remain as it is without attempting to do any renovating. The cost of altering the present building for anything other than its present intended use would be prohibitive.

To provide service to the Area I Correctional Center, the following holding facilities and lock-ups are recommended:

Cumberland County Jail (Portland):

This facility is one of the best-equipped and modern jails in Maine. Its capacity and location in the largest population center in Maine makes it quite logical to be both a local lock-up and a holding facility for that metropolis and surrounding area. The jail capacity of approximately one hundred males, ten females and two juveniles can be used as either a lock-up or holding facility.

*See Volume III, Exhibit B

York County Jail (Alfred):

This older and outdated jail does not represent the ideal holding facility, although it is geographically well located. Some expenditures will be necessary to bring the condition of the jail more nearly in compliance with minimum standards. It can be used for holding facility purposes for males, but renovation and modernization should accompany its anticipated new use. Plumbing facilities need upgrading quite badly. It is recommended for lock-up use only for females until renovation has suitably been completed. Juvenile use is not recommended at this time.

Municipal Jails of Kittery, Bridgton and Biddeford:

These city jails are adequate for use as lock-ups. Improved housekeeping and modernization of facilities are needed to provide ideal lock-up facilities. The Bureau of Corrections, during the implementation phase of this project, should establish and communicate minimum lock-up standards. If resistance is met by local municipal governments, consideration should be given to alternative funding to assure that adequate standards are met. Biddeford only is recommended as a female lock-up facility, and none are recommended for juveniles.

AREA II:

The recommended location for the Area Correctional Center in Area II is Augusta, Maine. Two existing buildings could be effectively utilized for use as correctional facilities and both are located on Augusta State Hospital grounds, though somewhat isolated from the main complex of State Hospital buildings.

The Maximum Security Building* now vacant could be made into an excellent correctional center facility. This building can conveniently accommodate thirty (30) residents in private sleeping rooms and an additional twenty (20) in open-dorm areas on the second and third floors. The heavy security doors on each of the individual sleeping rooms should be replaced

* See Volume III, Exhibit E

with a conventional door having no window*. The area on the first floor formerly used as a dining room may be converted to living or sitting-room area, office or classroom area, provided it is not needed for continued food service. Food service facilities in the basement of the Burleigh Building could be made to accommodate residents of both buildings.

The entire building should be repainted inside and redecorated. Carpeting, blinds or curtains and drapes will greatly aid in providing a positive climate for the rehabilitation of residents. By improving the grounds with shrubs and landscaping, the building would assume the appearance of a fraternity or sorority building.

The other building located on the Augusta State Hospital grounds which could be made into a usable facility is Burleigh Pavilion**; formerly used as an all-male mental health facility. It is structurally sound and contains two floors and basement of usable floor space. Open dormitory space on first and second floors could conveniently accommodate sixty (60) residents. The first floor has four additional rooms which could be used as offices or small counseling rooms. The second floor has two additional rooms which could be used as office space or counseling rooms. Each floor has shower and toilet facilities. The basement has kitchen and dining space totaling approximately 2250 square feet.

This building is usable in its present condition as a minimum security facility. With moderate painting and interior decorating, which could be accomplished with resident labor at minimal cost, this structure could become an excellent Area Center facility. If the open-dorm areas are converted to private sleeping rooms for residents, the renovating costs will be greater and the elapsed time until occupancy will be greater.

*However, if a maximum security area is needed in the building, four rooms on the third floor now segregated by security bars may be retained in present condition for that purpose. The remainder of the building would be considered minimum security.

** See Volume III, Exhibit F

It is recommended that an Area Correctional Sub-Center be considered for the Auburn-Lewiston area. A building which could be utilized for this operation is the old YWCA building* located on the corner of Pine and Bates Streets in Lewiston. This building is usable in its present condition as a minimum security facility. With moderate painting and interior decorating which could be accomplished with resident labor at minimal cost, this structure could become an important part of the Area II Correctional system.

The YWCA Building consists of a full basement and three floors of usable rooms. The first floor has two lounges, kitchen, dining room and two large offices. A smaller office or storage area is located between the two larger offices. The second floor contains sixteen private sleeping rooms and the third floor contains twelve sleeping rooms. Moderate painting and interior decorating to place this facility in more desirable condition could be undertaken by center residents at minimal cost. The total usable square feet of floor space in the building is approximately 12,000 square feet, excluding the space in the basement.

The two buildings presently serving as half-way houses, one for boys and one for girls, at the Women's Correctional Center at Skowhegan may be considered for inclusion in the proposed corrections system. If they are suitably located to effectively serve the needs of community residents, their value to the total system should be evaluated accordingly.

The facilities at Skowhegan should also be evaluated from the standpoint of potential service as an alcohol detoxification center. Its value to the total system in this role should be assessed and action taken accordingly to include or exclude it.

* See Volume III, Exhibit G

To provide services to the Area II Correctional Center and Sub-Center, the following holding facilities and lock-ups are recommended:

Kennebec County Jail (Augusta):

The recommendation concerning the use of Kennebec County Jail as a holding facility is contingent upon the decision made on the use of facilities on the Maine State Hospital grounds. If the Burleigh Pavilion is used as Rehabilitation Center facility, the Maximum Security Building could be ideal as a holding facility. It has the total facilities to be a self-contained unit. If this building is used as the holding facility the Kennebec County Jail will be used as a lock-up only.

If this maximum security building is not acceptable as the holding facility, then the Kennebec County Jail should be renovated sufficiently to meet minimal standards established by the Bureau of Corrections as a lock-up and holding facility for adult males, while also being used as a lock-up only for adult females. The facilities at Stevens School can be utilized as both local lock-up and holding facility for juveniles.

Androscoggin County Jail (Auburn):

This jail is quite adequate for use as the local holding facility for the Area II Sub-Center as well as the local lock-up. This refers to the new section which presently has a capacity for twenty-six (26) males, three (3) females, and two (2) juveniles. The older facility can be used as a lock-up, but in order to qualify as a holding facility, minor repair and modifications are needed. It is not anticipated that the city jail at Lewiston-Auburn will be used as a holding or lock-up facility. However this jail could be used as a supplemental facility for the Androscoggin County Jail.

Knox County Jail (Rockland):

This county jail qualifies as an adequate local lock-up and minimal holding facility at present, by present comparative standards in Maine. To qualify as a better holding facility, it should be segregated more adequately and provide more adequate plumbing facilities in individual cells. Facilities

exist for one female as a lock-up facility only. No facilities exist for juveniles.

Oxford County Jail (South Paris):

This county jail is an older facility but is maintained as well as present physical facilities and budget permit. This jail is adequate as a lock-up for males and with reasonable changes will be adequate as a holding facility, which it should be within the system. Plumbing and bath facilities need additions and modernizing and the wiring needs to be improved. There is a facility for one female as a lock-up, but no juvenile facilities.

Somerset County Jail (Skowhegan):

This jail is adequate as a lock-up for males and females (two). As a holding facility, it needs more modern plumbing facilities. With a capacity of forty-eight (48) males, it should be quite adequate in the dual role of lock-up and holding facility. It is recommended that the plumbing changes be made and it be used as a holding facility. There are no present facilities for juveniles, nor are they recommended at this time.

Franklin County Jail (Farmington):

This jail is small with a capacity of sixteen (16) males. It is relatively well-maintained and easily qualifies as a lock-up in Maine. A well-furnished, clean and private facility for one female is present. The eating area needs improvement and an area for visiting with inmates is required. There are no juvenile facilities, but the female unit is segregated from the male prisoners and could be used for juveniles if necessary.

Rumford City Jail:

This municipal facility meets minimal standards as a lock-up for adult males only. It should receive a general upgrading, but should suffice with limited anticipated use.

AREA III:

The recommended location for the Area Correctional Center in Area III is Bangor, Maine. Four buildings and one family-type house can be made available for use as correctional facilities in this area. Two buildings and the house are located on the Bangor State Hospital grounds and two buildings are located on University of Maine property at Dow Air Force Base, Bangor, Maine.

The two buildings on the Bangor State Hospital grounds are somewhat removed from the main complex of State Hospital buildings. One of the buildings, the larger of the two, is the Nurses' Residence*, the other is the Attendants' Dormitory**.

The Nurses' Residence is a three-story brick building with a total capacity of sixty-eight (68) single sleeping rooms and a staff apartment. The first floor contains fourteen (14) single sleeping rooms, one staff apartment, one office, one large living or sitting room and two reception rooms. There are also toilet facilities on the first floor. The second and third floors each contain twenty-seven (27) single rooms and toilet facilities. The basement contains large lecture and demonstration rooms, a serving room, a laundry, a kitchenette and service, storage and locker rooms.

Although this building is presently in use, it is being phased out of the state hospital complex and is in excellent condition. It could be placed in use as a minimum security facility in the Bangor Area Correctional Center immediately. No renovation or painting is necessary and occupancy details can be arranged within the Department of Mental Health and Corrections.

The Attendants' Dormitory is a two-story brick building with a capacity of twenty (20) single rooms and sixteen (16) double rooms or a total capacity of fifty-two (52). The first floor contains eighteen (18) single and four (4) double

* See Volume III, Exhibit H

** See Volume III, Exhibit I

rooms, and two separate toilet facilities. Each room has its own lavatory. The second floor contains two single and twelve (12) double rooms, two separate toilet facilities and a large common living or sitting room. Each of the single and double rooms has its own lavatory. The basement contains a laundry, kitchenette, large game room, storage and trunk rooms and a vast amount of unassigned area which could be converted into classrooms, arts or crafts rooms, or counseling rooms.

This building is not in use at the present time. It is in excellent condition, however, and could be placed in use immediately as a minimum security facility. No renovating or painting is necessary at present and occupancy details can be arranged within the Department of Mental Health and Corrections.

The Superintendent of the Bangor State Hospital indicated that a custodial residence presently housing a family of eleven persons could be made available for integration into the Bangor Correctional Center system.

The two buildings located on University of Maine property at Dow Air Force Base are wood frame structures.* They were originally planned for family housing units and each building houses four complete apartments, two on each of two floors.

The first floor of each building contains five bedrooms, two living rooms or sitting rooms, two dining rooms and two kitchens. This is a total of nineteen (19) rooms for the two buildings. The interiors could be renovated to accommodate from twenty to thirty residents if necessary.

Each building requires painting, interior decorating and limited structural repair and renovation. This could be accomplished with resident labor at relatively low cost.

*See Volume III, Exhibit K

Although the two buildings described are somewhat isolated from other buildings in the total complex, they are within two blocks of the University Law Enforcement Administration Offices and classrooms. They are also within one-quarter mile of the Counseling Center, a new agency made up of the Eastern Maine Guidance Center and the Family and Child Services of Bangor. This agency occupies several buildings similar to the two recommended for consideration. Both of the organizations mentioned can be useful resources within the scope of the Bangor Area Correctional Center operation.

A recommended location for the Area III Sub-Center is Presque Isle Air Force Base, Presque Isle, Maine. The Northern Maine Vocational-Technical Institute located on the base has three dormitories which are likely to be vacated following the completion of a new brick buildings now under construction.

The three dormitories are frame buildings, presently in use. They are in good repair and could be occupied with little if any interior painting and decorating. Dormitory 280, referred to as Portage Hall* has a capacity of thirty-four (34). It is a two-story building with fourteen (14) single rooms on the first floor and twenty (20) single rooms on the second floor. Both floors have toilet and shower facilities common to all rooms.

Dormitory 281 referred to as Allagash Hall* is located adjacent to Dormitory 280 and is identical to it in configuration. Room capacities are figured on the basis of one occupant per room. However, rooms are 13½' by 15' and could hold two occupants if required with an allowance of one hundred (100) square feet per person.

