

MAINE STATE LEGISLATURE

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State Board of Corrections

2013 Annual Report



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Message from the Chairman



This is the sixth annual report of the State Board of Corrections, and is submitted pursuant to 34-A MRSA section 1803 subsection 10. The State Board of Corrections was created by Public Law 2007, Chapter 653 as an expenses only board, and has oversight over the coordinated correctional system.

This past year has continued to be very challenging as the State funding level remained flat while costs and numbers of inmates continued to increase. Because of this, budgets and finances took up the majority of the Board's time and deliberations as well as the issue of the Board's authority.

Some of the issues facing the Board at the beginning of the year included Somerset's withdrawal from the system and refusal to take out-of-county inmates and their subsequent lawsuit over the issue of funding. Franklin County Commissioners petitioned the Board to have their jail returned from a 48-hour hold to a full-time facility. Public hearings were held on the issue and while the Board was sympathetic to their plight, it was clear that the unified system could not support Franklin County as a full-time facility and their petition was denied.

The Board of Corrections underwent scrutiny and analysis from several different directions in FY 13. The final Technical Assistance Report for the Maine Board of Corrections, which was provided at no cost by the U. S. Department of Justice *Bureau of Justice Assistance*, was distributed in October of 2012. A Financial Analysis which was completed by auditors R. H. R. Smith & Company in June of 2012 became the basis for discussion by the BOC at workshops held in July.

I wish to acknowledge all those who have given countless hours of their time and knowledge to further the goals of the BOC and address the challenges of the coordinated correctional system.

A handwritten signature in dark ink that reads "Mark A. Westrum". The signature is written in a cursive, flowing style.

Mark A. Westrum, Chair

Message from the Executive Director

Welcome to the sixth annual report of the Maine Board of Corrections. The conclusion of calendar year 2013 marks the beginning of my appointment as the Board's new Executive Director and I am excited at the opportunity for a year of vision, collaboration, and progression in 2014. It will take the work of the Board, its office, and the numerous county and state officials to effectively move Maine's jail system in the direction necessary, and I look forward to working with each of you as we progress in this direction.

My family and I are moving to the Augusta area from the plains of South Dakota. We are looking forward to living in such a beautiful region of the nation and becoming a part of a very welcoming community. While in South Dakota, I served as a manager for the state's Board of Pardons and Paroles office before becoming a university professor and corrections consultant at both the county and state levels. It is because of the skills and qualities I developed and the successes I was a part of in these various roles that I am excited and confident in taking on the collaborative challenges we have facing us in Maine.

As I look forward to 2014, I am optimistic that the past progress of the Board and its office will be continued and built upon through decisive action and effective collaboration of all stakeholders. With the welcomed addition of Financial Analyst Diana Youngblood, we will be able to initiate the information sharing and collaborative efforts from our offices in order to best promote cooperation and communication with all of you. While the additional goals, objectives, and ideas I have are too numerous to list here, I urge you all to embrace and seize the new opportunity we all have in front of us to develop and implement the long-intended and necessary unified corrections system.



Ryan Thornell, Executive Director

History of the Board of Corrections

Jail consolidation began with former Gov. John Baldacci. In August 2007, Governor Baldacci proposed a full state takeover of the county jail system and the closure of four small jails, including those in Franklin and Oxford counties. State corrections officials argued that counties were spending too much money on jails and that the state could do better. The counties pushed back. Sheriffs, commissioners and legislators came up with an alternative plan that would stitch the county jails together into a network called “One Maine, One System.” Key points of the plan included:

- Three jails — Franklin, Oxford and Waldo — were reduced to 72-hour holding facilities.
- Cumberland County Jail, Two Bridges Regional Jail, Somerset County Jail and York County Jail became flagship jails, the go-to locations.
- Administered by a new Board of Corrections, the network would manage jail crowding through co-operation. Inmates would follow the available beds.
- Property tax levies for the jails in each county were capped at 2008 levels. New jail spending became the responsibility of the state.

The state promised \$1 billion in savings to Maine property taxes over 20 years. This new system kicked off on July 1, 2009.

Board Composition

The board consists of 9 members who are appointed by the Governor. Each appointment is subject to review by the joint standing committee of the Legislature having jurisdiction over criminal justice and public safety matters and to confirmation by the Senate, except those members appointed pursuant to paragraph C. The following provisions govern member qualifications:

- Two members selected from a list of 3 nominations submitted to the Governor by a statewide organization representing sheriffs, at least one of whom must be a county sheriff;
- Two members selected from a list of 3 nominations submitted to the Governor by a statewide organization representing county commissioners, at least one of whom must be a county commissioner;
- Two members must be representatives of the executive branch and at least one of the 2 must be from the department;
- One member must be a municipal official selected from a list of 3 nominations submitted to the Governor by a statewide organization representing elected and appointed municipal officers and officials; and
- Two members must be broadly representative of the public . A member appointed under this paragraph may not be an elected state or county official or municipal officer and may not derive income in substantial portion from work as an employee of a state, county or municipal government or in the field of corrections.
- Of the 9 members, one must be a person with expertise in issues relating to mental illness.
- Members are appointed for a 3-year term. Members may be reappointed.

The Board of Corrections office includes two staff, an Executive Director and a Financial Analyst.

2013 Board Membership

BOC Members

***Mark Westrum**, Correctional Administrator, Two Bridges Regional Jail, Wiscasset, ME

Douglas Beaulieu, County Administrator, Aroostook County, Caribou, ME

Amy R. Fowler, County Commissioner, Waldo County, Palermo, ME

Carleton L. Barnes Jr., Manager, Wesserunsett Consulting LLC, Calais, ME

Mary Louise McEwen, Superintendent, Riverview Psychiatric Center, Augusta, ME

Susan Morissette, Consultant, Winslow, ME

Randall Liberty, Sheriff, Kennebec County Sheriff's Office, Augusta, ME

Joseph Ponte, Commissioner, Maine Department of Corrections, Augusta, ME

Stuart Smith, Selectman Town of Edgecomb, Edgecomb, ME

*** Chairman**

BOC Office and Support Positions

Ryan Thornell, Executive Director

Diana Youngblood, Financial Analyst

Scott Fergusson, Fiscal Agent to the Board of Corrections

Andrew Black, Assistant Attorney General, Legal Advisor

Jane Tower, Executive Associate

Michael Tausek, Former Executive Director

2014 Board Goals and Long-Term Vision

Coordinating a Correctional System in 2014

As 2013 has come to a close, the Board of Corrections enters 2014 with a renewed focus of coordinating a coordinated correctional system across the State of Maine. This renewed focus may be aided by the efforts, findings, and recommendations of the 2013 Commission to Study the State Board of Corrections and the Coordinated County Corrections System in its report to the Joint Standing Committee on Criminal Justice and Public Safety in December 2013. Thus, 2014 provides the opportunity to make substantive progress in addressing the goals of the Board, including maximizing system efficiencies, reducing recidivism, and improving access to pretrial services.

In order to make greater strides in coordinating a cohesive correctional system, the Board must begin taking action to initiate impactful change in the system. This action will be the result of collaboration and decision-making at the Board level, as well as the Board's sub-group level. Additionally, these actions and resulting changes must be supported by the counties, the Maine Department of Corrections, and the other various stakeholders involved in the system. This includes supporting the unpopular but necessary action-items sure to surface in 2014. What follows is a condensed list of short-term goals for the Board in 2014:

1. Formally approve a fiscal year budget process that promotes proactive budgeting practices and prevents undecided fiscal year spending; As part of the fiscal year budget process, the Board will formally implement additional budget requirements of each county, including completed staffing matrices, reporting of all contractual spending (including salaries and benefits), developing a long-term capital spending plan, and reporting of current and planned inmate programming initiatives; The formal process will also include details for a supplemental budget request process; This formal budgeting process will be articulated in Board policy and will eliminate the need for on-going budget approval conversations which currently take up excessive Board time.

2. Develop and implement a county performance measure report for reporting key activities to the BOC on a monthly basis; This simple report, completed by each county individually, will provide the Board the necessary information on a regular basis to make well-informed and evidence-based decisions regarding operations, recidivism, and key strategies.
3. Expand counties' use of pretrial services in their communities in order to alleviate the large pretrial detainee population; With difficult financial decisions continuing to plague the Board, one area ripe for expansion is the use of pre-trial services, which would result in decreased pre-trial detainee costs for jails; Through this effort, the Board seeks to develop uniformity in the risk assessment instruments used by counties in identifying the pre-trial detainees best able to function in the community due to a low risk to reoffend while awaiting the court process;
4. Promote a coordinated approach to critical jail operations and inmate needs; Specifically, strategies must be addressed to allow for standardized inmate classification, inmate risk assessment, and mental health services; Additionally, counties will be encouraged by the Board to expand the use of diversion and reentry services in their communities and across the state by connecting funding for services to program performance measures related to recidivism reduction;
5. Begin developing, writing, and approving detailed policy and procedure for the Board's operations; The development of a policy manual will ensure the Board remains focused on its overarching goals and maintains the expected operations;

While past reports have also included details regarding long-term Board goals, it is more important to discuss the importance of achieving the short-term goals in order to produce long-term results. The items discussed above in the short-term goals for 2014 represent a list of what have proven to be on-going barriers to advancing a coordinated correctional system in Maine. These barriers are in addition to the on-going financial struggles of the system, including the lack of Inverse Debt funding from the state. While continued efforts requesting the inverse debt

funding will be made, the Board only has the ability to affect change in areas within the operations of jails. Thus, this is the center of the renewed focus.

First and foremost, the Board must implement a budgeting process that eliminates the historic struggles of operating into fiscal years without an approved budget and having counties submit incomplete or unrequested budgets. Counties must know, in detail, what the Board expects regarding budget submissions and must submit them on time in the manner requested. The Board, and its sub-groups, must act with urgency to pass a budget which meets the counties' needs and provides adequate time for planning and preparation as each fiscal year approaches. Not only will this produce a more streamlined and efficient budgeting process, it will allow the Board and counties to focus less on budgeting and more on a coordinated correctional system.

