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OF

CORRECTIONS

PROBATION SYSTEMS MANAGEMENT STUDY

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MAINE DEPARTMENT

OF

CORRECTIONS

PROBATION SYSTEMS MANAGEMENT STUDY

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I N T R O D U C T I O N

INTRODUCTION

This document contains information designed to fulfill the requirements of L.D. 45, entitled "Resolve to Request the Department of Corrections to Undertake a Probation Systems Management Study".

The Division of Probation and Parole has prepared this report through a combination of internal effort and technical assistance provided by the National Institute of Corrections.

The Mission and Philosophy of the Division of Probation and Parole are stated below.

MISSION

To make effective adult and juvenile services available to all Maine Juvenile, District, and Superior Courts; to supervise all persons on release from the Maine State Prison, Maine Correctional Center, and Maine Youth Center, to supervise probationers from other states when requested; to investigate the applications for Pardons or Commutations of sentences at the request of the Governor and Advisory Board; and to provide effective counseling, direction, and motivation for all clients of the Division in need of services.

PHILOSOPHY

In providing these services, the Division is very much aware that human behavior is directed toward the attainment and satisfaction of needs. In striving to satisfy these needs, clients often come in conflict with society and its laws and, in so doing, come to the attention of the Criminal Justice System and this Division, as one of its components. In trying to assist and support its clients, the Division recognizes and respects their individuality and uniqueness and tries to provide all services in such a way as to assist clients to satisfy needs in more socially-acceptable ways. It is the intention of the Division to provide only that measure of support and

supervision needed to ensure adequate adjustment, while, at the same time, helping to develop and maintain each individual's sense of independence and self-direction.

At the same time, the Division recognizes that it also has an equally-important responsibility to the community as a whole. In supervising clients, the safety and protection of the community will always be taken into consideration and will become the primary focus of decision making when the safety or protection of the community appears to be jeopardized.

It is this dual responsibility that provides both the challenge and the frustration of the Division's commitment to both the client and the community.

The following charts and graphs provide information concerning the six Probation and Parole Districts and the increases in caseloads for the past five years. Also shown is the dramatic increase in the collection and disbursement of restitution.

OVERVIEW

DIVISION OF PROBATION AND PAROLE

The Division of Probation and Parole is responsible for all adult and juvenile probation services in Maine. The Division personnel are as follows:

1 Director
2 Assistant Directors
6 District Supervisors
12 Intensive Supervision Officers
52 Adult Officers
40 Juvenile Officers
24 Clerical Personnel

Total personnel: 137

As of December 3, 1989, the Division's total caseload was 9,079. Of that number, 2,228 were juveniles. The average adult caseload is 137, and the average juvenile caseload is 60.

However, it is very important to note that caseload supervision is only one area of responsibility for field officers.

Other duties are:

ADULT OFFICERS

1. Pre-Sentence Investigations
2. Pardon Investigations
3. Furlough Investigations
4. Out-of-State Investigations
5. Department of Corrections' Initial Placements
6. Arrangement of Public Service Work
7. Bail Supervision
8. Collection of Restitution