Dormitory 210** located across the street from A. K. Christie Hall has a total capacity of thirty (30) residents. It is a two-story frame building with twenty (20) single rooms on the second floor and four single rooms on the first floor. It has one large 11½' by 19½' room on the second floor and the remainder of space on the first floor consists of

* See Volume III, Exhibit M

** See Volume III, Exhibit N

large open rooms. They would be suitable as open dormitory space, general living-sitting rooms or office and classroom area. Dormitory 210 and 281 will be available sometime in the latter quarter of 1972.

Occupancy of these three buildings can be arranged between the Department of Mental Health and Corrections and the Department of Education.

Because of a shortage of suitable facilities in the Caribou, Presque Isle, Fort Fairfield area, the designation of specific buildings for use in the Area Correctional Sub-Center is somewhat difficult. Buildings are available for purchase at a price. However, they are not the most desirable in some instances, due to size, age, or location.

To comply with established criteria for an Area Correctional operation, that of rehabilitating offenders within the community where jobs and community services are located, an alternative also available and recommended for consideration is that of constructing semi-permanent modular type facilities. Buildings of this kind can be built to meet the required needs and located within the community where most desirable.

To provide service to the Area III Correctional Center and Sub-Center, the following holding facilities and lock-ups are recommended.

Penobscot County Jail (Bangor):

This county jail, although old and located in downtown Bangor, is quite adequate as a lock-up for all types of prisoners. It also should be used as a holding facility as it is exceptionally well-maintained for the age of the building. There is a capacity of eight females, and some of these units can be used for juveniles if necessary.

Hancock County Jail (Ellsworth):

Due to the fact that both Superior and District Courts are held in Ellsworth, there is a strong and valid need for a holding center to exist there,

as well as serving as a local lock-up. The jail is minimally adequate as a lock-up for adult males and females, but recommendations are still made that it be made a holding facility also. Extensive modernization is essential if this unit is to be continued. Plumbing, electric service, and segregation facilities are inadequate. Eating areas and the condition of the paint and lighting will have to be improved. If it is to be used as a holding facility, modernization must accompany or precede the new use of the facility. At the present time there are no adequate facilities for juveniles, and they must be housed elsewhere. When modernization of the present jail is undertaken, a facility for juveniles should be included.

Washington County Jail (Machias):

The same situation exists at Machias as at Ellsworth; the presence of Superior and District Courts prompts the need for a holding facility in Machias, as well as a lock-up. The jail needs wiring and plumbing modernization, which will require considerable renovation cost, due to the sixteen-inch-thick granite walls. The eating area and kitchen facilities need upgrading. This modernization is the necessary course of action, if satisfactory and prompt service is to be provided for both courts at Machias. The same comments relating to juveniles apply to this jail.

Piscataquis County Jail (Dover-Foxcroft):

This jail is small (eighteen males), but is generally well qualified to be a holding facility as well as a lock-up. There is need for improved plumbing fixtures, particularly showering facilities. There is need for renovating to allow segregation of offenders. Other than the aforementioned, the unit is ready for use as a holding facility of limited proportions. There are no facilities for females or juveniles, and it does not appear economically feasible to provide them at this time.

Aroostook County Jail (Houlton):

This county jail is sufficiently adequate to serve as a holding facility, and as a local lock-up for

adult males and females. It has a maximum capacity of one hundred twenty-four (124) males and six (6) females, but capacity is not used. The physical facilities appear to be in minimally acceptable condition. There is a need for better housekeeping in the jail, particularly in the first and second floor cellblocks. There are no juvenile facilities at present, but plans do exist for the provision of four juvenile units.

Presque Isle Municipal Jail:

This city jail, with upgraded housekeeping and general facilities improvement, is adequate as a holding facility for adult males and as a lock-up for adult females for the nearby Area III Sub-Center. There are no juvenile facilities.

Caribou Municipal Jail:

This city jail is recommended as a holding facility for adult males and as a lock-up for adult females for the nearby Area III Sub-Center. There are no juvenile facilities.

Madawaska Municipal Jail:

This city jail, with general facilities upgrading and housekeeping conditions, should be quite adequate as a holding facility for adult males and as a lock-up for adult females. There are no juvenile facilities.

Municipal Jails of Calais, Lincoln, Millinocket:

Calais, Millinocket and Lincoln will serve as adult male lock-ups for the holding facilities at Machias, Dover-Foxcroft, Bangor or Houlton. Millinocket facilities contain one lock-up unit for an adult female. There are no juvenile facilities. Each is basically sound for use as a lock-up but should be maintained to comply with minimum standards for lock-up facilities in the State of Maine.

An Evaluation of Other Facilities

In an effort to determine priority for the modernization and updating of the county jail facilities in Maine, the following is presented.

Waldo County Jail should not be considered for remodeling or modernizing because it is not considered to have the potential.

Hancock and Washington County Jails are most urgently in need of modernizing to meet minimal standards. From the standpoint of being an ideal facility, they do not have the desired potential, but since both District and Superior Courts are held in their respective counties, the need exists for maintaining holding facilities.

If recommendations concerning the use of State Hospital buildings at Augusta are not accepted, the renovation of the Kennebec County Jail should then be considered high in priority.

Next, the County Jail in York County should be considered due to geographic area, anticipated load and its present condition.

The priorities then follow with several of relatively equal importance: Penobscot and their expansion plans, Somerset and Oxford with their modernization needs, closely followed by Aroostook, Knox, Franklin and Piscataquis.

Cumberland and Androscoggin have legitimate requests and priorities, but those facilities are so much superior at the present time that they should be considered last on the list of priorities.

It is recommended that the function of the Women's Correctional Center at Skowhegan be combined with that of Stevens School in Augusta. Adult females from Skowhegan should be housed at Stevens School in the proposed new building which is to be constructed at a later date. This building should be somewhat isolated from the other Stevens buildings. It

should be capable of accommodating fifteen residents under medium security conditions. The building should also contain kitchen, dining, and laundry facilities, and a recreation room.

The Inventory of Correctional Facilities submitted for the Women's Correctional Center as of March 23, 1972, showed a head count of fourteen for that date. The highest daily head count for the year of 1971 was eighteen, while the lowest was seven. The average daily population trend has been steadily downward and the proposed new building should adequately accommodate adult female residents if the present trend continues.

The Maine State Prison at Thomaston in Knox County, although located in Corrections Area II, will continue to serve the entire State as a maximum security institution. Convicted offenders sentenced by the courts for periods of from one year to life imprisonment and requiring maximum security should continue to be sent to this facility.

The recommended facilities for the area center or sub-center in Area III could be considered for use as either adult facilities or juvenile facilities, depending upon the caseload requirements. The designation of the use of specific buildings for adult or juvenile programs should be developed in the Implementation Plan.

Recommended facilities have been described in each of the three correctional areas and located specifically in terms of Area Center or Sub-Center. Drawings covering recommended facilities are located in the Exhibit Section - Volume III - of this report.

CORRECTIONAL AREAS

AREA I

Area Correctional Center	-	Portland (S. Windham)
Holding Facilities	-	Alfred Portland
Lock-ups	-	Bridgton Biddeford Kittery

AREA II

Area Correctional Center	-	Augusta
Sub-Center	-	Auburn
Holding Facilities	-	Skowhegan Augusta Auburn South Paris Rockland
Lock-ups	-	Farmington Rumford

(Correctional Areas)

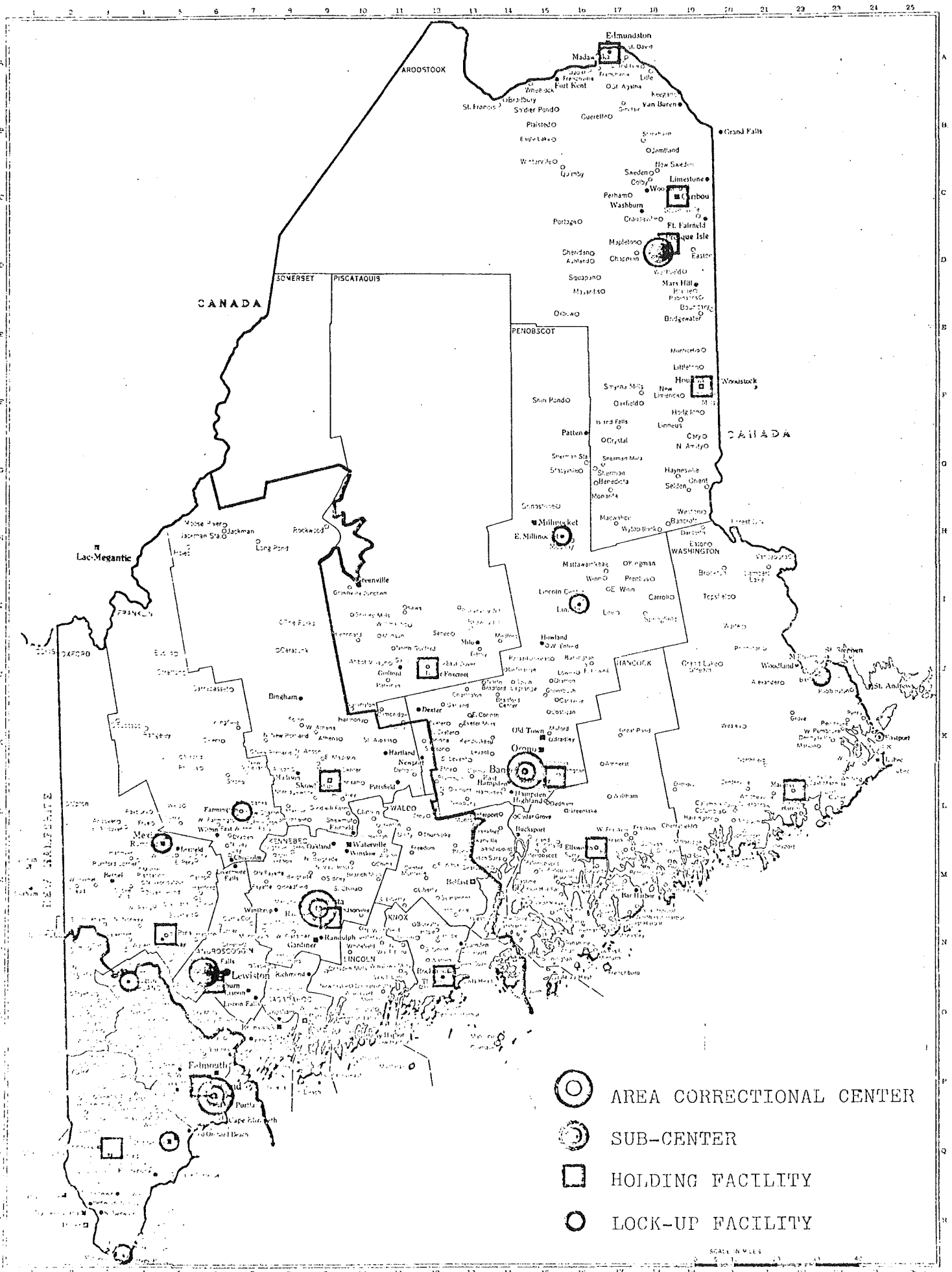
AREA III

Area Correctional Center	-	Bangor
Sub-Center	-	Presque Isle
Holding Facilities	-	Presque Isle
		Bangor
		Caribou
		Madawaska
		Houlton
		Dover-Foxcroft
		Machias
		Ellsworth
Lock-ups	-	Millinocket
		Lincoln
		Calais

RAND McNALLY STATE COUNTY-CITY MAP

MAINE

SIZE 8 1/2 x 11



COMMUNITY RESOURCES

This summary report of community resources that are available to the correctional system of Maine is based upon the more detailed compilation of many resources, public, private, governmental, etc., found in the "Methodology, Findings and Exhibits", Volume III, page 92.