Secondly, in order to achieve a coordinated correctional system, coordination and collaboration must occur. Thus, the Board, counties, and other key stakeholders must regularly communicate regarding correctional operations and must seek methods of standardizing such operations. In the long-term, this movement towards more uniform operations and services will produce the coordinate system sought. In the short-term, those collaborating in the system must identify the key operations and services, determine the best method of delivery, and promote statewide adoption. While the Board will advance this, counties and stakeholders must implement it. Such operations and services include food services, inmate classification and assessment, pre-trial services, and reentry programming.

Critical to this short-term focus on long-term results is communication and information. As such, the Board will seek ways to elicit more comprehensive and relevant details from county jails regarding their daily operations, including the submission of performance measure reports. This proactive reporting mechanism will serve to provide the Board with key information in order to make well-informed and timely decisions.

In addition to requesting more regular and detailed reporting from the counties, the Board will also be expected to proactively advance the decision-making process by developing, writing, and implementing critical policies to guide Board action. This will likely begin with the long-overdue development of a budget process policy and continue with policies regarding inmate classification and assessment, pre-trial services, and other related action areas. Moreover, the

Board office will promote active engagement, information sharing, and collaboration with each county in Maine in order to coordinate the development of Maine's correctional system.

In conclusion, the Board of Corrections now sits at the crossroads of the coordinate correctional system. 2014 presents an opportunity for the Board, and the system as a whole, to re-chart its course towards a more collaborative and uniform correctional system, as originally intended. While the past year presented several advancements by the Board, significant strides remain to be made. With the barriers recognized and short-term goals identified, the opportunity to make the strides is now. The Board will continue to seek the support of the Maine State Legislature, the Governor's Office, the Department of Corrections, the counties, and all other stakeholders in order to meet all of the on-going challenges and to achieve the identified goals.

Challenges Facing the Board

The Board of Corrections (BOC) projects a total budget shortfall of \$3,187,235 for fiscal year 2014. This shortfall has been identified through consideration of the flat-funded budget submissions of the state's county jails. At the very least, the supplemental budget amount needed to fund the county jails' expenditures at a safe operating level as required by law is \$1,948,324. This amount is based off an average 2.4% growth rate in expenditures over the past years of BOC operation. Added to this growth rate is a loss of revenue due to a reduction in Major Mission Change payments to the BOC in fiscal year 2013 in the amount of \$678,027. This money is needed to help pay out the remainder of Investment Fund payments to the counties. The BOC will also need \$560,884 for the fiscal year 2013 payment withheld to Somerset County in anticipation of pending litigation. This amount owed will be set aside until the case has been concluded and could be due to be paid out to continue Somerset County jail operations at a point in time this fiscal year.

It is necessary to note the BOC does not currently have control or oversight over salaries and benefits expenditures of the counties, an area of expense that has risen by 13.7% from fiscal year 2010 to fiscal year 2013, with an average yearly growth rate of 3.4%. Thus, at this time, the BOC is not able to provide specific details regarding county personnel savings through efficiencies or vacant positions, other than the positions to be eliminated as reported by the counties. The BOC has maintained a low growth rate for the expenses it directly oversees, with all other expenses averaging a growth rate of 0.8%. Other scenarios for administrative savings have been considered and included in the county impact submissions.

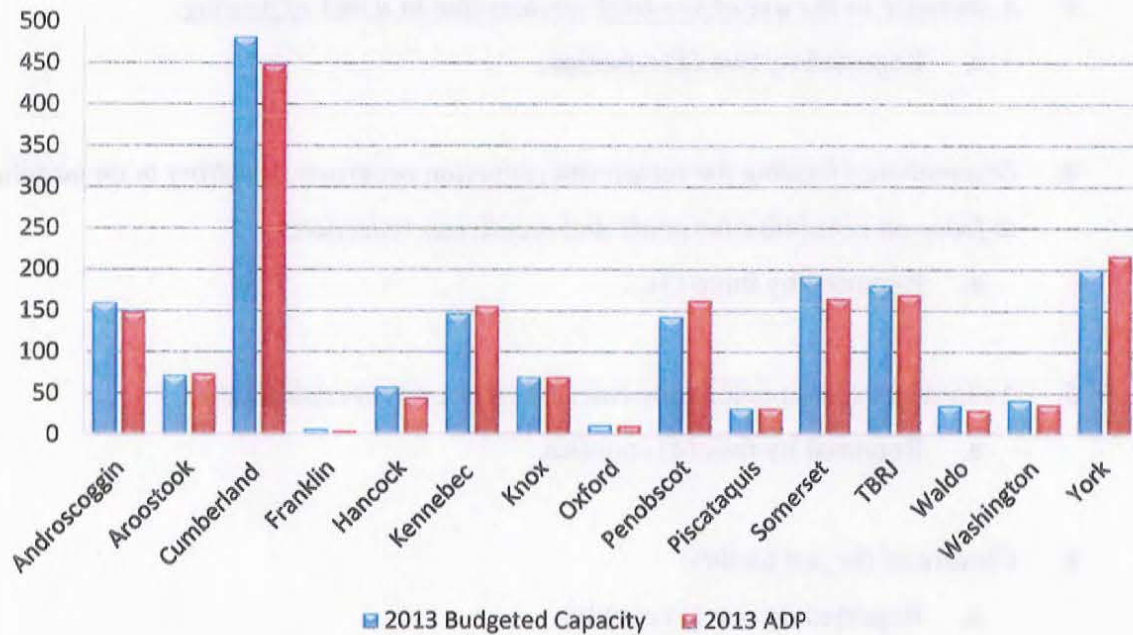
The above identified shortfall of \$1,948,324 represents the funding necessary to continue the current services of county jails in Maine. If this shortfall is not addressed through a supplemental budget, the following impacts will reportedly be experienced by county jails across Maine:

1. *A decrease their average daily populations to reduce facility costs;*
 - a. Reported by four (4) counties.

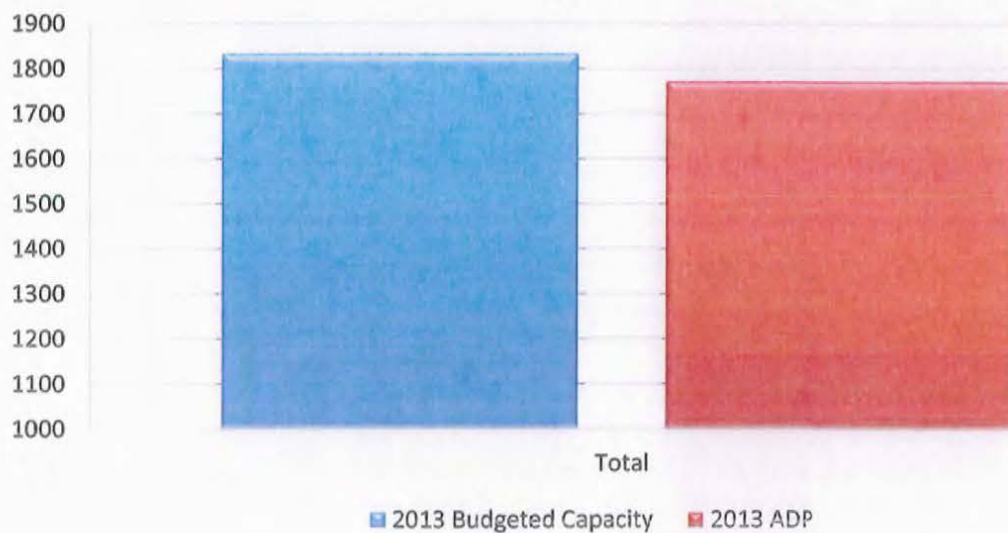
2. *A decrease in staff, including eliminating current positions, resulting in increased inmate to staff ratios;*
 - a. Reported by nine (9) counties.
3. *A decrease in the use of pre-trial services due to a lack of funding;*
 - a. Reported by two (2) counties.
4. *Discontinued funding for recidivism reduction programs, resulting in an inability to focus on rehabilitative goals and recidivism reduction;*
 - a. Reported by three (3).
5. *An inability to respond to any emergency or current capital needs;*
 - a. Reported by four (4) counties.
6. *Closure of the jail facility;*
 - a. Reported by one (1) county.

Population Reports

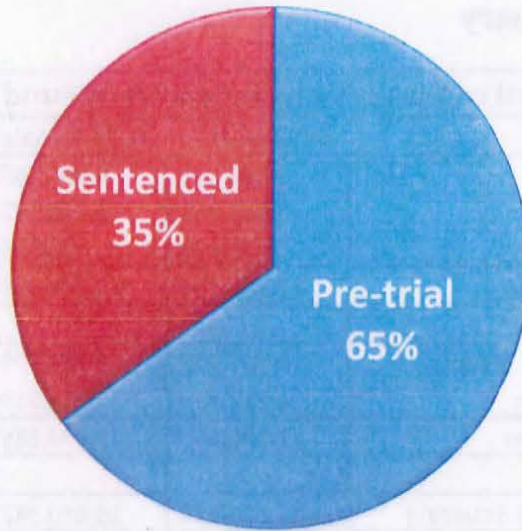
2013 Budgeted Capacity vs. Actual ADP



Statewide - 2013 Budgeted Capacity vs. Actual ADP



2013 Jail Population's Legal Status



Finance Report

Investment Fund Summary

State Board of Corrections Investment Fund			
	FY13 Budget	FY13 Actuals	FY14 Budget
General Fund Appropriation	6,392,565	6,392,565	6,556,295
Community Corrections Act	5,646,562	5,646,562	5,646,562
Court Surcharges and Fines	766,629	740,526	766,259
Total State Funding	12,805,756	12,779,653	12,969,116
Other Sources (Major Mission Changes)	1,707,777	1,757,776	1,029,750
Prior Year Carryforward Balance	1,112,913	1,112,913	328,600
Total Other Sources	2,820,690	2,870,689	1,358,350
Total Available Funding (All Sources)	15,626,446	15,650,342	14,327,466
Expenditures from Fund		15,321,741	
Carryforward to Next Fiscal Year		328,601	