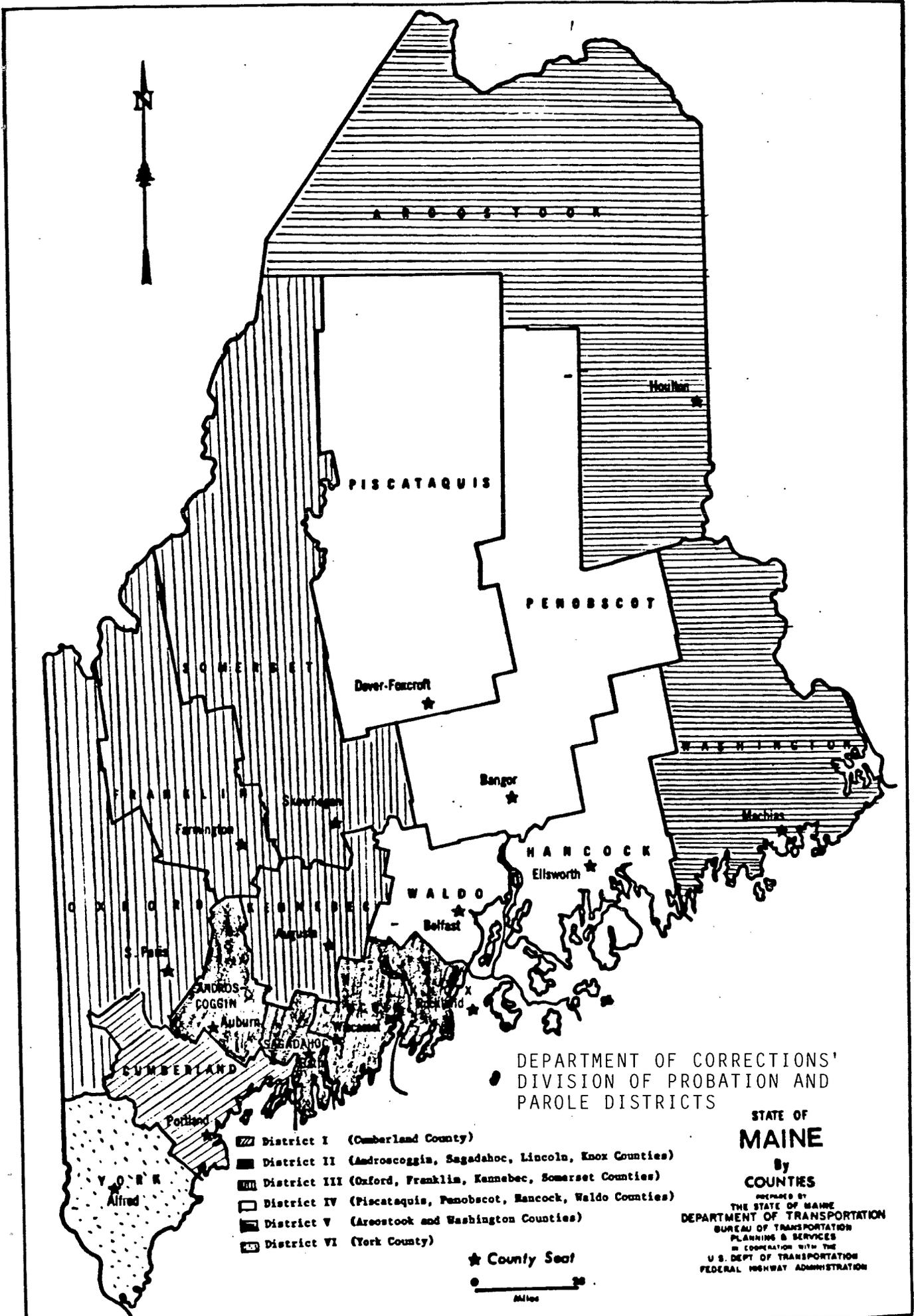
JUVENILE OFFICERS

1. Pre-Sentence Investigations
2. Preliminary Prosecutorial Investigations
3. Detention Decisions and Conditional Release
4. Informal Adjustment Supervision
5. School Liaison
6. Runaway Returns
7. Placement Development

The demands placed upon the Division have increased greatly in terms of complexity and quantity. Problems cannot be measured only in terms of caseload. The Division plans to seek technical assistance to specifically address the workload situation in the near future.