Vocational and technical schools are reasonably well located to serve the Area Correctional Centers, as well as to provide continued service to releasees upon their return home. The same is true of the academic institutions, public and private.

Contract and/or volunteer counseling services are available in the Graduate Schools, where psychology graduate students can contribute much to the programs under way.

High school counselors can provide assistance to the rehabilitation counseling staff members.

The local public libraries, college libraries, and state library are facilities not articulated individually, although they are distinct facilities to be used within the correctional system.

There are alcoholic treatment organizations and Alcoholic Anonymous Chapters which can be of significant value to the correctional system if encouraged to participate. There are a limited number of drug treatment facilities and more should be encouraged at the community level.

The hospitals and remedial health treatment centers are quite adequate and available in Maine.

Commercial schools are generally located in and available to the Centers located in the heavier populated and metropolitan areas of Maine. Both on and off-premises courses are available to Area Center residents.

The necessary community resources are available in Maine to make the area correctional system successful. Community commitment to this success must be preceded by community involvement, which will very likely generate that needed commitment, which will lead to still more involvement, hence more commitment. Success depends to a great extent upon the use of those community resources.

TREATMENT PROGRAMS AND SERVICES

Treatment programs and services encompass much more than traditional counseling approaches and for the purpose of this report shall include all programs and services which may result in a change or adjustment in an individual's behavior pattern. Services may be provided by professionals, para-professionals, full-time employees, part-time employees, or volunteers. Throughout the system, an attempt is made to utilize as many community resources as practical. The involvement of outside groups, agencies and individuals enhances community awareness and public support and discourages the "isolation syndrome" which has been characteristic of correctional institutions and systems.

1. Lock-up facility:

Since lock-up facilities are for detention up to seventy-two (72) hours and are located in communities throughout the state, programs and services provided at these locations are limited. Ideally, it might be argued that services must be offered immediately following arrest of all felons and misdemeanants. In practice, it is not practical or economically feasible. Therefore, service to lock-up facilities will be limited primarily to state inspection and classification of the facilities to insure humane conditions for short-term detention. Working closely with local units of government and the courts will also permit monitoring of the system to discourage abuses of the seventy-two hour maximum and encourage transfer to the holding facility as soon as practicable. Since the bailing process will continue to exist, this service or program will be available at all levels of the system.

2. Holding facility:

Reference is made to recommended correctional system section titled "Function", wherein the county shall provide the facility and the State will be responsible for programs and services. Inspection

of facilities to insure adequate segregation, twenty-four hour supervision, and acceptable conditions will continue to be provided by the State. The bail program shall continue to exist but can expect to decrease as pre-trial release programs are developed.

The remainder of the discussion shall be divided into three categories: (1) pre-trial, (2) post-trial pre-sentence, and (3) post-sentence.

The bail system shall continue to provide release for many individuals at the holding facility who are financially able to meet the obligation to the bonding agency. Those who are not able to produce bond due to financial limitations shall be reviewed daily by the pre-trial release program. The pre-trial program is simply to reduce the confined population to those who need the structure or security provided in a holding facility. Jail confinement, bailing programs and pre-trial release programs are simply means of "insuring" a person's appearance in court. Guilt has not been established and care must be exercised to insure the protection of the individual's rights.

The pre-trial release program has proven to be more successful than the bailing system as a means to insure presence in court. The first screening for release on recognizance utilizes a simply administered evaluation instrument which seeks information relative to employment status, residence, family situation, and past record. If certain criteria are met, the court may release without bail. If certain needs are identified and the offender charged, his attorney and the court agree, services such as job finding, marital counseling or financial assistance may be provided after voluntary acceptance of service is received. No attempt is made to effect the finding of guilt or innocence.

The Bureau of Corrections will be responsible for the development and administration of pre-trial release programs in cooperation with the courts and local sheriff. Direct supervision will be provided by the local Probation and Parole Supervisor of the correctional area.

There are those who are unable to arrange bail and do not meet the criteria of release on recognizance (ROR). A second screening of those rejects of the ROR project and referrals from relatives, attorneys, the courts and sheriff's office, combines ROR with carefully planned support services for the individual. Interviews are held to determine why criteria of ROR were not met and identify certain needs. If concurrence of a screening committee is received that an individual is likely to appear for trial, a recommendation to the court for release and a plan for services is prepared. If the defendant and his attorney agree, the court is asked if the defendant may be released to the project to allow participation in the Pre-Trial Release Program. In some cases, daily contact with the client is required.

In the ROR program and in ROR with supervision, community resources are developed and utilized whenever feasible. Screening for ROR may be done by an individual under contract in remote areas with small caseloads. Alcoholism programs, employment and training programs, existing state, county and local agencies such as welfare, legal aid, vocational rehabilitation, education programs, and others will be tapped to reduce need for professional in-house staff and programs and allow flexibility to meet individual needs. The courts will be responsible for ROR with the Bureau of Corrections providing supervisory services from the Area Center as requested.

Following trial, a pre-sentence investigation may be ordered to provide information to the court which will assist them in making an appropriate

decision with regard to sentence. Offenders will be held at the holding facility until sentencing. Information gathered during the pre-trial program will become a vital portion of the pre-sentence investigation. Investigations will be mandatory for all felons and juveniles when manpower becomes available. Pre-sentence investigations may include psychological evaluation or psychiatric evaluation if not ordered prior to trial. Services may be provided locally.

Those serving short sentences in a holding facility will be provided with counseling services by field staff, volunteers or representatives from private or public agencies within the community. "Out-patient" service will also be available and arranged for walk-ins not currently under the jurisdiction of the facility or the court. The holding facility may be used as a work-release setting but will be discussed in detail under the section "Area Center".

3. Area Center:

Many of the programs and services discussed previously in this section will apply to the Area Center, dependent on the role of each respective center. Since the role of the Area Sub-Center is primarily a satellite to the Area Center to serve outlying sections of the area, a discussion of the programs and services at the Sub-Center is included in this section by the fact that roles of both are similar but to varying degrees. Services of the Sub-Center will depend upon location, size and proximity to the Area Center.

Previously discussed pre-trial and pre-sentence services may also apply to the Area Center. In-house diagnostic services may be provided at the Area Center during pre-sentence status but will generally be contracted with a local agency or service. Remaining roles of the community correctional system are primarily post-sentence.

Sentences shall be indeterminate with a maximum only and shall be to the Bureau of Corrections. Those requiring maximum security for extended periods of time should be sent to the prison. The Area Center will be a full-service center by utilizing resources in the community. In-house programming will generally be

limited to counseling service, short-term basic education programs and other services which may be brought in from the community.

Residents of the Area Center may be classified in appropriate categories for segregation and treatment purposes. They may be sentenced misdemeanants, felons with suspended or deferred sentences (probationers), or sentenced felons transferred from the prison to the Center. Felons with suspended or deferred sentences (probationers) may be placed at an Area Center complex, Sub-Center, Halfway House, or holding facility as a temporary condition of their probation. Since conditions while on probation may be, and usually are, set by the court, the court may grant the Area Center the flexibility of moving a probationer any place within the area complex as needs of the individual dictate before revoking probation and imposing sentence. The court may also insist on field supervision only for a probationer.

Felon residents coming back to the communities from the state prisons will be required to come through the parole system. They will be eligible for the same programs as others but will be screened by the parole board at some point before going out under field supervision.

The simplest approach to discuss programs and services is to categorize the status of residents or clients served by the Center.

A. Residential Service only:

Individuals receive or have available the myriad of resources available in the community, but agents or representatives must be brought to the center or facility. This may include counseling by parole and probation officer, psychiatric or psychological counseling, marital counseling, vocational counseling, etc.

B. Residential With Furloughs allowed:

Individuals receive services in the facility but may leave unescorted for family visits, counseling, short-term training, job interviews, etc.

C. Work or Study Release:

Service at the Center or Halfway House is continued and the individual is allowed to continue full-time employment, education or training and participate in community services.

D. Field Supervision:

Supervision of parolees and probationers living in unsupervised setting. Some may be receiving "out-patient" type services at the facilities. It is advantageous to build in field staff contact with a client whenever practical to promote a continuum of service.

E. Halfway House:

The halfway house is primarily a housing unit for those on work or study release and may be established for the treatment of those halfway in or halfway out, depending upon circumstances involving the individual. Probationers or parolees may be placed in halfway houses for replacement or readjustment purposes. Full-time staff are residence or house supervisors and may include a full-time counselor. Field staff should be utilized as counselors whenever possible.

All of the above units or facilities will depend upon community resources for services. Community or area technical or vocational schools, mental health centers or clinics, medical services, social service agencies, AA groups, sheltered workshops, churches, high schools, colleges and private business and agencies offering social or educational services are examples of the resources which can be mobilized.

4. State Institutions:

The state institution is the facility which will house and provide service and programs for individuals not capable of functioning in an Area Center complex for an extended period of time. Some may

refuse service, or refuse to accept the responsibility for their own behavior. Some may have received lengthy sentences which do not realistically allow long-term programming in a semi-structured setting before parole. Others may be classified as dangerous or only amenable to long-term institutional treatment. Most individuals in the state institution will leave through the Area Center. Some offenders will be discharged at the end of their sentence and others will be parole direct or out-of-state.

Most programming will be provided by full-time staff, e.g. counselors, psychologist, psychiatrist, and teachers. Others may receive vocational training, attend school, or have a work assignment. Some offenders will not qualify for rehabilitation programs and must be institutionalized for the protection of society until they are considered retractable. The primary goal of the facility is to prepare the individual for community programming, working on problem areas which prevent positive participation in the Area Correctional complex or system.

STAFFING REQUIREMENTS

Lock-up Facilities:

If a jail currently provides twenty-four hour supervision of confined offenders, no additional staff will be required for the lock-up function. The staffing of any state employees will not be required at a lock-up facility.

Holding Facilities:

It will be the responsibility of the county to provide required custodial services as necessary for offenders confined at this facility. The state will provide necessary staffing from Area Centers to develop the services extended to offenders at the holding facilities. (Reference Treatment Programs and Services, page II.53)

An adequate inspection program of all lock-ups, holding facilities, half-way houses, Area Centers, and state institutions will be provided by the state. (Reference - PERT Implementation Chart, Page II.109.)

Area Sub-Center and Half-way Houses:

It is difficult to justify state-operated facilities of less than fifteen beds. For smaller populations, it is more feasible to contract for housing with existing facilities such as YMCA, Alcoholic Centers, holding facilities or other appropriate agencies.

When fifteen (15) to thirty-five (35) beds are needed, the following staffing pattern is recommended. Administrators should keep in mind that utilization of volunteers and existing field staff can reduce costs. Obviously, more staff time is required when relating to a sub-center but the similarity justifies placing them together. Salaries are approximate and at the entry level.

<u>Qty.</u>	<u>Position</u>	<u>Salary</u>
1	Residence Administrator	\$9,000.
5	Residence Supervisors	36,000.
1	Counselor (2 in sub-center)	9,000.
1	Cook (optional)	4,800.

Costs of operating a half-way house or sub-center are approximately \$5,200 per year per bed for salaries and support expenses. Support expenses include contract services for mental and physical health care, food, religious services and other miscellaneous expenses. As requirements increase, facilities should be added at the area sub-center level. Return from residents on work or study release status varies from \$2 to \$5 per day depending upon whether or not food service is provided. Cost to the State per bed can be reduced to \$2,675 per year if resident is paying \$5 per day for room and board.

Area Center:

The staffing pattern* for an Area Center is based upon seventy-five (75) to one hundred (100) beds. Approximate cost for salaries and support expenses is \$5,600 per man per year. It is felt that salaries are estimated at a level high enough to attract well qualified people.