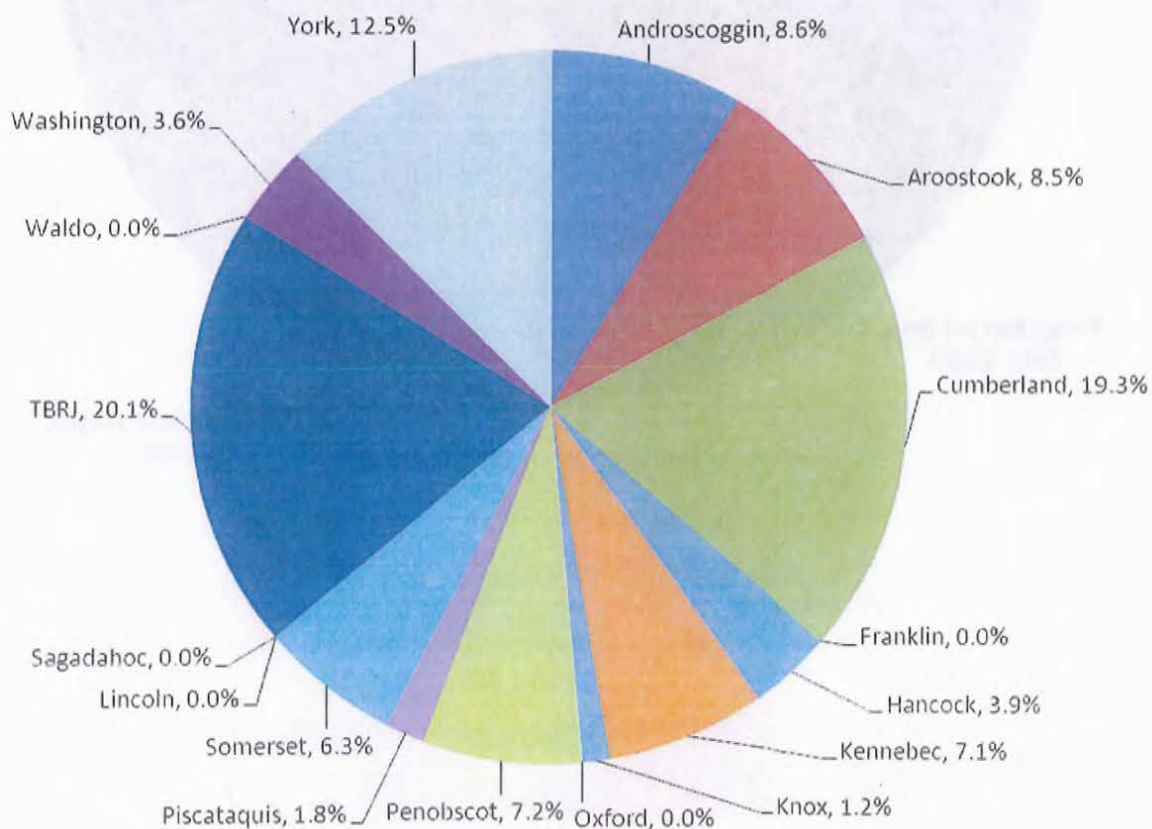
Total Revenues

		% of Total
County Generated Revenues:		
CAP	62,089,360	
County Generated Revenue	4,023,273	
Subtotal:	66,112,633	80.9%
State Revenues:		
Investment Fund	6,372,565	
CCA	5,646,562	
Fines/Surcharge	738,168	
Subtotal:	12,757,295	15.6%
Other System Revenue:		
Investment Fund Carryforward	106,758	
Current Year Major Mission Changes	1,707,776	
Prior Year Major Mission Change Carryforward	50,000	
Surcharge Carryforward	1,006,155	
Earning on investments	2,358	
Board Per Diem	20,000	
Subtotal:	2,893,047	3.5%
Total System Revenues	81,762,975	100.0%

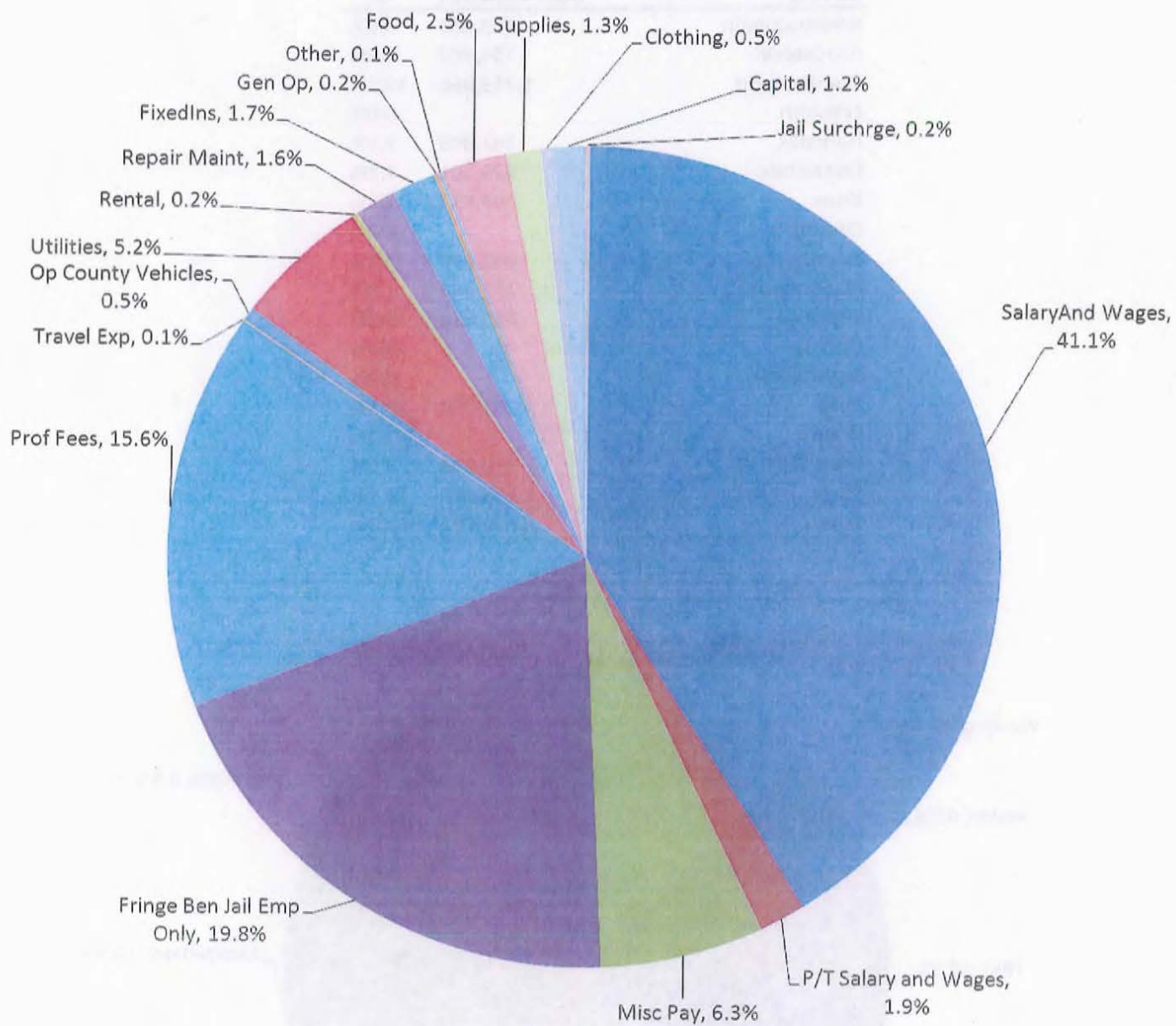
Budgeted Investment Fund Payments By County