SECTION I

STATISTICAL INFORMATION



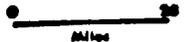
DEPARTMENT OF CORRECTIONS'
DIVISION OF PROBATION AND
PAROLE DISTRICTS

STATE OF
MAINE
By
COUNTIES

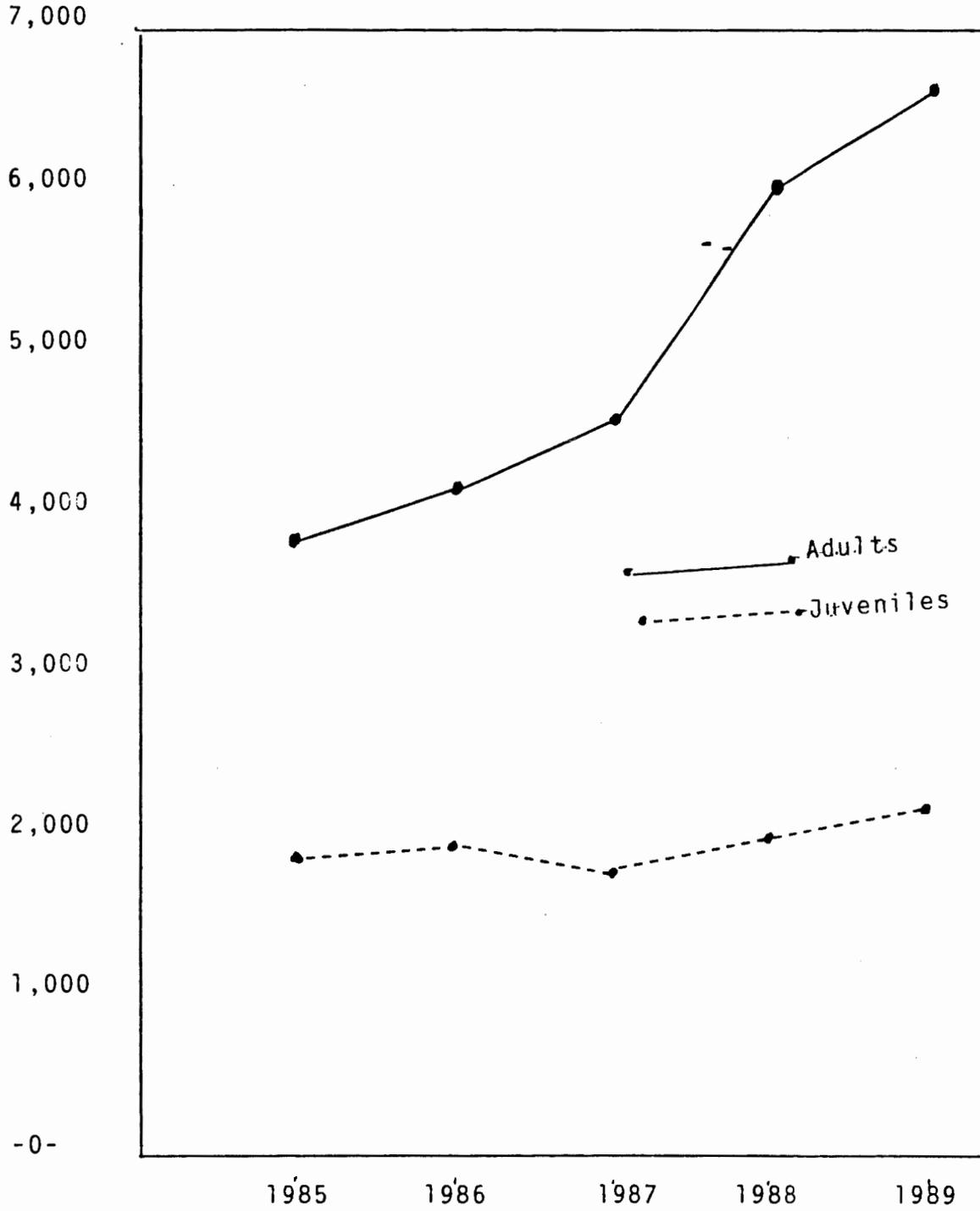
PREPARED BY
THE STATE OF MAINE
DEPARTMENT OF TRANSPORTATION
BUREAU OF TRANSPORTATION
PLANNING & SERVICES
IN COOPERATION WITH THE
U.S. DEPT. OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION

- ▨ District I (Cumberland County)
- ▨ District II (Androscoggin, Sagadahoc, Lincoln, Knox Counties)
- ▨ District III (Oxford, Franklin, Kennebec, Somerset Counties)
- ▨ District IV (Piscataquis, Penobscot, Hancock, Waldo Counties)
- ▨ District V (Aroostook and Washington Counties)
- ▨ District VI (York County)

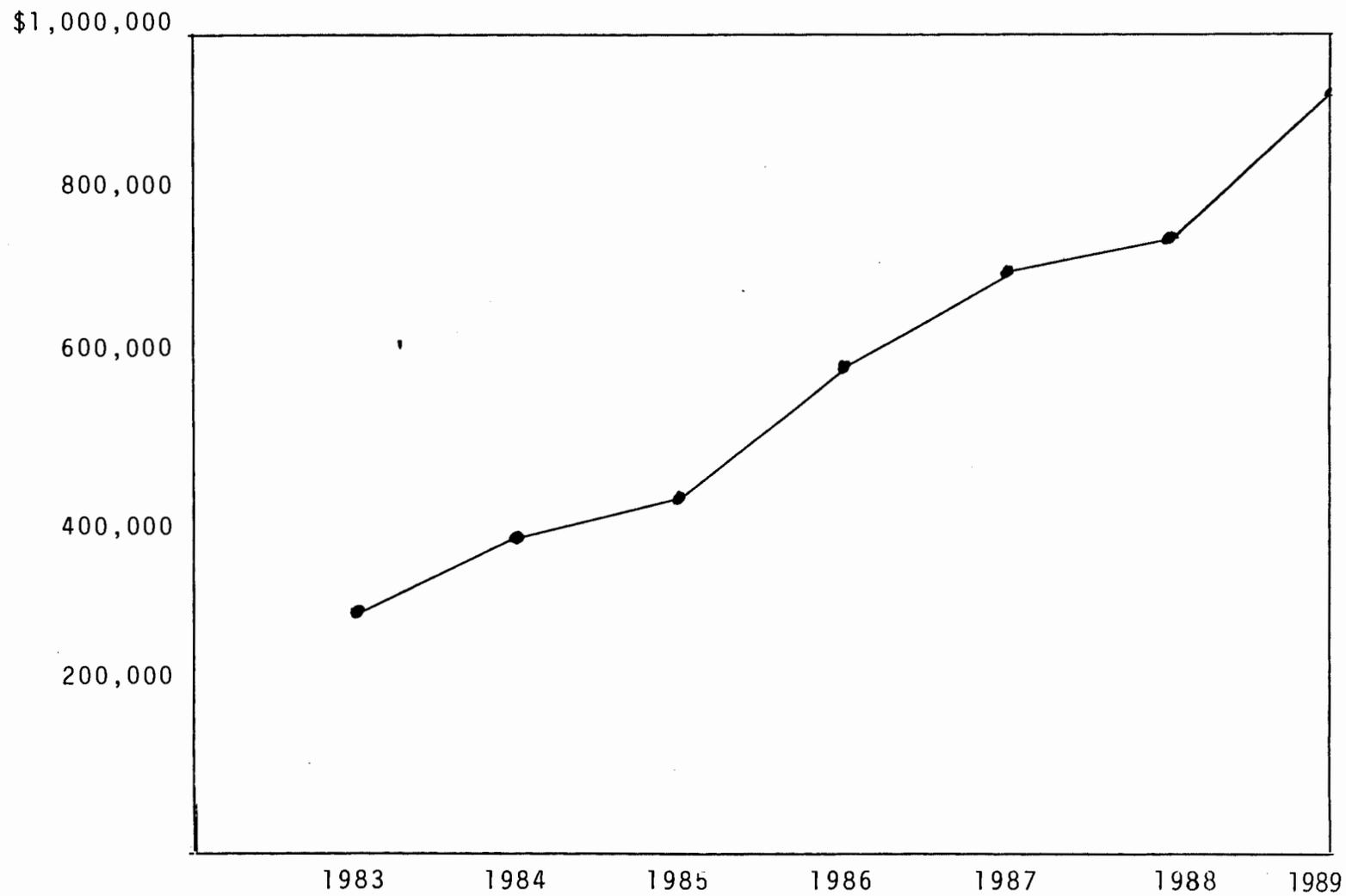
★ County Seat



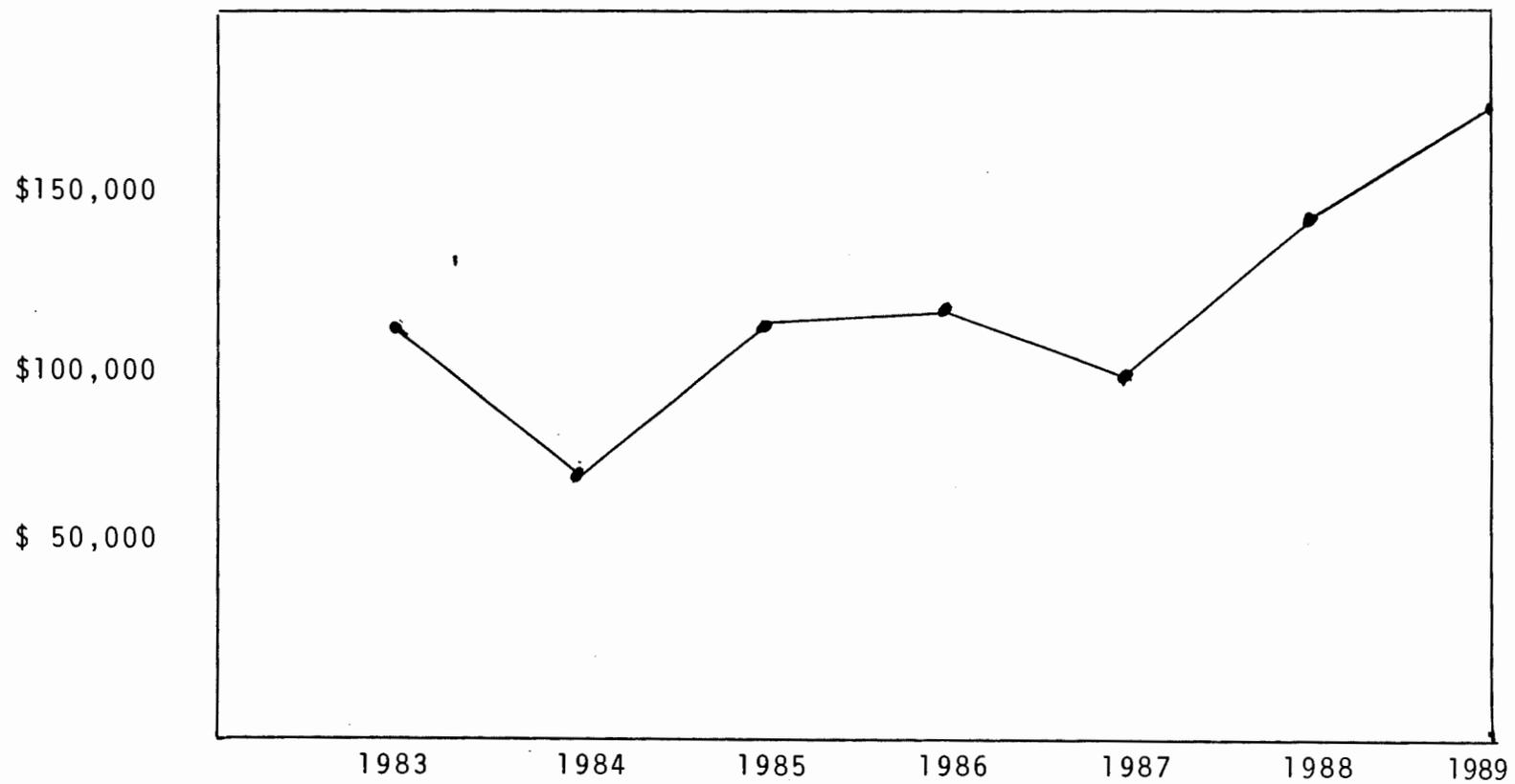
- 9 -
DEPARTMENT OF CORRECTIONS'
DIVISION OF PROBATION & PAROLE
CASELOAD GROWTH 1985 - 1989