<u>Qty.</u>	<u>Position</u>	<u>Salary</u>
1	Area Administrator	\$15,500.
1	Manager, Facility Services	8,000.
1	Program Supervisor	11,000.
1	Community Resources Coordinator	9,000.
1	Parole and Probations Supervisor	12,000.
5	Clerical Staff @ \$4800	24,000.

* See Organization Chart, page II.15

<u>Qty.</u>	<u>Position</u>	<u>Salary</u>
5	Counselors @ \$9000	\$45,000.
12	Correctional Officers @ \$7200	86,400.
1	Food Service Manager	8,000.
1	Maintenance Supervisor	<u>7,000.</u>
	Total	\$225,900.

Support expenses are estimated at \$2600 per man per year and include subsistence, contract services and other miscellaneous support costs. Residents on work-release would of course pay all of their subsistence costs. No credit has been provided for this income because under present practice this income reverts to the general fund.

Probation and Parole:

It is strongly urged that field probation and parole staff be built into the Area Center, Sub-Center, Half-way House and holding center operation. A work unit load of forty (40) cases per officer is recommended with one full-scale pre-sentence investigation equal to five work units.

JUVENILE CORRECTIONAL SYSTEM

RECOMMENDED CORRECTIONAL SYSTEM

Juvenile Correctional System

In setting forth the function of the Juvenile Correctional System, reference is made to the "Comprehensive Juvenile Delinquency Study - Final Report" completed by the Cooperative Extension Service, University of Maine at Orono. This in-depth report has treated juvenile delinquency extensively, therefore, our recommendations will be generally directed to facility consolidations and arrangements and indicated services in general. Juvenile correctional programs are, and should be, extremely flexible as an intricate part of a viable and meaningful juvenile correctional system.

The concern of local governmental units to assume a more important role in the overall corrections system is both recognized and appreciated. It is felt that county and local governmental units can make the most significant contribution to the control of crime in the development of prevention programs. Prevention of crime starts at the juvenile level. It is at this level that counties and communities should have full responsibility for juvenile care and the development and administration of juvenile programs. The general primary function of the Juvenile Correctional System is:

1. To provide stimulation, support and advisory services for the development of community programs for juveniles.
2. To provide necessary care, supervision, and discipline to children who are alleged to have committed delinquent acts or whose behavior and conditions bring them before the court and for whom secure custody is required, and other children not requiring detention, but needing the supervision and services offered at treatment centers.
3. To observe, evaluate and to render diagnostic services that are required by the court, insuring better disposition or placement of the child.

4. To involve the child in an academic program that is commensurate with the child's ability.
5. To aid the child in using the detention or institutional treatment experience to better understand himself, his strengths and weaknesses, and to come to grips with his problems.

A primary factor and an integral part of the total juvenile correctional system is the urgent need for an effective family court system. A mandatory in-depth pre-sentence investigation would be totally in keeping with the philosophy of avoiding entry into the correctional system whenever practical. One or more family courts should be established in each of the juvenile correctional areas, whereby the judge could be greatly assisted in the adjudication by adequate and meaningful information. While the fundamental purpose of this study is directed to recommending an improved correctional system, the preventive aspects that can be accomplished through the use of various services in the community will have an important impact on correctional problems. There is a strong need for the involvement of the community in preventive programs directed to "children in need". Involvement at an early stage in the many ramifications of a child's developing and maturing problems should be contemplated by the Bureau of Corrections.

As indicated earlier in the study, the Boys' Training Center at South Portland and Stevens School at Hallowell should be developed into juvenile coeducational treatment centers. Likewise, the recommendation has been made for a similar facility in the Bangor area. Ultimately these youngsters must be integrated back into the community and hopefully will be able to cope with problems involving both sexes. Much value can be obtained in conditioning these children to normal associations similar to those expected to be encountered in the community in the areas of school, recreation, religion, etc.

In describing the function of the juvenile correctional system services provided, jurisdictional control, financial responsibility and facilities are defined as follows:

Coeducational Area Treatment Centers:

These facilities will provide care for the child who requires physically restrictive conditions and children not requiring detention, but needing the structure of an institutional setting.

1. Services provided: Generally the services provided at coeducational area treatment centers will be the same as presently provided at the Boys' Training Center and at Stevens School, which will include the following:
 - a. Casework service. Counseling and guidance in respect to fear and anxiety in regard to the facility, expectations, and establishing an attitude of acceptance of the child and rejection of his misbehavior only. Casework service would also include entrustment and aftercare services and other instructional services as needed with each individual case.
 - b. Service to the court. Coordination of diagnostic evaluation and progress reports including psychological and psychiatric testing, as well as physical evaluation.
 - c. School services. An evaluation and involvement of the child in academic achievement, including instruction and curriculum to meet the child's social and mental needs. This will involve increased use of local schools, vocational programs, volunteers and community resources.
 - d. Recreation and leisure time. Provide recreation to meet the child's physical needs, as well as constructive use of leisure time in developing self-discipline through therapeutic programs of arts, crafts and others of interest to the child.

- e. Medical services. Periodic physical examinations and mental and dental care as required.
- f. Psychological and psychiatric services as required.
- g. Religious services.
- h. General guidance and counseling. Preparing the child for early placement in half-way houses or group homes and foster home situations.
- i. Utilization of volunteer services and one-for-one involvement of volunteers for community support.

2. Jurisdictional and financial control

It is recommended that the juvenile area treatment center be under the jurisdictional and financial control of the State. The Juvenile Area Director will have direct responsibility for the operation of the correctional center. In certain instances and if appropriate, financial assistance may be provided by the parents. Involvement of the parents in financial responsibility as well as the guidance and progress of their child is highly desirable if practical.

Half-way Houses and Group Homes:

The purpose of the half-way house or group home is to provide temporary unrestricted care for children who have the strength to live in an open environment but whose emotional, social, and environmental makeup makes it difficult or impossible for them to return home. These facilities primarily have a home-type atmosphere with live-in house-parents.

1. Services provided:

- a. Care, guidance and discipline for children who are before the court.

- b. Initial study of the placement of the child in the group home situation, arrangements for future plans, developing successful goals and counseling with the child regarding problems, school curriculum, academic progress and acting as liaison within the agency and community on behalf of the child.
- c. Medical services. Provide for periodic medical examinations in addition to normal medical and dental care.
- d. Group services. Provide the child with involvement in group meetings with other children, developing group life participation.
- e. Psychological and psychiatric services as required.
- f. Child care services. Providing twenty-four hour supervision, guidance, habit development, personal development, social etiquette, dress and personal care.
- g. To prepare the child for movement to a foster home or integration back into the community as soon as feasible.
- h. Field staff, counselors, and social workers may be assigned to the half-way house or group home for the development of the above services. It is recommended that the population of the half-way house or group home should generally not exceed a maximum of fifteen (15).

2. Jurisdictional and financial control:

Jurisdictionally and financially, the State is responsible for the operation of the half-way house or group home, which will be under the direct control of the Juvenile Area Director.

Foster Homes:

Approved foster homes will be provided for children requiring unrestricted care for the purpose of establishing a home-like atmosphere for the child.

1. Services provided:

- a. Normal guidance, care, discipline and supervision for the child in a family home atmosphere.
- b. Evaluation, counseling, and assistance in the placement of the child in the foster home will be provided by field staff, counselors, and social workers.
- c. In addition, the child will be provided with adequate medical, psychological, psychiatric services, and assistance in academic areas as may be required in each situation.

2. Jurisdictional and financial control:

Functionally the State will be responsible for the jurisdictional and financial control of the foster home. Counties should be encouraged to provide approved foster homes to accommodate children in each respective area.

Emergency Foster Homes:

It is recommended that emergency foster homes be established for short-term periods to be used as an alternative to a lock-up in jail. In addition, the emergency foster home could be used prior to adjudication or while waiting transfer to a foster home, group home, or Area Treatment Center.

1. Services provided:

- a. The services provided in an emergency foster home should be similar to those described in a foster home, other than on a very short term basis as practical.

2. Jurisdictional and financial control:

The total jurisdictional and financial control for providing emergency foster homes should be assumed by each respective county.

RECOMMENDED JUVENILE CORRECTIONAL AREAS

After a comprehensive study of each of the sixteen county court records in the State of Maine, the same approach as applied in establishing Adult Correction Areas was used in juvenile corrections and some different correctional areas are being recommended for the juvenile offenders.

Area I - Consists of the Southern Maine and Cumberland Planning and Development Districts which includes the counties of York, South Oxford and Cumberland (excluding the city of Brunswick and the towns of Freeport, Harpswell and New Gloucester).

Area II - Consists of the Androscoggin, Kennebec and Mid-Coastal Planning and Development Districts and includes the counties of:

Androscoggin	Sagadahoc
Franklin	Lincoln
Oxford	Knox
Kennebec	Waldo
Somerset	Cumberland (city of Brunswick)

Area III - Consists of the Penobscot, Eastern Maine and Northern Maine State Planning and Development Districts which includes the counties of:

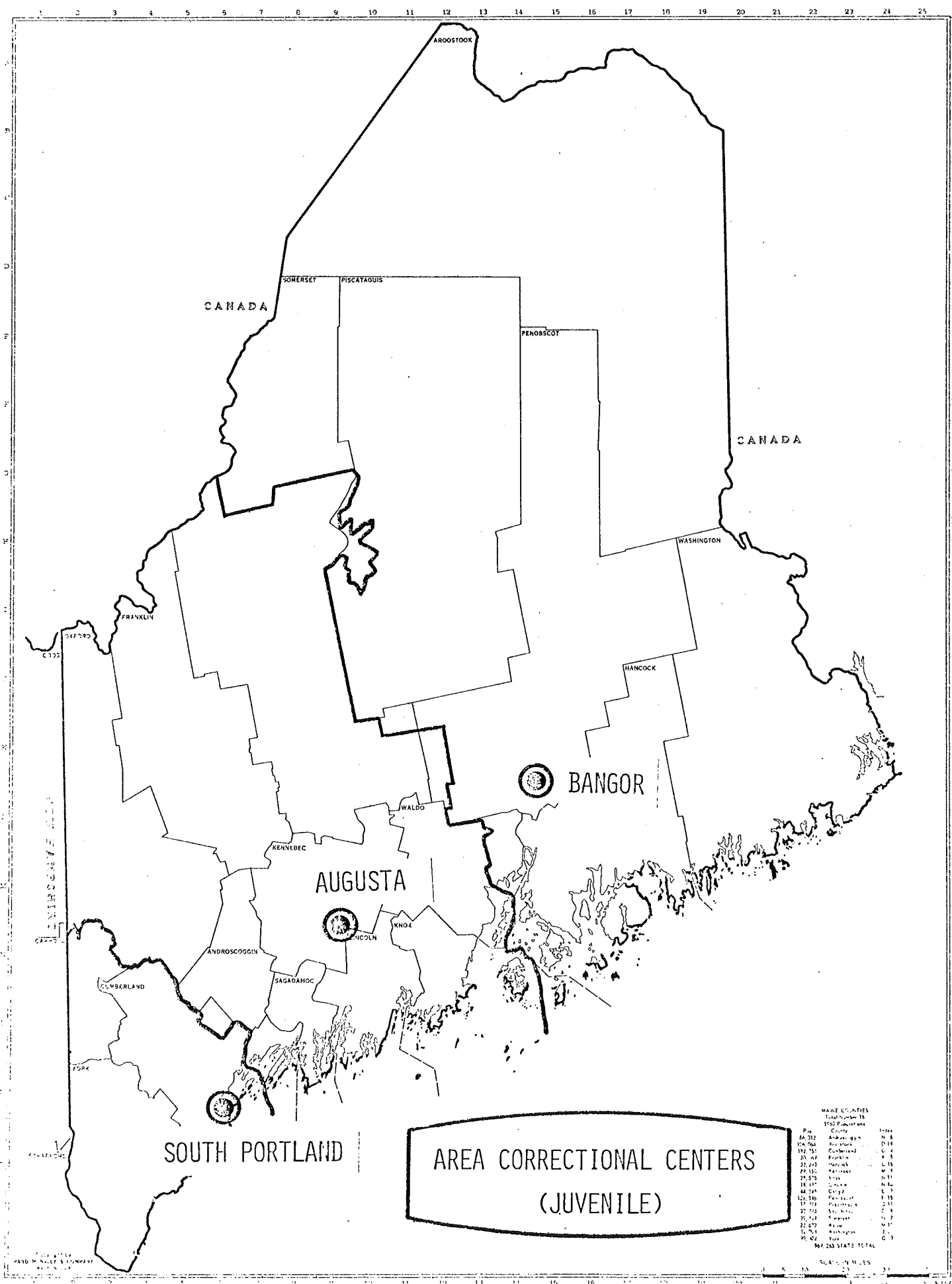
Penobscot	Washington
Piscataquis	Aroostook
Hancock	

It is recommended that a Juvenile Area Treatment Center be established in each of the three correctional areas. The proposed centers should be located as follows:

Area I	- South Portland (Boys' Training Center)
Area II	- Augusta (Stevens School)
Area III	- Bangor (new installation)

RAND McNALLY STATE COUNTY OUTLINE MAP

MAINE
SIZE 8½ x 11



Future sub-centers should be located at Auburn-Lewiston and Presque Isle.