Budgeted Investment Fund Payments - FY13

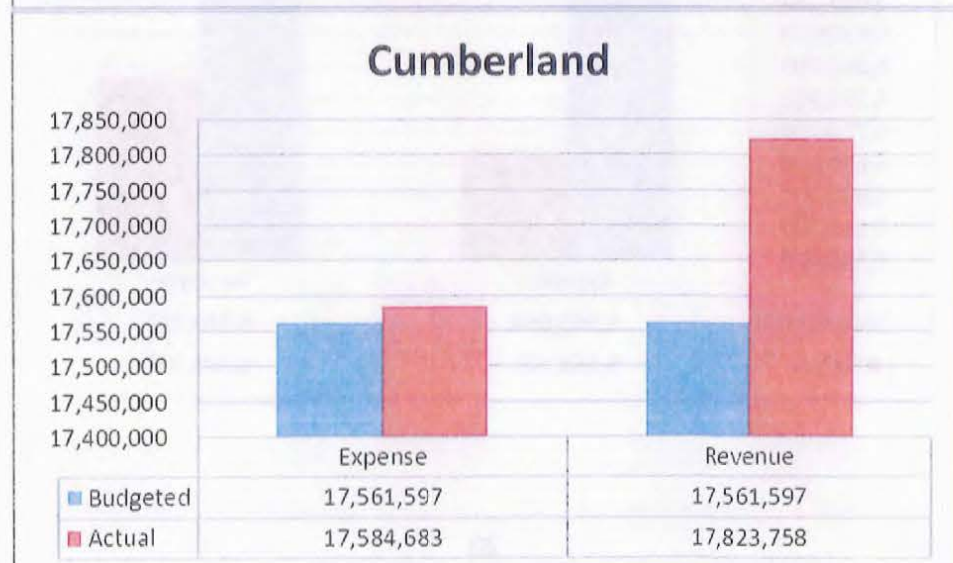
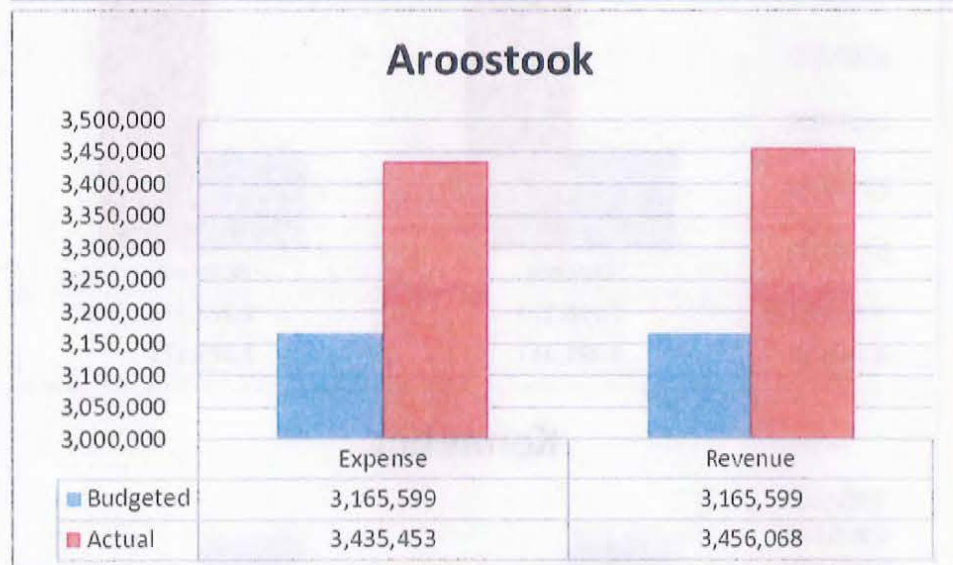
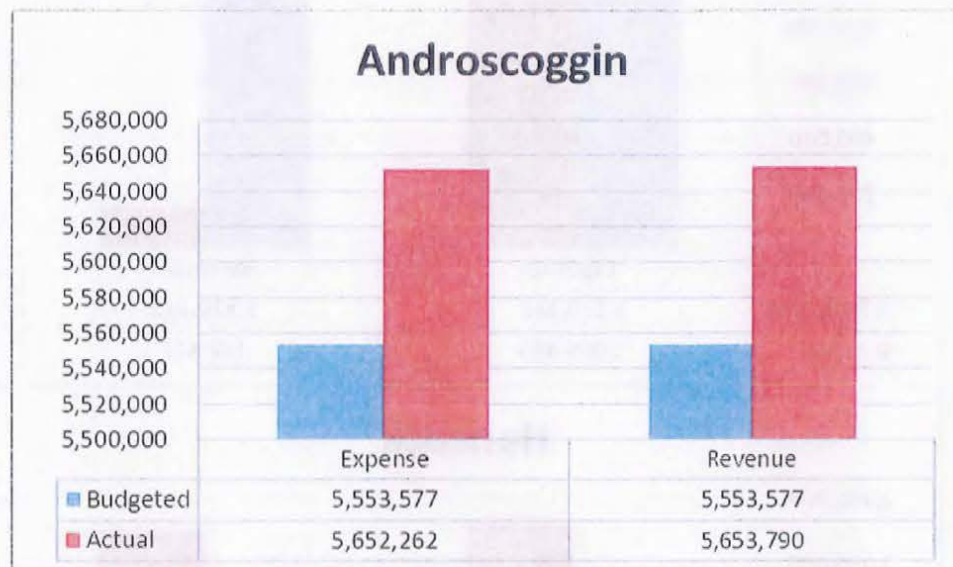
County	Disbursement	%
Androscoggin	763,630	8.6%
Aroostook	754,760	8.5%
Cumberland	1,713,806	19.3%
Franklin	-	0.0%
Hancock	341,949	3.9%
Kennebec	629,101	7.1%
Knox	109,913	1.2%
Oxford	-	0.0%
Penobscot	637,848	7.2%
Piscataquis	157,282	1.8%
Somerset	560,884	6.3%
Lincoln	-	0.0%
Sagadahoc	-	0.0%
TBRJ	1,781,754	20.1%
Waldo	-	0.0%
Washington	319,586	3.6%
York	1,106,180	12.5%
Total	8,876,693	100.0%



FY13 System Expenses by Category



FY13 Budgeted Vs. Actual



Franklin

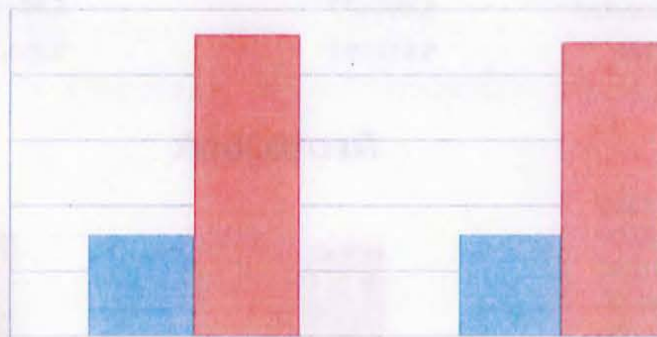
1,200,000
1,000,000
800,000
600,000
400,000
200,000
-



■ Budgeted
■ Actual

Hancock

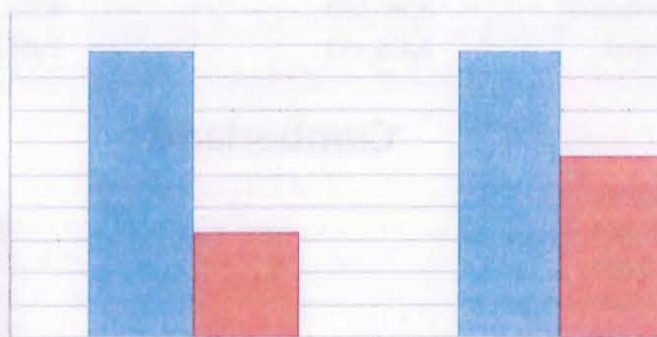
2,400,000
2,350,000
2,300,000
2,250,000
2,200,000
2,150,000



■ Budgeted
■ Actual

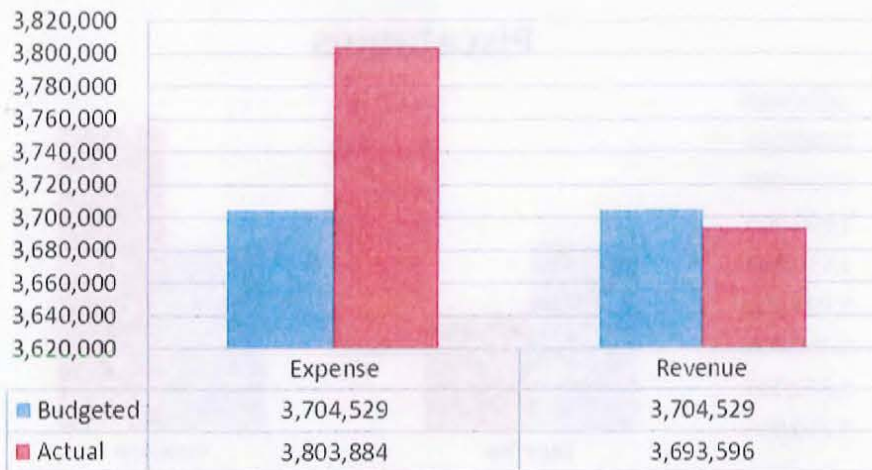
Kennebec

7,000,000
6,950,000
6,900,000
6,850,000
6,800,000
6,750,000
6,700,000
6,650,000
6,600,000
6,550,000
6,500,000