RESTITUTION COLLECTED - ADULT PROBATION



RESTITUTION COLLECTED - JUVENILE PROBATION



SECTION II

DESCRIPTION OF PROBATION AND

PAROLE DISTRICTS

CENTRAL OFFICE

The Division of Probation and Parole in Central Office consists of:

1 Director

2 Assistant Directors (one responsible for adults and one responsible for juveniles)

3 Clerical Personnel

This office is responsible for the administration of the entire Division. The Assistant Director for Juveniles handles most juvenile matters and reports to the Director. The Assistant Director for Adults has primary responsibility for Training, Intensive Supervision, Parole Board matters, and Pardons and Commutations. This position also reports to the Director. The three clerical personnel handle all statewide record keeping and correspondence and maintain the Department's inmate records. They also report to the Director.

In addition, Central Office is responsible for administering numerous community contracts totaling \$556,330. These contracts provide excellent services to clients, but they should be expanded in order to eliminate waiting lists.

DISTRICT I

District I encompasses all of Cumberland County. The main office is in Portland, with a sub-office (shared with District II) in Brunswick. The staff consists of:

- 1 District Supervisor
- 11 Adult Officers
- 7 Juvenile Caseworkers
- 4 Intensive Supervision Officers
- 4 Clerical Personnel (Portland)

Total Staff = 27

The average caseload for adult officers is 112 and for Juvenile Caseworkers, 53. The ISP Team presently supervises 21 cases. This district is an extremely active one, with a very heavy workload/caseload.

Within District I, the following contractual agreements with community agencies/providers are in effect:

1. Day One - substance-abuse treatment
2. Steve Thomas (LCSW) - sex-offender treatment

There are often waiting lists for these services.

DISTRICT II

District II encompasses Androscoggin, Sagadahoc, Lincoln, and Knox Counties. The main office is in Auburn, with sub-offices in Brunswick (shared with District I), Bath, Wiscasset, Waldoboro, and Rockland. The staff consists of:

- 1 District Supervisor
- 11 Adult Officers
- 6 Juvenile Caseworkers
- 2 Intensive Supervision Officers
- 4 Clerical Personnel (3 in Auburn and 1 in Rockland)

Total Staff = 24

The average caseload for adult officers is 112 and for Juvenile Caseworkers, 56. The Intensive Supervision Team presently supervises 12 cases. This district is also a very active one, with a heavy caseload/workload.

Within District II, the following contractual agreements with community agencies/providers are in effect:

- 1. Jan Fox - Counseling
- 2. McKenzie Thomas - Counseling
- 3. Abused Women's Advocacy Project
- 4. Beverly Blanchard - Counseling

The agencies all provide general and some specialized services relating to both sex offenders and substance abusers. There are often waiting lists for these services.

DISTRICT III

District III encompasses Kennebec, Oxford, Franklin, and Somerset Counties. The main office is in Augusta, with sub-offices in South Paris, Farmington, Skowhegan, Rumford, and Waterville. The staff consists of:

- 1 District Supervisor
- 11 Adult Officers
- 6 Juvenile Caseworkers
- 2 Intensive Supervision Officers
- 5 Clerical Personnel (3 in Augusta, 1/2 in South Paris, 1/2 in Farmington)

Total Staff = 25

The average caseload for adult officers is 153 and for Juvenile Caseworkers, 63. The ISP team supervises 5 cases. This district is geographically large and very busy.

Within District III, the following contractual agreements are in effect:

- 1. Crisis & Counseling Centers - substance-abuse
- 2. Ed Piirainen, Freedom Counseling - substance-abuse
- 3. Kennebec Valley Mental Health Center - sex-offender treatment
- 4. Kay Landry - sex-offender treatment
- 5. Tri-County Mental Health Center - sex-offender treatment

These services are available for both adults and juveniles. However, there are often waiting lists for treatment.

DISTRICT IV

District IV encompasses Penobscot, Hancock, Piscataquis, and Waldo Counties. The main office is in Bangor, with sub-offices in Dover-Foxcroft, Ellsworth, Lincoln-Millinocket, Belfast, and Newport. The staff consists of:

- 1 District Supervisor
 - 9 Adult Officers
 - 8 Juvenile Caseworkers
 - 2 Intensive Supervision Officers
 - 5 Clerical Personnel (3 1/2 in Bangor office and 1/2 in Ellsworth)
- Total Staff = 25

The average caseload for adult officers is 127 and for Juvenile Caseworkers, 60. The ISP team presently supervises 6 cases. This district has a large geographic area, coupled with an exceptionally heavy investigatory workload.

Within District IV, the following contractual agreements are in effect:

- 1. William DiTullio - psychological services.
- 2. YMCA - Bangor Division - general multiple services
- 3. Mack Thomas - Waldo - sex-offender treatment and general counseling
- 4. Community Health & Counseling Services - sex-offender treatment
- 5. Dr. W. O'Donohue - University of Maine - sex-offender treatment
- 6. J. N. F. Counseling Associate - Brewer - substance-abuse treatment
- 7. Dr. Peter Rees - Ellsworth - mental-health counseling

These resources are excellent, but inadequate funding creates waiting lists on occasion.