The future sub-center located at Presque Isle in Area III (Bangor) would function as a satellite operation under the general direction and guidance of the Bangor Area Treatment Center.

Also, the Auburn-Lewiston satellite operation should be initiated under the general direction and guidance of the Augusta Area Treatment Center as caseloads demand and require additional services.

Each Area Treatment Center and Sub-Center location was determined by the caseload findings in the District Court docket caseloads for various offenses and court dispositions. Each grouping of counties into regions was determined by the following list of location criteria and factors:

- a. The population density, adult and juvenile, male and female and age profiles, trends and projections.
- b. The numbers and types of offenses committed in each district court (records and jurisdiction) within each of the eight State Planning and Development Districts throughout the State of Maine.
- c. Location of significant metropolitan economic centers, state educational centers, state mental health hospitals and associated professional services, available surplus building facilities, law enforcement centers, court facility locations and community resources.
- d. The state-wide improved roads and superior highway networks were considered for minimized transportation costs.
- e. The state's general topography and geographical characteristics.
- f. Location and/or adaptability of existing correctional facilities.

- g. Location and/or adaptability of existing community facilities.
- h. The present official State Planning and Development Districts and the Maine Law Enforcement Assistance Administration Districts and their several reports and consultant studies.

The three geographical areas designated as Correctional Areas range in size from the smallest, Area I, located at the extreme southwestern tip of the state to Area III, the largest of the three which encompasses approximately the entire northern half of the state.

In reverse order, however, Area I will account for 31.6% of the total projected offender caseload to be processed through the Area Centers, while Area II will account for 34.7% and Area III 33.7% of the combined total for the three areas.

RECOMMENDED FACILITIES

(Juvenile)

Area I Juvenile Area Treatment Center:

It is recommended that Bureau of Public Improvements facility program plans for the two Bienniums 1971-73 and 1973-75 be continued on an interim basis using level and same priorities as planned under Capital Improvement Projects. The renovation, repairs and maintenance of existing facilities should be continued in accordance with present schedules. However, the proposed capital improvements such as the twenty-eight bed boys' living cottages (2) should be carefully justified by projected workload demands before expenditure of \$650,000 in funds for these items. It is important to carefully analyze the proposed co-educational time schedules under the new recommended corrections system. It is anticipated that some of the boys will be sent to Stevens and Bangor Area Center facilities with a resulting reduction in bed requirements at the South Portland Area Center.

Area II Juvenile Area Treatment Center:

In reviewing the Stevens School facilities in Hallowell as the Area II Juvenile Treatment Center, it is recommended that the proposed new building to be constructed in accordance with present plans be used to accommodate the (transferred) clients of Women's Correctional Center at Skowhegan. This building should be located away from the major cluster of buildings on the beautiful and scenic Stevens School campus.

It is further recommended that as the demand for more facilities increases with the increase in correctional population, the long-range plan proposed to the Department of Mental Health and Corrections by the Construction Consultant in a letter dated November 7, 1968, be carefully reviewed. It concerns priority plans developed for the bienniums 1971 through 1977 by the Bureau of Public Improvements.

Stevens I and II can be utilized for boys at the initiation of the first stage of coeducational development of the Stevens campus after minor repairs, modification and decoration.

The next stage could be the replacement of Erskine Hall as a new boys' dormitory building. The building would be fire resistant, single-story and brick-faced with thirty-two (32) single rooms. The cost of such a 9,090-square-foot building with student rooms, snack kitchens, two recreational areas, two laundry rooms, canteen and barber shop is estimated at \$377,800 through the year 1973, already in the existing Bureau of Public Improvement plans.

Area III Juvenile Area Treatment Center:

It is recommended that the Area Treatment Center for Area III be located in Bangor, Maine. Two facilities can be made available for juvenile offender use. One is available at the Dow Air Force Base or University of Maine at Bangor, consisting of two nineteen-bed capacity buildings and the other at the Bangor State Hospital grounds, but somewhat isolated from the main complex of State Hospital buildings.

The Attendants' Dormitory building could be made into an excellent area correctional center facility for juveniles. It is recommended that consideration be given to avoiding the image of the State Hospital neighboring buildings by street name dedication and house address designation. This building was built in 1958 of red brick construction and now has been idle over one year. It is two stories in height with a very attractive view of the surroundings to the west of the main grounds. The building is in excellent condition and very little painting, decorating or renovation would be required to use this facility. The building can conveniently accommodate fifty-two (52) residents in private sleeping rooms, and an additional open basement area with storage rooms, laundry room, kitchenette, trunk rooms, game rooms, and other unassigned rooms.

At the Dow Air Force Base, the two buildings designated as T-227 and T-228 or building numbers 52 and 53,

formerly the Work Skills Development Center, are enclosed by the streets of Indiana Avenue, Illinois Avenue, Texas Avenue, and Cleveland Street, in a pine-tree isolated section. The area on the first floor formerly used as a kitchen, dining and living room can be converted into meeting or classrooms and office space containing chairs, tables, lamps, desks, etc.

The entire building should be repainted inside and outside with floors repaired and walls decorated. Carpeting, blinds or curtains and drapes will greatly aid in removing the old wooden apartment atmosphere, which the building now has. A parking lot is located across the street. The utilities need to be reconnected and some repairs made. The grounds have a clean and neat appearance and no additional shrubs or landscaping is required. This building is compatible with the neighboring college campus and associated LEAA program buildings.

Another building, Porter Hall, located in Presque Isle at the site of the old Air Force Base but now known as the Northern Maine Vocational Technical Institute grounds could be made into a usable facility. It was formerly used as an all-male dormitory facility for University of Maine, Bangor.

This building is structurally sound and contains two floors of usable floor space. The dormitory space is on the first and second floors and could very easily accommodate sixty-three to sixty-five residents. The first floor also has six large rooms which could be used as large classrooms, and a living room with smaller space for use as counseling rooms. The second floor has two small rooms which could be used as office space or counseling rooms. Each floor has shower and toilet facilities.

This building is usable in its present condition. With moderate painting and interior decorating accomplished with resident or "client" labor at minimal cost, this structure could become an excellent Area Center facility. If the large open areas are converted to private sleeping rooms for residents, the renovating costs will be greater with a lengthier delay in occupancy.

It is recommended that this Area Treatment Sub-Center be considered for the Presque Isle Area.

JUVENILE LOCK-UP FACILITIES

The following facilities are available and considered adequate for lock-up use for juveniles:

	<u>Units</u>	<u>Rating</u>
<u>AREA I</u>		
Cumberland County Jail	2	Excellent
<u>AREA II</u>		
Stevens School	--	Excellent
Androscoggin County Jail	2	Excellent
Franklin County Jail	1	Good
<u>AREA III</u>		
Penobscot County Jail	1-4	Adequate
Aroostook County Jail - Plans exist for 4 units in the near future.		

JUVENILE CORRECTIONS

Treatment Programs

Consideration has been given to the programs which are presently in effect at the Boys' Training Center at South Portland and at Stevens School, and attention is again directed to the findings and recommendations contained in the "Comprehensive Juvenile Delinquency Study - Final Report." We would recommend that present programs be continued and that many of the recommendations contained in the "Juvenile Delinquency Study" be adopted.

It does appear, however, that a greater effort should be made to further reduce the institutional populations by greater involvement and utilization of community resources and programs. The development of volunteer probation and aftercare counselors for juveniles would allow rapid expansion of field services through community participation. Examination of Volunteer Counselor Program developed and operating in Nebraska may provide necessary planning information.

Under the Functions Section of the Juvenile Program, various services to be provided by each facility have been enumerated. It would be redundant to repeat and restate the various services to be offered.

For further consideration, the total juvenile correctional system should be examined basically from two general functions:

1. Diagnostic services
2. Treatment services

The diagnostic investigation services offered to a child and the community should be mandatory and are classified in three general areas:

1. Emotional status - mental health of the child and family.
2. The academic status of the child.

3. Social services needed to aid the child and family in modifying and correcting behavior.

These diagnostic services will offer the court various alternatives in disposition which will benefit the community and the child, by entering a process of planned, constructive rehabilitative therapy. Many times a child is belligerent and hostile due to emotional difficulties relating to a family situation. When the child is removed from the family group and placed in a situation where firm, consistent supervision and control is provided, many times they will be able to adjust their own behavior. Juvenile treatment programs must be flexible and adaptive to each individual child's respective problems, if they are to produce effective results. Each program must recognize individuality, be geared to the acceptance of the child as a person, molded on building on the child's strengths and geared to involving the child in an open environmental situation as soon as practical for his reintegration into the community.

Treatment programs, offered in a treatment center, group home or foster home, must be adapted to each child in the following general areas:

1. Individual and group counseling and guidance supported by psychological testing, psychiatric interviews, and physical examination.
2. School services - involving a varied curriculum and instruction to meet the child's mental and social needs.
3. Recreation - providing adequate recreation to meet and challenge the child's physical abilities.
4. Leisure time - constructive use of leisure time by involving the child in areas of interest.
5. Medical services - periodic physical examinations, medical and dental care.
6. Religion - meeting the spiritual needs of the child.

7. Involving the child in a constructive and meaningful work experience but not of a punitive nature.
8. Involving the child in many volunteer community services as a step toward his return to the community.

Treatment programs may be many and varied. The general direction of treatment programs where practical should be toward greater use of public schools, vocational training programs and public facilities, such as churches, libraries, and recreational services. In this manner the child adapts himself to normal community living.

Community Resources:

The community resources available only for the juvenile sector of Corrections have not been delineated from those available to adults. Since the majority of the services pertain to both adult and juvenile, male and female, the resources are combined in the Findings Section -- Community Resources. *

Reporting and Records:

The majority of the reporting and records-keeping recommendations pertain to all offenders/delinquents, regarding their introduction into the system, while in custody and upon release. Therefore, all are treated in the same section.

Budget and Costs:

Cost estimates and anticipated budgeting requirements pertaining to juveniles are presented in the total cost and budget projections section.

Statutory Changes:

Required statutory changes, as related to the juvenile correctional system, are presented in the total Statutory Change Section of this report.

*Reference Volume III, page 92

REPORTING AND RECORDING PROCEDURES

To effectively administer the total corrections system it is of prime necessity for the Director of the Bureau of Corrections and others charged with that responsibility to have access to basic facts and information. This information consists largely of statistics concerning what is actually happening in each of the three correctional areas, in the Area Centers, and at the institutions. This data must be regularly collected and carefully evaluated to achieve validity and accuracy.