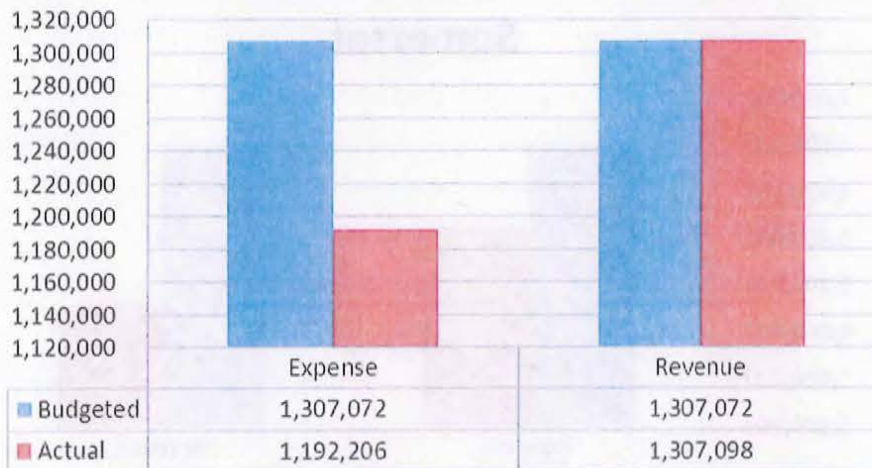


■ Budgeted
■ Actual

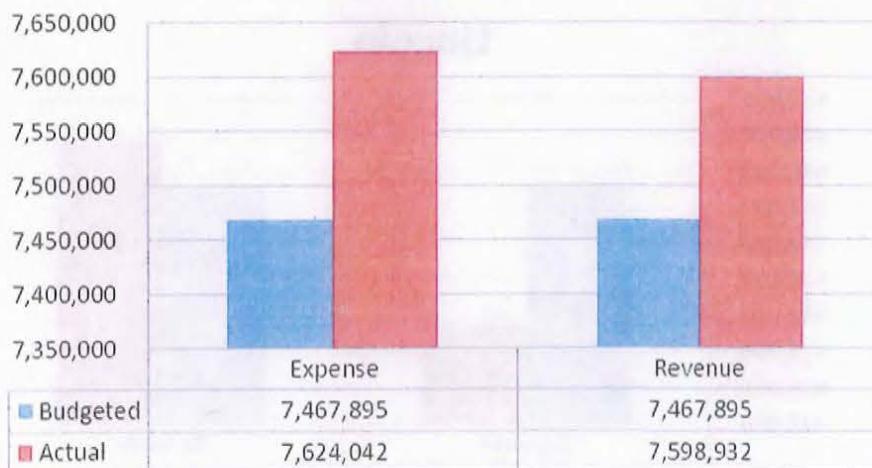
Knox



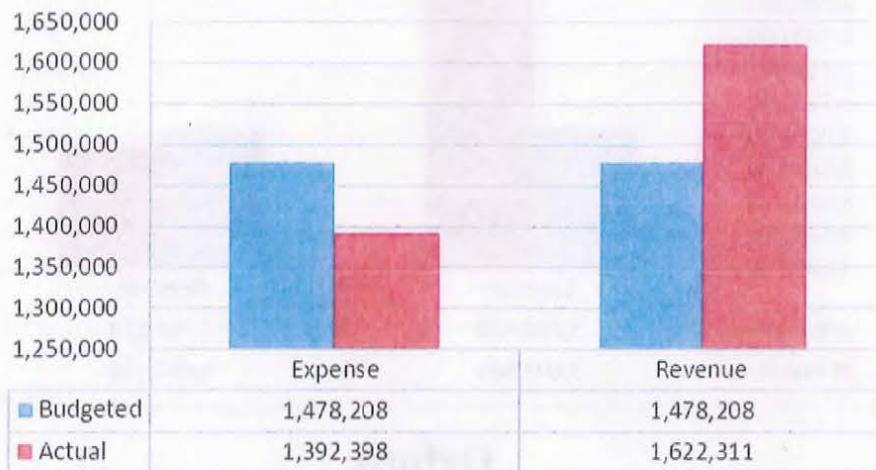
Oxford



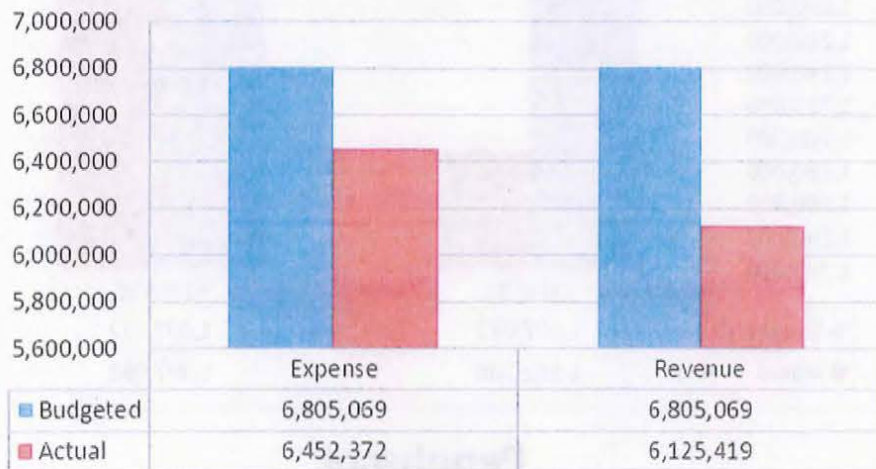
Penobscot



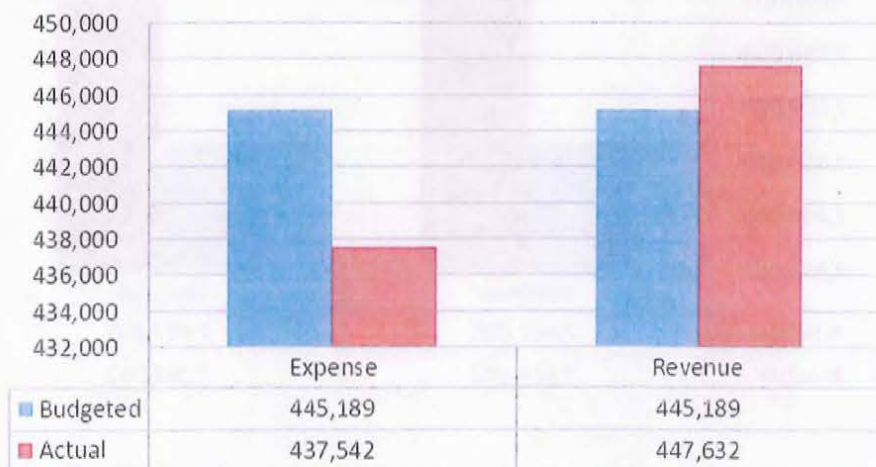
Piscataquis



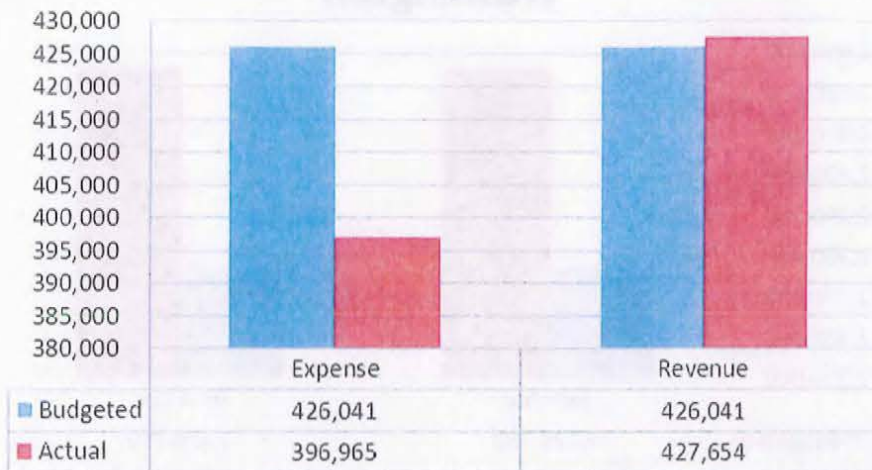
Somerset



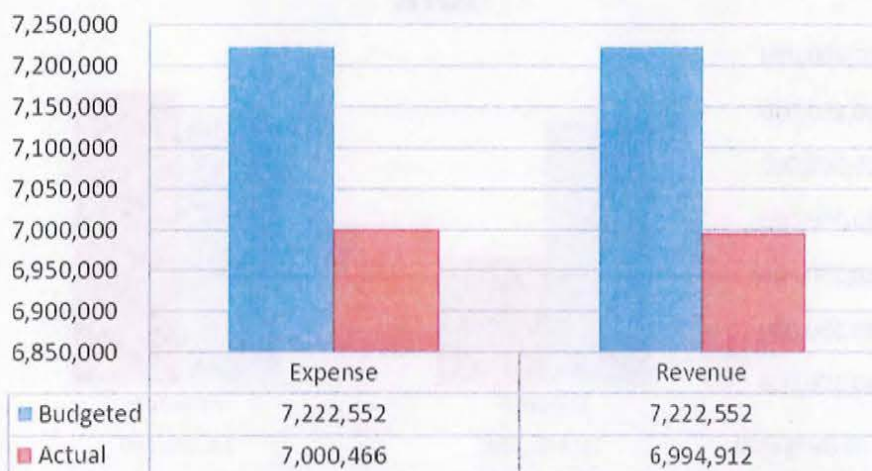
Lincoln



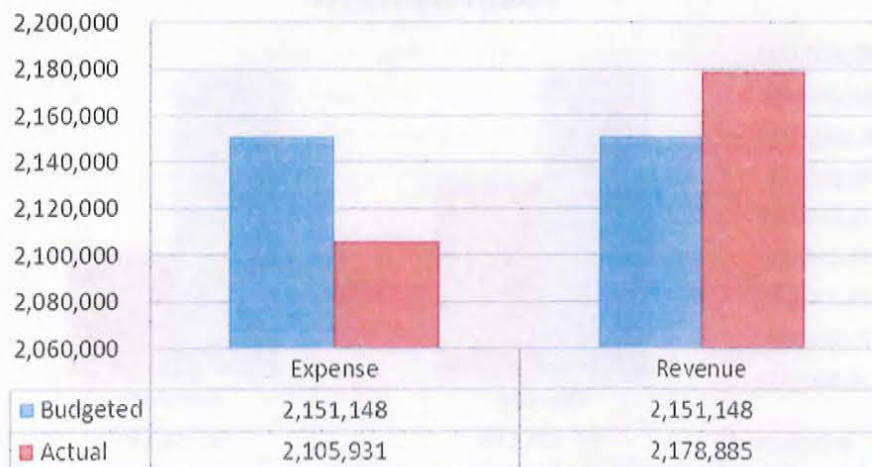
Sagadahoc



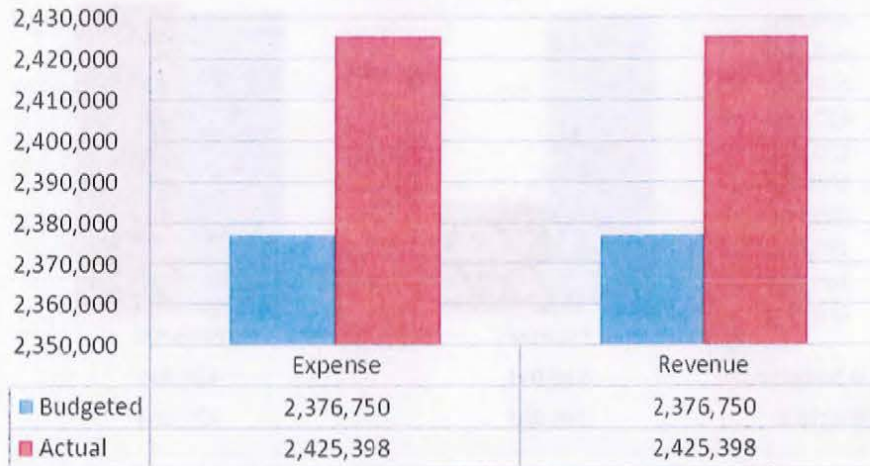
Two Bridges



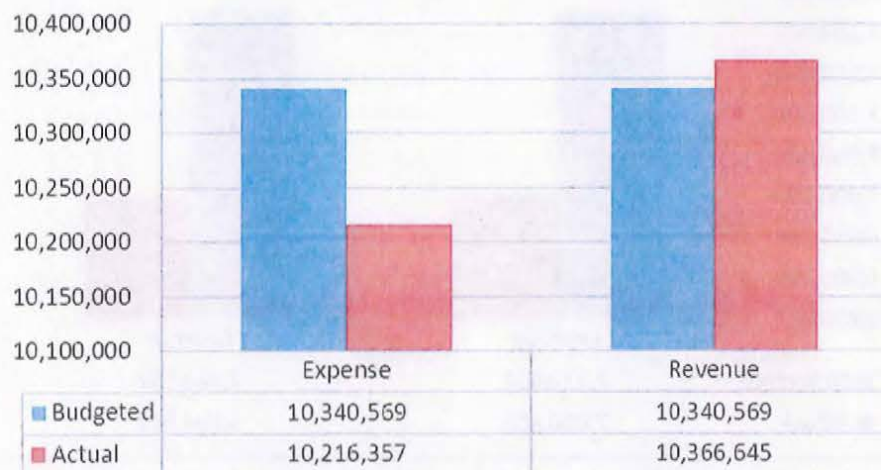
Waldo



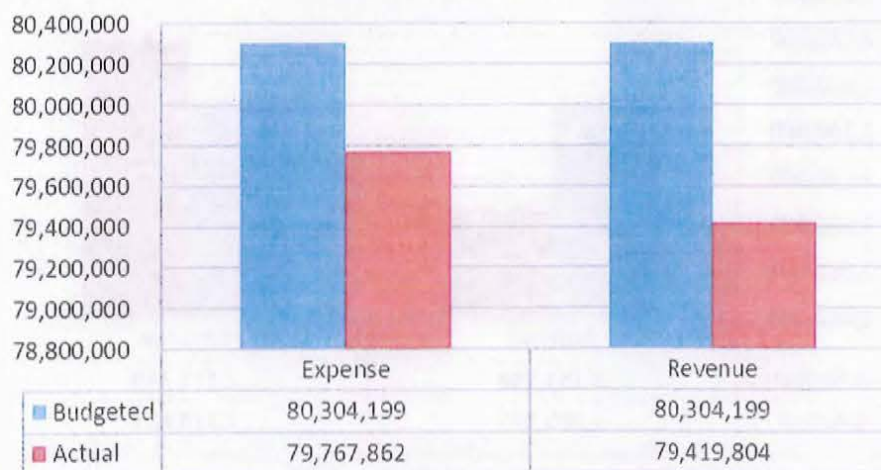
Washington



York



Total System



Highlights & Accomplishments from Around the State

Iris Scan Technology

Four of the county jail facilities have joined with the Department of Corrections to bring the “Iris Scan Project” into the State of Maine. Through BI2 Technologies and the Board of Corrections these facilities have introduced new positive identification technologies into their admissions and release processes that will ensure positive identification of those persons being accepted and released from confinement. An inmate simply looks into a camera which captures an image of the iris and brings up the arrest booking information for that individual. It also queries the data of over 500 other correctional facilities nationwide and determines if the individual was confined in another jurisdiction under a same or alias name. The technology has the ability to share booking information from receiving jails with other jails and the state prison system as inmates are often boarded in various locations. The project has been implemented in the Counties of Penobscot, Somerset, York and the Two Bridges Regional Jail. Additionally the seven prison facilities have since incorporated this technology which was made possible through the efforts of Commissioner Joseph Ponte, Penobscot County Sheriff Glenn Ross and CEO Sean Mullin of BI2 Technologies.

Officer Bonang Receives Manager of the Year Award

At their annual conference on January 10th, the Maine Sheriffs Association recognized Officer Naomi Bonang as Manager of the Year. Col. Westrum presented Bonang with a plaque in recognition of her work as Jail Industries Supervisor. Officer Bonang set up and supervises a woodshop program, a garden program and the jail commissary program, all of which are staffed by inmate workers



In announcing the award, Col. Westrum said, “Naomi was tasked with a focus on preparing our offenders for re-entry into the community as well as to supply them with skills to improve their marketability in the workforce. We currently have two industries up and running with a third in the planning stage thanks to the steadfast

determination of our Industries Manager Naomi Bonang. ”

Officer Bonang was one of several award recipients who, according to the MSA, represent the finest employees working for county law enforcement in the State of Maine.

Androscoggin County Jail

Androscoggin averaged 120 clients out on its bail project with Maine Pretrial Services throughout the year.

Androscoggin also operated three Alternative Sentencing Programs in FY13. The programs were for 1st & 2nd non-violent offenders. The programs were held in cooperation with the Lewiston School System and Auburn Parks & Recreation.

Aroostook County Jail

Submitted by: Chief Deputy Darrell Crandall and Jail Administrator Craig Clossey

The Aroostook County Jail serves a 6,700 square mile county with a population of nearly 72,000. The current jail is a 22,000 square foot facility constructed in 1889. Significant additions were completed in 1935, 1959 and 1960. There was a major renovation and addition completed in 1986. The jail is currently approved by the Maine Department of Corrections to house seventy-two (72) inmates, but our average daily population exceeds 100. Our jail population has been well over capacity for more than ten consecutive years, causing large numbers of Aroostook County inmates to be boarded in other county facilities; many as far away as York County. This number does not include the sixty-five (65 +/-) pre-trial inmates released under contract to Maine Pre-Trial Services for community supervision. The vast majority of our inmates, more than 70% at any given time, are pre-trial inmates who are awaiting resolution of pending criminal matters. At the end of 2012, the top ten longest lengths of stay in our jail ranged from 283 days to 565 days. The disparity between pre-trial and sentenced inmates has grown exponentially since 2002. This disparity is unique to Aroostook County and is the most significant factor in our overcrowding.

To exacerbate the problem, the county jail has been running a structural gap in its operational budget since the inception of the Board of Corrections. Because of increasing costs, primarily in