DISTRICT V

District V encompasses Aroostook and Washington Counties. The main office is in Caribou, with sub-offices in Presque Isle, Houlton, Calais, and Machias. The staff consists of:

- 1 District Supervisor
- 5 Adult Officers
- 5 Juvenile Caseworkers
- 3 Clerical Personnel (1 in Houlton, 1 in Machias, and 1 in Caribou)

Total Staff = 14

The average caseload for adult officers is 99 and for Juvenile Caseworkers, 54. The workload/caseload situation in this district is the most favorable in the Division, but much of that is offset by the inordinate amount of travel time, due to the extremely large geographical area included in District V.

Within District V, the following contractual agreements are in effect:

1. Aroostook Mental Health Center - sex-offender treatment and substance-abuse treatment (Probation and Parole clients in and out of jail)
2. Washington County Psychotherapy - sex-offender and mental health treatment
3. Downeast Medical Center - mental health treatment

There are infrequent situations when there are waiting lists for these services.

DISTRICT VI

District VI encompasses all of York County. The main office is in Biddeford, with a sub-office in Sanford. The staff consists of:

- 1 District Supervisor
- 5 Adult Officers
- 5 Juvenile Caseworkers
- 2 Intensive Supervision Officers
- 2 Clerical Personnel (1 in Sanford and 1 in Biddeford)

Total Staff = 15

The average caseload for adult officers is 133 and for Juvenile Caseworkers, 52. This is a very busy district in a very fast-growing area. In 1982, there were 300 adult probationers, and, at the close of 1989, the total was approximately 700.

Within District VI, the following contractual agreements are in effect:

- 1. York County Counseling Services - general multiple services
- 2. York County Shelter - substance abuse

There is often a waiting list for clients at York County Counseling.

S E C T I O N I I I

M A N A G E M E N T I N F O R M A T I O N
A N D C A S E L O A D M A N A G E M E N T

MANAGEMENT INFORMATION AND CASELOAD MANAGEMENT

The Division of Probation and Parole received the following report from the National Institute of Corrections, which provided the Division with technical assistance in this area. The Division concurs with the findings contained in this report and will attempt, within available resources, to implement the recommendations contained therein.

One of the areas to be reviewed based upon the resolve was the possibility of an Offender Based Tracking System (OBTS).

At the present time, Senator Joseph Brannigan and Representative Patrick Paradis are chairing a study committee to implement the computerization of criminal history information. This committee comprises representatives from all components of the criminal justice system, including Corrections. This committee is developing an information system called Maine's Criminal Justice Information System, (MCJUSTIS). MCJUSTIS will provide a true OBTS, which will track offenders through the entire criminal justice system from criminal complaints to discharge from a correctional or detention facility. The Department is an active player in MCJUSTIS. The first phase of MCJUSTIS is now being implemented through the computerization of criminal history information from the Department of Public Safety. In order to be a true OBT system, you must have the ability to track offenders through the entire criminal justice system. MCJUSTIS will meet this need.

TECHNICAL ASSISTANCE TO THE
MAINE DEPARTMENT OF CORRECTIONS,
DIVISION OF PROBATION AND PAROLE, FOR A
PROBATION SYSTEMS MANAGEMENT STUDY

By: Brian J. Bemus
Management Consultant

October, 1989

This technical assistance activity was funded by the Community Corrections Division of the National Institute of Corrections. The Institute is a federal agency established to provide assistance to strengthen state and local correctional agencies by creating more effective, humane, safe, and just correctional services.

The resource person(s) who provided the on-site technical assistance did so on a contractual basis, at the request of the Maine Department of Corrections and through the coordination of the National Institute of Corrections. The direct on-site assistance and this subsequent report are intended to assist the Department to address the issue(s) outlined in the original request and to assist the Department in its efforts to enhance the effectiveness of the agency.

The contents of this document reflect the views of Mr. Brian Bemus. The contents do not necessarily reflect the official views or policy of the National Institute of Corrections

TA90C2035

Scope of the Project

Technical Assistance (TA) was requested by Mr. Peter J. Tilton, Director, Maine Division of Probation and Parole. The nature of the request was to obtain assistance to assess the following issues:

- * Management Information Systems/Offender-Based Tracking, program planning and evaluation; and
- * Adult/Juvenile Case Management, including classification, workload, and quality control.

This TA is part of a total probation systems management study ordered by the 114th legislature.

Background

The Maine Department of Corrections is a cabinet agency organized under the executive branch of government. Probation and Parole is a separate division within the Department and is responsible for the supervision of both adult and juvenile offenders. To accommodate its workload, the Division employs a Director, two Assistant Directors (one each for Juveniles and Adults), six (6) District Supervisors, 52 adult officers, 40 juvenile officers, and 12 ISP officers. While adult and juvenile offenders are supervised out of common district (or sub-district) offices, line officers do **not** carry mixed caseloads.