It is recommended that responsibility for the effective collection of meaningful corrections statistics and information be placed within the Bureau of Corrections. A central statistical office should be responsible for the collection, compilation, interpretation and publication of all information and data concerning the corrections function and offender population. Initially, this unit can function under the Bureau of Administrative Services with joint responsibility to the Bureau of Corrections for meeting its statistical requirements. Additional staff and equipment should be supplied to meet the needs of the Bureau of Corrections as well as other statistical needs of the Department of Mental Health and Corrections.

Uniform classification should be established for all types of data and information throughout the statewide corrections system. Uniform terms and definitions should apply to like information in all Area Centers, facilities, institutions and components of the system.

Bureau of Corrections policy and procedures should be established and clearly defined for the collecting, recording and processing of each item of statistical data reported. Guidelines should be prepared for the assembling of information needed by administrators for general corrections planning and operations. It is recommended that consideration be given to expanding the function of the central statistical office to eventually include planning and research when funds and staffing can be available for that purpose. The total effectiveness of the Bureau of Corrections will not be realized until provisions have been made for a statistical planning and research capability which

will meet the needs of the corrections system for the State of Maine.

Administrative planning and research should be made a significant part of the total Bureau of Corrections effort. Long-term planning to meet future needs and changing conditions should be a major concern of the Bureau Director. The statistical office should become the source of studies conducted in an effort to predict at least ten years into the future the expected load of the Bureau and the total Corrections system in terms of nature and volume. Based on the results of these studies, plans may be made relative to upgrading and modernizing of facilities and programs as well as determining future personnel requirements. Organized research designed to test the effectiveness of the Bureau's correctional programs and to aid in the continual development of new offender treatment techniques should be of prime concern to the Bureau Director.

As the role and scope of the Bureau of Corrections expands, it is anticipated that by 1985 the Bureau will have its own Office of Planning and Research staffed with competent professionals to perform the functions of that office. When established, the Office of Planning and Research should be responsible for:

- (a) Determining the qualitative and quantitative information required by the Bureau of Corrections for planning and carrying out its functions.
- (b) Developing the necessary procedures and reporting systems for obtaining the desired information.
- (c) Conducting "in-depth" evaluative studies to supplement and guide the activities of the other operating institutional and service divisions of the Bureau.

The Office of Planning and Research should develop the Bureau's information systems which will provide data indicating problem areas, corrective action, other possible solutions and a continuing progress report of accomplished results.

The overall administration of the Bureau of Corrections should be based upon a clearly defined, logical and consistent statement of policy which has been mutually agreed upon by the Director of the Bureau and the Commissioner of the Department. The policy of the Bureau should represent a plan of operation which will insure a rational balance between offender needs, general public interests, and the objectives of the Area Correctional Center System.

It is highly important to the total success of the system to have a clear-cut statement in writing of the broad objectives, principles and general plans of the Bureau Director. The Bureau policy should provide the basis for a comprehensive plan of action covering all phases of the total operation. It should be expressed in simple and direct language which is clearly understood by the public and by every employee within the system. Bureau of Correction's policy should be issued by the head of the Bureau with the approval of the Commissioner and the Governor, while participation in its formulation should be shared by as many key officials and staff specialists within the Bureau as practicable.

A Bureau of Corrections policy and procedures manual should be prepared specifically for the Bureau in which all operational policy and procedures concerning administration of the Bureau may be found. Specific policy, rules, regulations and procedures issued by the head of the Bureau of Corrections should be clear and detailed enough to leave no doubt in the minds of the institutional, Area Corrections Center, and other Bureau personnel of the basic objectives and specific limitations desired by the Director of the Bureau of Corrections.

Although Bureau policy and procedures must be detailed and specific, they should also be broad enough in scope to permit the use of discretion and flexibility on the part of responsible subordinates at all levels of administration. The rules and regulations should be prepared so that there will be no question at subordinate levels of administration with regard to the amount of authority which has been delegated to them.

Reference is hereby made to the Functional Analysis of Maine's Criminal Justice System as prepared by Technology Management, Incorporated in June, 1971. Appendix A of Volume II of that study programs in great detail the functional flow of an offender, and the corresponding case, through the Maine Criminal Justice process. The offender's progress through the criminal justice system is carefully detailed from the time a crime occurs until he is returned to society, if in fact he is, after having served his time.

Throughout the offender's progress through the system, it is necessary to prepare and maintain a complete set of records concerning the offender, his treatment and his behavior. Sources of data relating to offenders are to be found in the records kept on each individual offender. One of the most important sources of data is a comprehensive case record or offender file which contains all legal papers and documents, a complete case history, all progress and allied reports concerning his stay in the system and all other data or correspondence which pertains to the offender.

A simple case folder should be prepared for each offender at the point of initial contact by the pre-trial interviewer. Following the finding or establishment of guilt, a Case Record Folder should be prepared. If the offender has been a previous client of the correctional system, a copy of the prior folder should be available from Bureau of Corrections Central Records. Ideally, a micro-filmed copy would be maintained rather than a hard copy of prior records.

For uniformity and completeness, for example, the Case Record Folder could be organized to consist of four distinct sections labeled as follows:

- | | |
|--------------------|----------------------|
| I. Intake | III. Medical Reports |
| II. Correspondence | IV. Legal |

- I. The Intake Section of the Case Folder could be made to contain admission data which would include the following:

Admission Data Bank:

A. Statistics Sheet

1. Date of arrival or commitment
2. Offense or offenses and related sentences
3. Number of counts or commitments - to run concurrently or consecutively
4. County or court of commitment
5. Conviction - plea of guilty or trial
6. Other official data and information which relates to the offender's commitment

B. Pre-Trial Evaluation Data

(Use of the Vera Manhattan Instrument and/or Interview Summary)

C. Pre-Sentence Investigation Information

D. Psychological Evaluation Results

E. Psychiatric Evaluation Results

(D. & E. not necessary on all committed offenders)

F. Medical Summary

G. Social History

1. Summary of prior criminal history
2. Marital or family status including the number of marriages
3. Psychological classification if standardized tests have previously been used
4. Educational background and achievement level
5. Military record or experience
6. Job experience, vocational training

H. Admission Summary

Planning Data Bank:

I. Needs Evaluation

(Classification as to security needs, educational and vocational needs, medical needs and behavioral needs)

J. Resident Treatment Plan

K. Behavioral Goals and Objectives

Progress Data Bank:

L. Disciplinary Reports

M. Progress Reports

N. Separation Report

1. Evaluation of academic and vocational training received during stay within the system
2. Summary of work experience and attitude
3. Summary of disciplinary infractions and action taken
4. Evaluation of residents general adjustment to the correctional system and experience

II. Correspondence Section

(Contains pertinent correspondence regarding the offender)

III. Medical Reports

(Contains all official medical records)

IV. Legal Records

A. Mitimus (commitment papers)

B. Transcript

The Case Record Folder should go wherever the resident goes throughout the State Correctional System. This procedure could minimize duplication of records and the duplication of effort. Only that information and data should be admitted to and retained in the resident's Case Record Folder which will contribute to its utilization and formalized evaluation through cumulative reporting for the purpose of achieving desired results. Whether the resident is transferred from Holding Facility to Area Correctional Center to Half-way House or to an Institution, his Case Record Folder should be maintained and follow him in accordance with clearly defined Bureau of Corrections policy and procedures. Exceptions to the above will be established as appropriate.

A complete picture of the total corrections complex for the State of Maine requires accurate information concerning number of offenders committed to the correctional system, the length of stay, the type of release and the general result of what happens to them after going through the correctional process*. These are areas which should be continually studied in relation to the overall processes of the total corrections system.

General information and statistics concerning the day-to-day operations of the Area Correctional Center System should be collected on a day-to-day basis. It need not be submitted on a daily basis, however. At each Area Correctional Center, for example, a Morning Report could be compiled. The Morning Report should include all Resident population committed to the Bureau of Corrections, whether they are in an Area Corrections Center, Sub-Center, Half-way House, or Holding Facility.

In listing arrivals and departures on such a daily reporting system, sufficient information must be recorded to identify the prisoner and the reason for movement. A standard order for listing such arrivals and departures on a daily report would be:

*A central control file could be maintained for closed cases. Periodic checks on released offenders could be made and sampling taken to determine the degrees of success which offenders exposed to the programs have experienced since being released.

Admissions:

1. New persons received under commitment.
2. Parole or conditional-release violators returned.
3. Other types of returns:
 - a. From escape.
 - b. From court, having been removed from the institution to participate in court proceedings.
4. Received by transfer from another institution.

Departures:

1. Release by expiration of sentence.
2. Other unconditional release - pardons, etc.
3. Conditional releases - paroles.
4. Deaths.
5. Released by transfer to another institution.
6. Other releases.

In each instance, inmates falling under the category indicated should be listed by name and number for identification, together with an explanation of the specific reason for admission or release. For new persons received under commitment, the movement sheet should show the offense or offenses for which committed and the county or source of commitment. For violators returned, there should be an indication showing whether the violation was contrary to parole provisions or due to committing a new offense, and in the latter case, indicating the offense and its location.

For persons released because of expiration of sentence or conditionally on parole, the term of sentence should be indicated on the movement sheet. The destination or parole supervision office to which the person is released should be stated for those paroled. Each time transfers are listed, either in or out of the center, the place from which transferred or the place to which transferred should be indicated in each instance. In essence, the

daily movement reporting form is an official log for the corrections installation showing its daily count and changes in count during the day. Such information can serve the central statistical office as the source of information on all offender movement.

Probation and Parole personnel should submit a monthly population report to their respective Area office since they receive cases directly from the courts. Report forms used for reporting probation and parole information should be standardized incorporating the most desirable features of the forms now being used by each of the three Probation and Parole Districts. This report should be a detailed accounting of daily resident population in terms of adult males and females, juvenile males and females, number in, number out and security requirements for each. The reporting form used should be a standardized form with comprehensive reporting and target date requirements.

Monthly, quarterly and semi-annual reports concerning corrections population movement, per capita financial data, staff personnel information, summaries of special studies and analysis of current trends should be submitted to the Bureau of Corrections Director for timely dissemination to administrative personnel as necessary and practical. Timeliness is of great importance if such reports are to be meaningful and useful to the administrators.

Responsibility for forms evaluation and control should be fixed within the Bureau of Corrections and all forms presently in use should be carefully reviewed. Each should be evaluated in terms of simplicity, relevance and contribution to overall effectiveness of the system. If one form can be designed to serve two or more purposes, it should be made to do so. The design and development of practical and meaningful forms for use in the proposed Area Correctional Center system should be coordinated with the system's implementation. At that time the proper form may be designed and integrated into the system on the basis of its relevance and functional worth to the total system.

With the implementation of the Area Correctional Center system, the Bureau of Corrections central files

should be reviewed, evaluated and upgraded. An obsolescence schedule for the various types of filed matter should be established. Filed materials other than current documents, reports, correspondence, etc., as dictated by the obsolescence schedule, should be removed from the current files and placed in the storage archives, microfilmed as appropriate, or destroyed. A meaningful filing system should be set up which will comply in the most effective manner with Bureau of Corrections requirements. A filing system index should be established which will provide for the efficient retrieval of filed information at any time.

A Standard Identification System should be established. An example of such a system might include the social security number which is increasing in usage as a standard identification number. The number itself is not designed to provide the correctional system with significant information. An identification system can be devised whereby certain letters or digits indicate where a resident of the system first entered into contact or was first committed to the system. That portion of the identification can be permanent regardless of how often he is transferred or contact with the system is repeated. Two letters or digits of the identification number can also indicate current status or place of residence, such as prison, parole, Area Center, etc. A well-designed system can efficiently contribute information to agency administrators at any given time. A poorly designed and implemented system can be so complicated that benefits are not sufficient to outweigh problems and inconveniences.