personnel, medical and transportation this gap has grown to approximately \$360,000 for the current fiscal year, ending June 30, 2014. Our transportation costs are driven by the need to move boarded inmates to countless criminal, civil and family matter court appearances at any one of five District Court and two Superior Court locations in "The County." In the first ten months of 2013, we moved 2,596 inmates a total of 118,848 miles. I suspect these statistics will be unique as well.

Mid-year, we failed our MDOC jail standards inspection. No excuses will be offered. Subsequently, we took a forward vision approach and promptly brought the facility and its operations back into compliance. We trained all jail staff in jail standards and compliance. We made sweeping changes in our leadership team and enhancements in our approach to maintaining constant compliance with jail standards. In addition, MDOC Commissioner Joseph Ponte agreed in late August to assemble a group of subject matter experts to meet with Sheriff's Office representatives to develop a strategic plan for our jail operation. This began with the group visiting our jail and doing a top/down review of staffing, operations and physical plant. The plan was prepared with sensitivity to limiting financial impact at all levels and reducing strain on the Coordinated Corrections System created by Aroostook's overcrowding. One of the most important outcomes is the plan to increase capacity at the jail by more than 40 beds by early 2014. MDOC is providing the materials and labor and has pre-approved the expansion of capacity within the existing structure.

Finally, we want to talk about inmate programming. In August of this year, we had Alcoholics Anonymous and a Saturday evening church service available to our inmates. As of this week, we are proud to report we also have the following programming available in the jail:

- **MET- Motivational Enhancement Training**-as part of the DSAT-Differential Substance Abuse Treatment. This is a program started in 2001 which is used throughout the state. This popular program that meets for 1.5 hours on Tuesdays and Thursdays.
- **Healthy Relationships** - This program is about interpersonal relationships and personal growth. The Hope and Justice Project is the lead agency. This program has as many as ten (10) female inmates attending regularly. This is a very popular program and runs Wednesday for one to two hours.

- **Substance Abuse Counseling Support Group** - Aroostook Mental Health Center (AMHC) is running two programs, one for each gender, twice a week. This is a group led by two experienced counselors in this field. This is a group that has started off well attended running Thursday and Friday for two hours.
- **Non-Emergency Mental Health Services** - AMHC has started an individual counseling program that works on an as needed basis. A counselor from AMHC leads this program and is here almost daily. Prior to this program we did not have a program for non-emergency mental health services.
- **Expanded Trusty Programs** - We have expanded our work programs to include additional janitorial services such as buffing floors, daily cleaning and clothing changes daily for inmates. We have increased the tempo of the work and added a painting crew to brighten up the facility. Additional seasonal duties now involve snow removal in and around the facility in Houlton.
- **Veteran's Services via the Caribou Vet Center.** A counselor / advocate with the VA has started a program to provide casework and counseling referrals for incarcerated Veterans. Currently we do not have any qualified inmates for this program.
- **TREM-Trauma Recover and Empowerment Model** -This program is a group session course that is a one hour a week for sixteen week program. This program currently has 4 female inmates and 2 male inmates attending. This program is run by AMHC.
- **Adult Education Programs, RSU29 Work Ready™** trains participants on skills to get and retain a job. These soft skills such as interpersonal skills, cooperation in group settings, working as a team and meeting expectations of supervisors along with learning your personal strengths and weaknesses will go a long way to provide these participants with a better chance of success in the workforce. This is a certificated program and a 60 hour course. This program is being set up for a winter start and can accommodate 10 inmates. This is a five day, four hour a day program with homework that will start the first of February.
- **Public Works Farm Program**-This is a public works program that will start up in the early spring of 2014. Friends of Aroostook, Inc. (a non-profit, faith based organization) has agreed to involve eligible inmates to work on a twelve acre vegetable and potato farm that donates all produce to food pantries and other food programs for the needy.

We are also working with an outside vendor to add the “Thinking for a Change” program in the very near future.

Should you have any questions, please feel free to contact us.