Similar to other states, Maine is faced with a severe shortfall of correctional resources. In an effort to address the problem, the Legislature has proposed two bond issues to expand adult and juvenile corrections facilities, as well as a probation systems management study.

The original legislative resolve (L.D. 45) provided the Division of Probation and Parole with \$150,000 to contract for consultant services. However, with the collaboration of the National Institute of Corrections (NIC), the budget allocation was converted to additional line personnel, with NIC committing to provide short-term technical assistance to conduct the management study.

The Legislature resolved that the following issues be reviewed:

1. Information systems; data collection, offender tracking, program evaluation, and management and policy decision making.
2. Program evaluation; to include investment strategies and quality control.
3. Offender-based tracking.
4. Training for Probation and Parole concerning management direction and the allocation of resources.
5. Planning strategy which will analyze previous frustrations with traditional master plans.
6. Pre-sentence investigations, including a thorough review and dialogue with the state court system.
7. Classification and caseload management as to how it impacts areas of sentencing, supervision, and initial placements.
8. Staff ratios, which will also encompass analyzing caseload vs. workload and supervisory ratios.
9. The management and development of intermediate sanctions.
10. A thorough analysis of the "in/out decision", what it really means with respect to the amount of space available.

Preparation for the Technical Assistance

Prior to the on-site TA, Mr. Mark Boger, Assistant Director for Juveniles, provided the following materials for review:

- * Draft of L.D. 45
- * Adult and juvenile case management policies
- * Statutes governing Maine probation
- * Intensive Supervision Program Description
- * Current Monthly Statistical reporting forms

In order to provide access to statewide perspectives, Mr. Tilton scheduled a District Supervisors' meeting for the first day of TA (October 18th) to discuss the basic issues relating to case management and the District Supervisors' Management Information Systems (MIS) concerns. The second day of TA focused specifically on MIS concerns, especially from the Department and overall state Probation and Parole perspectives.

Technical Assistance

Technical Assistance (TA) was provided on October 18-19, 1989, at the District I office in Portland, Maine. On Tuesday, October 18, the majority of the day was spent with the District Supervisors, discussing their case management system and MIS needs. Agency staff in attendance included:

- * David D. Dillingham, Corrections Program Specialist, National Institute of Corrections
- * Peter J. Tilton, Director, Division of Probation and Parole
- * Philip B. Hatch, Assistant Director for Adults
- * Mark Boger, Assistant Director for Juveniles
- * Edmund Toohar, District I Supervisor
- * Nancy Downs, District II Supervisor
- * John C. Walker, District III Supervisor
- * Bartlett H. Stoodley, Jr., District IV Supervisor
- * James T. Farr, District VI Supervisor

A separate meeting with Corrine Zipps, Probation-Parole Officer, and Roxy Hennings, Planner, Department of Corrections, was held to specifically address MIS issues related to planning and direct probation and parole services.

Wednesday, October 19, was devoted to the management information system, more specifically, the conceptual framework with which probation and parole would have to conform. Attending this meeting were:

- * Peter J. Tilton
- * Philip B. Hatch
- * Mark Boger
- * Ralph Nichols, Director, Correctional Inspections
- * Jan Armentrout, Assistant Deputy Commissioner,
Office of the Information Systems

Observations

The Maine Department of Corrections, Division of Probation and Parole, is plagued by problems that have been affecting probation and parole for decades. Those problems included dramatic increases in workload and expectations, without the corresponding resources and organizational development needed to keep pace. Within the framework of this technical assistance, it is evident that, while significant increases in resources are needed, it is equally evident that these additional resources cannot be simply more of what currently exists. To keep pace with current demands, additional staff must be accompanied by additional mid-management staff, improved case management strategies, up-to-date information management and automation technologies, and the ongoing resources to maintain the overall system.

Perhaps the most important need is the commitment to maintenance-oriented resources. Two current problems best illustrate this need. First, is the lack of mid-management resources. Six (6) supervisors for 104 line staff are not sufficient to provide the monitoring and professional leadership necessary to meet the current demands of probation and parole supervision. At this level, supervisors are placed in a reactive position and, therefore, must respond after a problem occurs, as opposed to leading past potential problems. In addition, there is little time for planning, organizational/staff development, or program evaluation/development.

The second example is the status of the current information system capabilities. At present, each district office has one or more terminals tied to the Department of Corrections' computer system. The DOC system contains an institutional data base, with query capabilities, word processing, spread sheet, and electronic mail software. The problem is that the system is nearly useless to the Division of Probation and Parole. This condition is the result of two factors. First, the DOC data base is designed for institutional operations and management. This problem is being addressed by the planned development of a new DOC MIS that will comprise unique modules for each of its divisions but will have information sharing/data transfer capabilities. However, the second problem makes the prognosis for the new MIS a tenuous venture. Strong support is desperately needed, because the Division has insufficient knowledge of MIS technology and its application to probation and parole management. Currently, the Division has no formal use of its current system, even though some initial "generic" training was provided. The Division level of "automation literacy" is too low for generic training to be useful. Any future

introductory training without application-specific follow-up in relation to the new MIS will result in a new system that will not be used.