Reporting and Recording policies, procedures and system as outlined, will, with few exceptions, pertain to the overall Area Correctional Center system whether involving adult or juvenile offenders. Upon implementation of the proposed system, significant differences in requirements will be adjusted accordingly and in the most effective and desirable manner. Where frequent reporting to the court concerning juvenile disposition and status is required, such requirements will be met through established procedure and reporting. All record keeping and reporting with respect to juvenile confinement and rehabilitation will be reviewed at the time of implementation of the system.

BUDGETS AND COSTS

The tables at the end of this section show the operating costs of the present correctional system and the estimated cost of the proposed system. The following are some of the assumptions and factors that were considered in developing the estimates:

1. The costs and estimates do not include capital improvements, renovation or building repairs. Nor do they include other costs, such as pension costs and services received from the Department of Mental Health which are now shown in operating budgets.
2. The cost estimates do not show any credits for subsistence paid for by offenders who are housed for work release programs or employed by the Area Center.
3. The estimated costs are projected to that point in time wherein the recommended system is in full operation and any facilities scheduled to be phased out have been phased out. Estimated costs are projected on the basis of 1972 dollars.
4. Parole and probation (field services) fiscal costs are included in the Area Center estimate and include the Juvenile Probation and Parole caseload. Staffing requirements were determined on the basis of an estimated 1200 clients per area with 30 probation and parole officers and three supervisors to serve each area. Each Parole and Probation officer would have an estimated average caseload of forty. In considering the additional time involved in pre-sentence investigations, holding center services and community programs such additional functions would result in the equivalent of a caseload average of 45 to 50. Cost estimates were determined as follows:

30 P&P Field Officers @ \$9000	\$270,000
3 P&P Field Supervisors @ \$10,500	<u>31,500</u>
	\$301,500
Total 33 - Travel exp. @ \$1500	49,500
Miscellaneous expense	<u>7,500</u>
	\$358,500

5. The residential cost shown under each area includes both the cost of the area staff and support services. Those cost breakdowns are shown in the section on Staffing Requirements.

Administrative Services	\$225,900
Support Services 75x\$2600	<u>195,000</u>
	\$420,900

6. The State Administrative cost estimates include sufficient increase to acquire the staff shown in the organization chart.

16.11

	Bureau of Corrections Operating Costs 1970-71			Bureau of Corrections Operating Costs-Proposed System		
	Average Daily Popltn.	Cost Per Inmate	Total Cost	Est. Average Daily Popltn.	Est. Cost Per Inmate	Est. Total Cost
<u>ADULTS:</u>						
Women's Corr. Center	28	\$ 12,992	\$ 363,785	15	\$ 8,000	\$ 120,000
Men's State Prison	341	3,799	1,295,325	250	6,000	1,500,000
Men's Corr. Center	145	6,494	941,629	--	--	--
Area Center I	--	--	--	(Res.) 75 (Clients) 1200 (HWHouse) 20	5,600) 300) 5,040)	880,300 (Area I Total)
Area Center II	--	--	--	(Res.) 75 (Clients) 1200 (Sub-C) 25 (HWHouse) 20	5,600) 300) 5,200) 5,040)	1,010,300 (Area II Total)
Area Center III	--	--	--	(Res.) 75 (Clients) 1200 (Sub-C) 25 (HWHouse) 20	5,600) 300) 5,200) 5,040)	1,010,300 (Area III Total)
TOTAL ADULT COSTS			\$ 2,600,739			\$ 4,520,900

Bureau of Corrections
Operating Costs 1970-71

	<u>Average</u> <u>Daily</u> <u>Popltn.</u>	<u>Cost</u> <u>Per</u> <u>Inmate</u>	<u>Total</u> <u>Cost</u>
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JUVENILE:

Boys' Training Center	240	\$ 7,333	\$ 1,759,970
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Area I	--	--	--
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Stevens School	74	9,934	735,098
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Area II	--	--	--
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Area III	--	--	--
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TOTAL JUVENILE COSTS			\$ 2,495,068
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PROBATION AND PAROLE	2485	206	526,091
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STATE ADMINISTRATION			23,261
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TOTAL COSTS	3313	\$ 1704	\$ 5,645,159
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Bureau of Corrections
Operating Costs-Proposed System

	<u>Est.</u> <u>Average</u> <u>Daily</u> <u>Popltn.</u>	<u>Est.</u> <u>Cost Per</u> <u>Inmate</u>	<u>Est.</u> <u>Total</u> <u>Cost</u>
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	110	\$ 8,000	\$ 880,000
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	110	8,000	880,000
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	110	8,000	<u>880,000</u>
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			\$ 2,640,000
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	--	--	--
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			122,000
--	--	--	---------

	4530	\$ 1,608	\$ 7,282,900
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REQUIRED STATUTORY CHANGES

The scope of review of present statutes as a part of this study was predicated upon necessary changes required in accordance with the recommendations of the study, i.e. coeducational juvenile treatment centers, indeterminate sentencing to the Bureau of Corrections, etc. In addition the review was focused upon those statutes governing the operation of the Bureau of Corrections and to identify areas which need closer examination during Phase II.

Adult:

Changes in sections of the criminal code relating to place of commitment will be necessary; however a great deal of flexibility is currently possible if the administration will utilize the work release and furlough laws to their fullest for those coming from the state institutions. Much can also be accomplished for those being sentenced if officials will work closely with the courts and expand the definition of probation or seek an option for the courts to utilize or sentence to any facility operated by the local or state corrections program or simply to the Bureau of Corrections, rather than a specific institution. The following is a model section from the 1967 Standard Act for State Correctional Services and relates to commitments and transfers and could replace Sections 801, 808A, and other related sections:

Section _____ Commitment: Transfers

Commitment to institutions within the jurisdiction of the department shall be to the department, not to any particular institution. The director shall assign a newly committed inmate to an appropriate facility. He may transfer an inmate from one facility to another, consistent with the commitment and in accordance with treatment, training and security needs, except that he may not transfer to an institution for offenders committed

by criminal courts a minor adjudicated as delinquent by a (juvenile or family) court. A person detained in or sentenced to a local jail may, at the discretion of the director, be transferred to a state institution.

STATUTES:

Clarification of Section 1631 is necessary to insure that courts clearly have the authority to place an individual on parole after confinement in a holding facility when given sufficient evidence by corrections officials that such action is warranted. It appears that the practice currently exists in some areas since reports from Probation and Parole staff indicates receipt of persons from jails on "split sentences"; for example, thirty days in jail and one hundred twenty days on parole.

Section 1631 should also be clarified to insure the constitutionality of requiring confinement in lieu of fines. Recent court decisions certainly raise questions in this area.

Sections 1672 and 1673 should be changed to allow for indeterminate sentences for all offenders. The changes should clearly allow for credit of jail time (Section 702) and revise the sections relating to time-reduction (Section 705 and Section 865) so they are consistent. The present statutes could be challenged, if misused, as relating to the "additional two days per month". This assumes sufficient opportunity for work "outside" or "work deemed ... to be of sufficient importance and responsibility" for all those deserving or warranting opportunity. The 1967 Standard Act for State Correctional Services contains a model section entitled, "Good Behavior Allowance" and should be utilized if administrators feel change is warranted.

Section 1502 and Section 1631 should be clarified or changed to relieve parole and probation staff from the task of conducting the numerous non-criminal pardon and appeal investigations, particularly those relating to motor vehicles. Sub-Section B,

paragraph 2, states "criminal cases or matters concerning parole or probation". It does not appear that authority or requirement for non-criminal investigations is vested in the parole and probation division. Perhaps a strong administrative stand would eliminate this chore from the responsibility of the field staff.

Section 3 relates to jail inspection and is very poorly written with questionable authority vested in the Bureau or Department. Standards should receive legislative or executive council approval with clear-cut authority to close sub-standard facilities.

Section 1551 relates to the Parole Board. The wisdom of a departmental administrator having voting membership on the Parole Board is questioned. Practice may currently be working, but it would appear that paroling process could better be served by a full-time chairman and executive. The advent of formal revocation hearings will necessitate additional time by part-time members or a full-time member. It is not expected that a full-time board shall be required, particularly if the Bureau does an adequate job of administratively reviewing parole revocation reports before submission to the board.

Section 1552, Sub-section 1, and Section 1675 relate to parole violation and revocation. Hearings may soon be required and provision for administrative hearings prior to revocation or return will reduce demands by the court.

Chapter 121, Section 1502, sub-section 6, relates to the collection of fines by the probation-parole officer. This should be abolished as a requirement of the officer with his only involvement being the encouragement of meeting obligations to the court as any other obligation.

Provision should be made for compensation to inmates to reduce motivation to pursue hobby crafts. A model section is available in the Standard Act for State Correctional Services. It reads:

Section ____ Work by Inmates, Allowances:

The department shall provide employment opportunities, work experiences, and vocational training for all inmates. Equipment, management practices, and general procedure shall approximate, to the maximum extent possible, normal conditions of employment in free industry. Tax-supported departments, institutions, and agencies of the state and its governmental subdivisions shall give preference to the purchase of products of inmate labor and inmate services.

Inmates shall be compensated, at rates fixed by the director, for work performed, including institutional maintenance and attendance at training programs. Prisoners who are unable to work because of injury, illness or other incapacity may be compensated at rates to be fixed by the director. The inmate shall contribute to support of his dependents who may be receiving public assistance during the period of commitment if funds available to him are adequate for such purpose.

The department shall make contractual arrangements for the use of inmate labor by other tax-supported units of government responsible for the conservation of natural resources or other public works.

Section 1502 should be reviewed requiring pre-sentencing investigations for all felons. Additional staff will be necessary before this function can be implemented.

Section 709 relates to disciplinary action. No immediate change is necessary; however, hearing procedure may soon be required by the courts. The Bureau may be confronted by a court case due to appeal route spelled out in this section; i.e. an inmate is punished, punishment is approved by warden, inmate wants to appeal but must appeal to person who approves punishment in the first place. This is not a valid grievance procedure.

Section 364 requires adults to be paroled to a half-way house. This requirement needs omission from the statutes.

JUVENILES:

Section 2712 should clearly provide the Bureau with authority to establish area coeducational treatment centers for juvenile offenders, rather than specific separate institutions.

As related in report of December 17, 1970, entitled Observations on the Juvenile and Adult Correctional Programs of the State of Maine, the definition of juvenile delinquency should be clarified to distinguish between acts of delinquency and "wayward or unruly" acts. See Uniform Juvenile Court Act drafted in 1968 by the National Conference of Commissioners on Uniform State Laws.

Section 2714 should be reviewed to provide that juveniles committed to the state will be committed to the Bureau of Corrections or the department, rather than a specific institution. This will allow movement within the system and permit transfer from one Area Treatment Center to another.

Most juvenile statutes are much more flexible than statutes relating to adult offenders. This appears true in Maine as well. Caution should be used when transferring from a juvenile center to an adult center and should only be done after receiving sanction from the court. No statutory changes appear necessary, but closer review may be required.

No statutory change appears necessary to establish youth probation or after-care services. Financial resources are necessary to expand services, but the Bureau clearly has the administrative authority to establish juvenile services in Section 1591, paragraph 3. Chapter 409, Section 2716, paragraph 2 seems to indicate that juvenile services created by the Boys' Training Center should be under the Division of Parole and Probation.

Section 2501 clearly does not allow mixing of juveniles and adults, whereby no juvenile shall be placed or detained in any prison or jail or detained or transported in association with any criminal, vicious or dissolute person, unless and until such juvenile becomes subject to the provisions of Chapters 401 and 409. This section should not pose any problem in establishing an adult female unit at Hallowell under the conditions of the recommended system.