Cumberland County Jail

The Cumberland County Jail (CCJ) in Portland, Maine was audited and inspected on October 21-22, 2013 by auditors from the American Corrections Association (ACA). ACA is a nationally recognized leader in best practices for correctional facilities. The auditors inspected the 570 bed direct-supervision jail facility that opened in 1994. The inspection consisted of the jail operations, sanitation, health care, food service, tool and chemical controls, weapons accountability, training, fire safety, and policies and procedures. The jail was also required to provide written documentation from every year showing compliance with our policies and procedures. I am proud to announce that the Cumberland County Jail received a grade of 99.85% as a result of our audit.

The Cumberland County Jail was first accredited by ACA in January of 2001 and has successfully completed re-accreditation four times. The CCJ follows over 400 Adult Local Detention Facility standards that are set forth by the ACA, and must be audited and inspected every three years to maintain the American Corrections Association Accreditation. Because of these stringent guidelines, the standards are not just a formality, but a constant way of doing business.

The staff at Cumberland County Jail work very hard, each day, under extraordinary budget constraints to maintain this level of perfection, which enhances public safety, and that of those placed in our charge. We at the Cumberland County Sheriff’s Office are very proud of their successful efforts. Members of the Cumberland County Sheriff’s Office will attend a board hearing in January 2014 for approval to be officially issued to the reaccreditation certification.

- Cumberland County Jail had a very successful gardening project harvesting over 1000 pounds of vegetables.
- Over 35 inmates received their GED in 2013.

- We updated our camera system and finally got approval to replace a broken down outdated dishwasher.
- We have also been working well with the court system and other Counties trying to make the system run as smoothly as possible.
- Cumberland County Jail hosted a Correction's Competition during Correctional Officer's Week with a full day of events. Corrections week was May 6-10, 2013. A great schedule of events was arranged, and it included participation by York and Androscoggin Counties.



Franklin County

April 2013 Somerset County refused to take Franklin County's inmates after dispute with SBOC, leaving Franklin scrambling to find beds within 72 hours for any new arrestees or sentenced inmates. This was the second time for refusing inmates in less than 1 year.

Franklin Inmates scattered across the state held at; Kennebec, Two Bridges, Cumberland, York, MCC and MSP.

MCC was contacted approximately 26 times this year to hold Franklin Inmates because there was no room in the other county jails to hold them.

One special needs inmate was held at Franklin County Jail for 11 days because no one could take him.

Kennebec County offers to hold some of Franklin's inmates.

Cumberland County will take Min or Med inmates as long as they are NOT special needs inmates.

Law suit filed on behalf of a Franklin County Inmate for a constitutional violation in regards to rights to council.

November 2013 Kennebec can no longer house any more of Franklin's inmates due to overcrowding and numerous fights breaking out at KCJ.

Franklin County Transport officers have traveled 23,293 miles/YTD transporting inmates around the state. These miles do NOT count any of the miles that the HUB has traveled transporting Franklin inmates.

Franklin County Transport officers have used 1,475.5 gal gas/YTD

Franklin County Transport officers have worked over 400 hours of OT transporting Franklin inmates.

Kennebec County Correctional Facility

Sheriff Randall A. Liberty

Major Ryan P. Reardon, Chief Deputy

Captain Marsha J. Alexander, Corrections Administrator

Criminogenic Addiction Recovery Academy (Cara)

The CARA program was developed in the spring of 2010, by Sheriff Randall A. Liberty who coordinated with the Maine Board of Corrections (MBOC) to transform a portion of the correctional facility into specialty treatment units, incarcerating individuals with clear evidence of long-term substance abuse and criminal behavior. The Criminogenic Addiction Recovery Academy (CARA) sought to cultivate a pro-social change within the offenders mind, body, and spirit by providing individualized learning, effective skill development, and collaborative transition planning to significantly reduce future anti-social substance abusing and criminal behavior. The unit is a therapeutic environment with an emphasis on support, accountability, responsibility, and community awareness. The program is delivered over a 5 ½ week period, to

include a four phase program; intake with motivation enhancement, intensive, transition/re-entry, and mentoring. The program is structured with facilitated groups consisting of individual activities supervised by professional staff and specially trained Corrections Officers. The program has been a collaborative effort by the District Attorney's Office, Crisis and Counseling, Inc., Me Pretrial Services, Inc. Probation and Parole, Augusta Adult Learning Center, KVCAP, and many volunteers.

During FY13, the program conducted twelve programs (8 male/4 female groups), graduating 104 participants, from Androscoggin, Cumberland, Kennebec, Knox, Lincoln, Penobscot, Somerset, Washington, and York Counties.

Kennebec County Sheriff's Office has received two awards for this program. The 2012 Criminal Justice and Public Safety Achievement Award from the National Association of Counties (NACo). In 2013, the Corrections Administrator received the 2012 Merit Award for Corrections/Jail Innovation from the National Sheriffs Association.

Veterans Program

The goal of the Incarcerated Veterans Initiative is to identify Veterans which have service-related behavioral and or medical conditions and assist them in the rehabilitation of those issues. We recognize that there are common symptoms among previously deployed military personnel which include Post Traumatic Stress Disorder, substance abuse, anger management and relationships difficulties. The Incarcerated Veterans Initiative screens Veterans as they enter the Kennebec County Correctional Facility and determines appropriate programing that may assist the Veteran in their recovery.

As Veterans progress through the criminal justice system, stakeholders, including the District Attorney's Office, Crisis and Counseling Inc., Maine Pretrial Services Inc., and the Veterans Administration, work with the Veterans to establish and conduct a treatment plan.

The Kennebec County Correctional Facility has established a housing unit which is specifically designated for Veterans. The Veterans will be educated on resources, meet with the Veterans Hospital Community Outreach Coordinator, have access to the Co-Occurring Disorders Veterans

Court (CODVC), and participate in a module based treatment program. This program is available to all county inmates incarcerated in the State of Maine.

MeDSP

The Maine Diversionary Sentencing Programs offer an alternative community based program designed to meet judicial sentencing requirements, along with improving the lives of low risk offenders. These programs help develop offenders into productive members of society, by providing them an opportunity for successful re-entry back into the community. The Judicial System of the State of Maine may sentence an offender to any of the scheduled programs regardless of which county the offense occurred. The offender is responsible for the fee of the program and for contacting the county that they have been sentenced to. The county will provide all information to the offender regarding the program; to include, processing information, rules and regulations, and expectations.

The county diversionary sentencing programs are statewide and designed for offenders who typically have a minimum sentence of three to ten days. Each participant will complete community service work and educational classes during the programs. These programs are open to any offender who lives within the State of Maine or whose offense took place in Maine.

Kennebec County Correctional Facility conducted four programs with 184 participants during the FY13 fiscal year. These programs were conducted in Fairfield, Rome, Winslow, and Winthrop, with the participants completing a total of 1883 community service hours to these school districts. These four programs saved these school districts \$14,123 (based on minimum wage) in labor costs. Kennebec has been conducting these programs since 1986 with over 4000 participants to date diverted from incarceration. These programs are a win-win as the program is no cost to tax payers as participants pay for a fee, the school districts receive community services hours, and the correctional facility has a decrease in its population.

Kennebec's Restorative Community Harvest

During the 2013 calendar year, Kennebec's Restorative Community Harvest formerly known as the Inmate Garden Program, planted ten acres of garden and harvested 46,448 pounds of

produce. All produce was delivered to the Department of Agriculture, Emergency Food Assistance Program and to Northeast Dream Center for distribution for people in need.

The inmates that participated in this work program completed 640 hours of labor over 80 work days. Sheriff Randall Liberty is committed to continuing this important effort to assist those in need, while providing inmates with meaningful opportunities to work, learn a skill and give back to the community.

In 2012, Kennebec County Sheriff's Office Inmate Restorative Community Harvest was the proud recipient of the Outstanding Criminal Justice Program Award presented by the National Criminal Justice Association (NCJA), North Eastern Region.

Going Green Project

Kennebec County Correctional Facility in collaboration with the County has been working on becoming a reduced waste governmental agency. The "going green" goal has been accomplished in three phases and was funded by the reduction in cost from the current waste collection expense.

Phase I consisted of all compostable food waste from the Kennebec County Correctional Facility being separated into two categories, vermicompost and garden compost. The first category, vermicomposting is a process of composting by using worms to create worm castings. Food waste from the facility that does not contain dairy, meat, citrus, or oils is placed in large containers combined with the worms allowing the worms to consume the waste producing compost. The second category, garden compost is the remainder of the food waste from the correctional facility that could not be used in the vermicomposting bins are delivered by the inmate community service work crews to a designated site at the inmate garden. All compost is used in the inmate garden to enhance the soil.

Phase II incorporates several recycle stations and secure shred stations which replaced all large trash containers throughout the buildings. These stations along with new small waste receptacles were distributed as well as education to all employees on proper disposal of items and what can and cannot be recycled.

Phase III consisted of constructing a storage shed with multi bays for including a bay for waste, scrap metal, cardboard, and food waste (which is transported to the garden).

This project reduced the amount expenses the facility and county incur for pickup of waste. The inmate community service work crews transport all the food waste to the garden and assist the Maintenance employees with the remainder of the recycle items that need to be delivered to other areas.

Knox County Jail

Chickens, chickens, and more chickens are here at Knox County Jail.

Inmates built chicken coops and a yard for 25 hens to start. They are learning all about raising chickens from the egg to the hen. Watching as the eggs mature by candling as the embryo grows into a chick is fascinating. Not only are these eggs being hatched in an incubator but they are also on the menu. This appears to be a big hit. Trustees do all this and tend to all these programs.



Birdhouses made by female trustees that you may see up around the Jail.



Our gardens were a huge success. The inmates take pride in their work. We had peas, potatoes, corn, cucumbers, squash and string beans. This helped in lowering our food bill. Inmates start seedlings then transplant them into the ground.

We have had trustees painting Life Ministry's Church in Rockland. The Church does a lot of volunteer work here for us. Another skill that a few trustees had was splicing rope. I thought this to be very interesting and something others could learn. This is a skill that will someday be lost if we don't preserve it. We try to implement what is available into our programs.

There are lots of opportunities here for those whom wish to change their lives and accept responsibility for their actions. We have trustees that go out on work release returning here at night. Their pay is saved for them and some goes to fines and child support.

Inmates also have the opportunity to learn how to run a backhoe and a tractor, thus opening up another door for them on the outside. We do what we can with what we have. There are always inmates not wanting to change their ways and will be back again unfortunately.

Two Bridges Regional Jail (Lincoln & Sagadahoc)

Two Bridges Regional Jail is the first jail in the United States to accept international criminal justice students from Canada. Sebastian Johnson, from Saint Charles, N. B., and Marc Andre Duguay, from Bathurst, N. B., spent eight weeks at Two Bridges as part of their two-year course in Criminal Justice at the



Canadian Interns Sebastian Johnson (left) and Marc Andre Duguay (right) receive congratulations and plaques from Col. Mark Westrum for

College Communautaire du Campus de Dieppe. They will graduate on June 22.

The students were first assigned to D-Shift for a few weeks but then worked the remainder of their stay with C-Shift when the shift change took effect. They participated fully in the operations and activities of the Jail, including volunteering for the Relay for Life Cell Breakers' team. They were required to complete a minimum of 15 tasks on a checklist from the college and were able to complete 40, far exceeding the requirements.

"I had the chance to see and do a lot of routines which I feel will help me greatly in my future projects and career," said Duguay in a thank you letter to the staff.

At the farewell party, they were presented with plaques, Colonel's Commendations and Red Sox T-shirts to commemorate their visit here.

Six Inmates Receive GED at Two Bridges Regional Jail

Two Bridges Regional Jail is proud to announce that 6 people received GEDs and were honored with a graduation ceremony where they were allowed to dress in caps and gowns and have pictures taken for their families. Those attending the ceremony were Colonel Mark Westrum, Lt. James Bailey, Programs Officers Heidi Grover and Sue Sutter, Pastor Wally Staples, Superintendent of Schools. Alan Hawkins, Anne Fensie, Director of the Wiscasset Adult Program, Vanessa Richards and Elizabeth Potter teachers from Adult Education, Naomi Bonang, TBRJ and Jessica Tarr, VOA. The Diplomas were awarded by Anne Fensie. Congratulatory speeches were given by many of those present.

TBRJ is very committed to educational programming addressing a wide range of topics such as



Substance Abuse, Anger Management, Parenting and other Life Skills. We feel that giving people an opportunity to attend these classes will help them make better life choices and help prevent recidivism. In order to be awarded a GED a person must pass the five tests consisting of Math, Science, Social Studies, Reading and

Writing with a combined average of at least 450. The Wiscasset Adult Ed. instructors come into the jail to do intakes and pretesting and, based on the scores, people are put into classes in the areas they need help with. The jail also employs a part time teacher who works with people to help bring up pretest scores and lets them know what to expect when they take the real test. We also have several Literacy Volunteers who will come in and work with students with literacy issues. We are very proud of our graduates and thank all of those who helped them with their accomplishments.

We hope that this will be a stepping stone for them to acquire more education be it vocational, college or whatever they chose.

Sagadahoc County

Over the past year, Lincoln County and Sagadahoc County have worked collaboratively to maintain an Inmate Public Works Program through Two Bridges Regional Jail. The program is run through the Transport Division of each county and deputies from both counties oversee the coordination and on-site supervision. Twenty-one different communities throughout the two county regions benefitted from the various work details. Jobs included everything from painting to trash pick-up to forest management. Several dozen inmates participated in the program, providing 8,984 hours of work. This would equate to approximately \$175,000 savings to the communities and non-profits involved. In addition, the program saved approximately 560 bed nights for TBRJ. There continues to be an increasing need for work, and as such the counties are looking to continue and expand the program.

Oxford County Jail

The Oxford County Jail continues to Serve the citizens of Oxford County, and its local police agencies, given that the Mission change status of 2009 has reduced the operations of the Jail to a (72) hour holding facility working daily in the difficult task to incorporate the logistics of providing care, housing, transporting. We continue to provide a safe environment for staff and offenders.

To this date we have maintained a consistent 24 hour a day facility accepting offenders arrested and brought into the facility from all the various police agencies. Dedicated, experienced staff of the highest level receive those offenders and provide them with a safe transition into the criminal justice system. Our Boarding out rate from July 2009 to current is 25.79 per day, and our daily in house is currently 8.7 per day. Oxford County is very active with a consistent arrest and court committal process.

Oxford County Jail, first opened in 1979, has 27 beds, 4 cell blocks of 6 cells each, a flexible block of 2, with a holding cell and temporary cell. Oxford County has always maintained the jail complex with plans for up keep. We continue that program with short and long term planning for capital expenses. We have a clean and viable facility that we are proud of. Working with the

courts to establish efficiencies has been the goals of Oxford County. We began the video conferencing project in 2010 and continue to use the technology, seeking the courts participation in all avenues of the application. To date over 100 video conferences have been done, equaling 385 plus offenders seen here at the jail in the safety of the complex. Our pride shows with our work in the video conference room, with Blue drapery, flags, and wall art of the Oxford County logo.

We stand ready to serve the Citizens of Maine, Oxford County, and our continued work with the Maine Jail System.

Penobscot County Jail

Sgt. Donald Day of the Penobscot County Sheriff's Office developed an inmate HUB transportation system for northern Maine counties in 2009. Participating counties are Aroostook, Washington, Hancock, Piscataquis and Penobscot.

Other counties participate as needs dictate. Each of these counties were individually responsible for transporting their inmates to other jails and prisons across the state due to overcrowding, warrants, and court appearances. Often the vehicles were well below



capacity and various counties were each individually making a trip to the same locations. Under the HUB design; each of these counties now brings their prisoners to Penobscot County where they are transported in a larger transport vehicle that is often now filled to capacity. This project has saved the individual counties \$46,032.00 during a past year and each year during its inception. Savings are attributed to vehicle mileage and staffing expenses and represent true savings to the taxpayer.

Piscataquis County Jail

Replaced the HVAC system in their control room. Upgraded their camera and recording system without requesting any additional funding from the Board of Corrections. Both of these projects are and continue to be on their capitol list.

Waldo County (Maine Coastal Regional Reentry Center)

Maine Coastal Regional Reentry Center (MCRRC) enjoyed another successful year serving 57 inmates, significantly reducing the likelihood of their return to incarceration. In addition to committing themselves to the effective and innovated programming offered at MCRRC, these men gave over 5,000 hours of community service to our many local partners in Waldo County, paid over \$22,000 in restitution to their victims and fines to the courts, and contributed over \$27,000 in room and board.

- **57 inmates** were served by the reentry center last year. **33** of those inmates were **Waldo and Knox County residents**. **All 57** were habitually impacting our populations and our budgets prior to their entry into our program.
- MCRRC employs a validated risk/needs assessment tool that accurately measures the risk to reoffend and identifies the dynamic risk factors driving criminogenic behavior. MCRRC brings in individuals that have a moderate to high risk of reoffending, and targets their criminogenic risk factors during their stay, ensuring that upon their release, their risk of reoffending is substantially reduced.
- MCRRC successfully utilizes the Risk-Need-Responsivity Model in assessing, addressing, and effectively reducing criminogenic behavior.
- MCRRC uses the latest in evidenced based programming, cognitive behavioral therapy, innovative, risk reduction strategies, and a team of responsive staff that successfully implement and support evidenced based principles ensuring positive treatment outcomes.

- All MCRRC residents become employed and/or enrolled in postsecondary education during their stay, and this employment carries through and beyond their release.
- We had 28 residents graduate from our program last year. All 28 left here with permanent housing, 23 were employed and 5 were enrolled in postsecondary education.
- One resident hired by a local paper was given his own column, "View From the Center", and was published biweekly.
- This past year, the MCRRC garden produced and supplied **26,200 pounds** of fresh produce to the tables of those in need, including food pantries, soup kitchens, churches, numerous other nonprofits, and our own program.
- **\$27,736.64** in **room and board** was collected from our employed, tax paying, MCRRC residents last year.
- **\$22,055.41** was collected from MCRRC residents for **finances & restitution last year**.
- MCRRC residents teamed up with the Tri-Town Parent Teacher Group (PTG) and provided labor and staffing for three major fundraisers that totaled over **\$4,000** in money raised to support Ames and Weymouth Elementary School Student Programs.
- MCRRC residents performed **5,128 hours of community service** with 35 partners in Waldo County. Calculated just at minimum wage, this translates to **\$38,460** worth of labor given back to the community.
- Programs like MCRRC are a **cost effective**, proactive approach to **reducing jail populations**, and provide solid, responsible, **long term solutions** to overall public safety while **strengthening communities**.

York County Jail

York County was a co-recipient (along with Kennebec County) of federal grant funds for Residential Substance Abuse Treatment (RSAT). York has been using RSAT funds for several years to provide post-incarceration treatment in the community for men and women. This year's award provided a competitive process allowing both state and local agencies to apply for funds allocated to Maine. York and Kennebec decided to offer a "team approach", by asking the state's Justice Assistance Council to fund a program in both Central and Southern Maine, with each site receiving half of the funding; rather than directly competing against one another. This "win-win" approach allowed each county to operate a program, serving a greater geographic area within Maine.

Unfortunately, due to the fiscal climate, we also experienced a hiring freeze for Corrections staff. The inability to hire staff, coupled with the continued delay of jail capital and maintenance projects impacted jail operations during 2013.

York County continued its' vegetable garden program this past year and donated hundreds of pounds of fresh vegetables to local food pantries in York County. In addition, we constructed a Green House, which will allow us to extend the growing season and to increase our yield. We will also start our own plants from seed as well as grow our inaugural crop of flowers, which will be planted around York County Government Buildings in 2014.