Pre-sentence investigations should be mandatory for all juvenile cases. Appropriation will be necessary to implement and an additional section of the statutes or amendment is necessary to insure investigation services for all juveniles before adjudication.

ANALYSIS OF OTHER CORRECTIONAL PROGRAMS

A thorough review was made of other correctional studies to obtain the most recent approach to and concepts of corrections that are prevalent today. A bibliography of all studies reviewed can be found in Volume III*of this report. The studies were classified in three groups for review:

1. Studies conducted for the State of Maine.
2. Studies pertaining generally to corrections or correction programs.
3. State or community studies relating to regionalization of correction facilities.

Abstracts*are included for the last group in Volume IIIof this report to provide an idea of the type of recommendations developed in other states and localities.

The studies very clearly defined the problems facing corrections today. The over-all problem was well defined in the final report of the "Joint Commission on Correctional Manpower and Training" as follows:

"To the average citizen, crime has become the number one domestic topic of conversation.

Because too many crimes are committed by people who have already been through some part of the correctional process, much of the blame for rising crime rates is being focused on corrections. While many things are wrong with the country's correctional enterprise, what is often overlooked is that many of its shortcomings are the result of conditions and events over which present correctional personnel have little or no control.

Corrections today is characterized by an overlapping of jurisdictions, a diversity of philosophies, and a hodge-podge of organizational structures which have little contact with one another. It has grown piecemeal -- sometimes

*Reference, page III.119

of necessity. Seldom has growth been based on systematic planning. Lacking consistent guidelines and the means to test program effectiveness, legislators continue to pass laws, executives mandate policies, and both cause large sums of money to be spent on ineffective corrective methods.

The public and their legislators must understand that there can be no solution to the problem of recidivism as long as harsh laws, huge isolated prisons, token program resources, and discriminatory practices which deprive offenders of employment, education, and other opportunities are tolerated. They also must expect that as long as there is a predominance of low-paid dead-end jobs in corrections, the field will continue to be burdened with a poor performance record."

The overwhelming consensus is that the solution to improving corrections, and thus reducing recidivism and crime, is the de-institutionalizing of many offenders and returning them to society and their community under supervision as soon as practical without endangering society. The Task Force on Corrections of the President's Commission on Law Enforcement and Administration of Justice states the prevailing concept as follows:

"The general underlying premise for the new directions in corrections is that crime and delinquency are symptoms of failure and disorganization of the community as well as of individual offenders.

In particular, these failures are seen as depriving offenders of contact with the institutions that are basically responsible for assuring development of law-abiding conduct: sound family life, good schools, employment, recreational opportunities, and desirable companions, to name only some of the more direct influences. The substitution of deleterious habits, standards, and associates for these strengthening influences contributes to crime and delinquency.

The task of corrections therefore includes building or rebuilding solid ties between offender and community, integrating or reintegrating the offender into community life --

restoring family ties, obtaining employment and education, securing in the larger sense a place for the offender in the routine functioning of society. This requires not only efforts directed toward changing the individual offender, which has been almost the exclusive focus of rehabilitation, but also mobilization and change of the community and its institutions. And these efforts must be undertaken without giving up the important control and deterrent role of corrections, particularly as applied to dangerous offenders."

For the most part, the many studies that have been conducted in Maine for the Bureau of Corrections, the Judiciary, Mental Health and Welfare Departments appear to be excellent. Many of the recommendations that were made have been, or are in the process of being, adopted. The recommendations made in other Maine studies have been considered and in many cases included in the proposed correction system. In almost all cases there appear to be very few suggested programs or recommended courses of action that could not work well within the proposed correction system.

ALTERNATIVE SYSTEMS

System I:

The Area Correctional Center System recommended for the State of Maine as a result of this comprehensive study is operated and funded by the State with the involvement and commitment of community facilities and effort. Recognizing that the real opportunities for successful reintegration of offenders to society lie in the community, it behooves both State and community to expose the offender to the community through realistic and practical programs of rehabilitation, counsel and guidance.

A high priority need exists for correctional agencies to open the doors to resources which have not always been open to offenders heretofore. This means somewhat more than formalized working relationships between correctional agencies and schools, universities, churches, business, organized labor, civic and professional groups and individual citizens. What is vitally needed is to solidly "bridge the gap" between correctional agencies and the communities. This accomplishment will enable selected offenders to participate in work, training, and other aspects of community life.

"The general underlying premise for the new direction in corrections is that crime and delinquency are symptoms of failure and disorganization of the community as well as of individual offenders."*

A united and cooperative effort through the Area Correctional Center System will bridge that gap. Alone, the State is unable to accomplish the task, and alone the community is unable to accomplish the task. The community is primarily unable to provide either the resources or the funding to do what is necessary. The costs of county law enforcement and prisoner custodial requirements have been increasing on the average at the rate of from 10% to 15% annually, to say nothing of the community costs of offender rehabilitation. There is little, if any, rehabilitation of offenders being accomplished in the communities. Economic gains are to be realized in the banding together

*Corrections Task Force of the President's Commission of Law Enforcement and Administration of Justice.

of counties into an area or regional correctional center.

The Area Correctional Center concept is a practical and workable plan whereby the state and the community can work together in confronting a challenging and critical social problem -- providing a programmed and supervised transition to productive community living for selected offenders.

Within this recommended system, there have been alternative physical facility choices available, depending upon the attitude of corrections administration, or due to loss of a recommended facility now available, due to a time lag.

System II:

A first alternative to the Area Correctional Center system consisting of joint involvement of State and community is for the State of Maine to assume complete control of the total corrections process. State-operated centers, sub-centers, holding facilities and lock-ups would be established in this plan. Communities would be absolved from responsibility for assisting in the rehabilitation of offenders. State agencies would go out into each community in search of the required jobs, community services, etc., needed for rehabilitation of offenders. The total cost to the State for funding this type of statewide corrections effort would be considerably greater than that of the recommended system. In addition, the total corrections effort would not be as effective because of a lack of individual community involvement in facing up to a social problem for which the community is, to a degree, responsible.

System III:

A second alternative to the recommended system is to place the responsibility for correction and offender rehabilitation at the community level. With this plan, the individual community would be required to undertake the task of preparing their own offender population for return to jobs and families within the community. The State would continue to house

the hardened criminal within the State Prison, but all education, training, counseling and guidance of offenders incarcerated within the community would be the responsibility of each individual community. The financial requirements would be overwhelming and not feasible at the community level. In terms of the demands of a total system of treatment and rehabilitation, the undertaking is just not practical at the community level.

GUIDELINES FOR IMPLEMENTATION PLAN

Reference is made to the State of Maine's "Request for Proposal - Comprehensive Correctional Study" and the ensuing proposal wherein the total Maine correctional project is involved in the following three phases.

Phase 1: The feasibility study leading to the development of the recommended correctional system.

Phase 2: The development of the specific system installation and facility program planning processes which will initiate Phase 3.

Phase 3: The installation of the correctional system.

To understand the coordinative flow and interrelationship of each phase, the following comments are made:

Phase 1:

The submission of this report concludes Phase 1, resulting in a total recommended comprehensive correctional system. The Bureau of Corrections may adopt all the recommendations, part of the recommendations, or select various alternatives that have been suggested in finalizing the total correctional system. After this decision has been reached, Phase 2 can be started which will provide a comprehensive plan providing for funds, time schedules, blueprints and people. This section of the report provides the guidelines and major factors that must be considered in Phase 2. The purpose is to provide general guidelines which will enable the Bureau of Corrections to contract Phase 2.

Phase 2:

Phase 2 involves the development of the construction plans and system installation plans with relevant time schedules, development of construction estimates,

coordinative and control measures, criteria evaluation, personnel staffing procedures and assignment planning, provisions for contract letting, blueprints, job descriptions, and other specific items that are essential in a well-programmed plan to insure orderly results in the implementation phase.

Phase 3:

Installation of recommended system and facilities. In this phase, actual contracts are let for required buildings and renovation, personnel selected and placed in various positions, policies and procedures will be placed in force, treatment programs activated and all other factors of the correctional system will be placed into effect.

After the Bureau has agreed upon the final system to be adopted, the following sets forth the work that must be accomplished in the completion of the plan of implementation (Phase 2).

A. Personnel and staffing work requirements:

1. Define final, specific staffing needs.
2. Develop job specifications.
3. Write job descriptions for all new positions.
4. Prepare job evaluation and performance measurement criteria for each new position.
5. Write recruiting and selection procedures for:
 - (a) Hiring new people, and
 - (b) Transfer from present organization.
6. Determine changes in present personnel policies needed, if any.
7. Develop orientation, training and development program plans (both pre-operational and on-going).

B. Facility and equipment work requirements:

1. Reassess the availability of recommended sites.
2. Determine facilities to be leased, purchased, transferred or built.
3. Establish design concept and general specifications.
4. Develop preliminary plans and designs.
5. Prepare preliminary construction drawings and preliminary construction cost estimates.
6. Determine specific operating equipment and furniture and equipment needs.
7. Write equipment specifications.
8. Determine additional transportation and vehicle requirements needs and costs.
9. Plan and conduct state inspection of jails.

C. Administration work requirements:

1. Review and rewrite, if necessary, over-all philosophy of the Bureau of Corrections.
2. Write operating objectives to be met, both short-term and long-term.
3. Determine policy and procedure requirement needs for the development of a policies and procedures manual.

D. Public information work requirements:

1. Identify "publics" that are most important to change or influence.
2. Develop a public information and education program.
3. Identify best media to use to reach "public".

E. Program work requirements:

1. Identify treatment, community and prevention programs that will be adapted or modified.

2. Plan the above program.
3. Set up test models of programs as appropriate.
4. Specify counseling definitions and performance measurements.

F. Enabling legislation requirements:

1. Identify specific legislation requirements based upon the adopted correctional system.
2. Write appropriate enabling legislation.
3. Submit legislation requests to legislature.

G. Funding work requirements:

1. Determine funding needs and projections.
2. Prepare anticipated capital and operating budgets.
3. Determine best sources of funds - federal or state.
4. Prepare appropriation requests.

H. Time schedule requirements:

1. Prepare construction timetables.
2. Predict legislative time schedules.
3. Develop timetable for installation of the overall correctional system.

FUNDING

It is estimated that a maximum of \$150,000 will be needed to fund Phase II of the study, the development of a plan for implementation. It is anticipated that 75% of this amount (\$112,500) can be obtained from LEAA funds. Thirty-seven thousand and five hundred dollars (\$37,500) will be required from the State. It is felt that no more than \$12,500 should be generated in soft match, leaving a balance of \$25,000 that must be obtained. The most logical source other than the State of Maine for these funds are foundations. Foundation support can be considered as a practical source because of the high interest in the control of crime and the improvement of correction systems. Since the requested grant is not large and because the study will provide the development of an implementation plan for a system already defined, there should be a good opportunity for obtaining funds from this source.

A summary of the proposed system together with the proposal for the Phase II study should be submitted first to Maine-based foundations requesting their support. Should the needed funds not be available from foundations within Maine, other outside foundations should be considered. There are many foundations that are particularly interested in correction problems. Some foundations that have made grants to correction projects previously include:

American Legion Child Welfare Foundation

Marion R. Ascoli Fund

Correctional Service Foundation, USA

Crown Zellerbach Foundation

Ford Foundation

New York Foundation

Rockefeller Brothers Foundation

Smith, Kline and French Foundation

Associations and businesses can also be a source of research funding. The following are some examples of the type of associations that have previously contributed to correction programs:

Association of Paroling Authorities

American Nurses' Association, Inc.

American Society of Criminology

Correctional Industries Association

National Association for Training

National Council of Jewish Women, Inc. (Louisville Section)

National Society of the Volunteers of America

Women's Correctional Association