The Division's case management system is basically sound. Recent modifications indicate that there is a clear commitment to keeping a case management system as the central management technique used by the Division. With some additional modifications (see recommendations), the components of the case management system will be capable of providing quality information to the MIS, planning and evaluation efforts, and the development of a workload-based, resource-management system. It is important to note that the case management modifications should be completed prior to the completion of MIS design, since the components of the case management system provide the vast majority of the data entered into the MIS and, therefore, are necessary planning, evaluation, research, budgeting, and quality controls.

Recommendations

The following recommendations are presented in the chronological order in which they should be executed. The overall framework is to complete the case management modifications before proceeding with the MIS recommendations. The MIS "philosophy" is that the MIS and its related applications focus at the district level, in general, and, specifically, on the District Supervisors' role. This framework is designed to ensure the quality of individual client information that, when aggregated, forms the basis for the Division's management-oriented applications.

RECOMMENDATION ONE: The current recommended changes to the adult case management system should be reviewed and should include the following issues:

1. Validation of risk scale items;
2. Addition of a formal needs scale; and
3. Development of a formal reassessment process.

Discussion - The Division has been utilizing a risk-based classification system for over ten years. At its inception, the classification system was "tested" on a sample of closed cases to verify its effectiveness in assessing probationers and parolees. Over time, based on increasingly violent probationers/parolees and changing community expectations, the Division was no longer confident its classification system was working. The proposed changes, however, were not made with the assistance of the empirical evidence needed to provide protection in case of litigation.

Therefore, the risk scale items should be revalidated. The focus of the validation should include a clear definition of "risk", i.e., what should the scale do? Specific items to scrutinize include items A and B, instant offense and prior record. Instant offense categories are often subject to overweighting. This is especially possible with the existing scale, because each count is factored into the total score. Prior record, although used on most, if not all, risk scales, needs a review, because there is no limit to the numerical value in scoring (based on 2 points for every event), even though there is certainly a limit to the predictive value of this single item. For guidance on validation procedures, the Division should contact the NIC Information Center for copies of Statistical Prediction in Corrections, by Todd Clear, and The Tools of Limited Risk Management, by Brian Bemus.

The addition of a formal needs scale is recommended for two reasons. First, without a formal scale, any needs assessment will be based primarily on the individual orientation, time, and resources of each line officer. While it is important to take into account these factors, as well as experience and professional judgment, the needs scale represents the Division's formal explanation of the needs it believes are important and the minimum level of assessment applied to all clients. Experience and judgment should be in addition to formal scales, not in their stead.

The second reason for a formal needs scale is its potential value as data for the Division's MIS. Needs assessments can be used to more completely describe client populations, identify resource needs, and track changes in client behavior. This type of information is invaluable for planning, evaluation (including investment strategies), and, therefore, management's policy and budget decision making. (See The Tools of Limited Risk Management for a description of a needs scale development process)

A formal reassessment process plays two roles. First, a formal process, including prescribed intervals, helps prevent clients from falling through the cracks, a problem associated with high caseloads. With increasing expectations of line officers, it becomes more likely that restitution, community service, and other compensation due from a client may not be completely collected. In addition, periodic reassessments may help identify clients who, once stable, are now becoming more likely to reoffend. The second role is to assist officers in the overall management of their workloads. The formal reassessment plays a role similar to that of the formal needs assessment. It is a description of the Division's values for

client performance and ensures that, at a minimum, it is applied to all clients. As a result, the overall management of each caseload is based on complete and consistent agency values and standards. With a complete case management system in place, the Division can more effectively manage its staff, evaluate performance, and describe what it does.

RECOMMENDATION TWO: The Division should assess its decision to move from a risk-to a needs-oriented Juvenile Case Management System. The final step in this assessment should be a more formal, objective, and weighted needs scale.

Discussion

Similar to the Division's experience with its adult classification system, a modification of its juvenile system is also necessary. It should be noted that, in an era of risk-based decision making, punishment, and hard-line approaches to correctional intervention, it is not uncommon to find agencies with needs-based Juvenile Case Management Systems. It is very important, however, that the Division have a policy that addresses its responsibilities for violent and/or serious juvenile offenders.

The assessment should involve the development of a mission statement that is consistent with its needs-oriented case management system. The remainder of the system should also reflect the commitment to needs-oriented supervision. One of the best statements of an organization's commitment to this approach is a structured, formal needs assessment, based on behavioral definitions of the selected needs areas. It cannot be stressed enough that

the scale have definitions that are as precise as possible. This is imperative, because the most important characteristics of a needs assessment are that it is thorough and reliable. These characteristics help ensure that offenders will be assessed the same, regardless of their individual probation officers.

The remainder of the system, the case plan and contact standards, as well as the case review and reassessment, should also reflect the importance of a juvenile's needs to the supervision of the case.

The current policy on needs assessment is very close to the level recommended in this report. The Division's eleven needs items for juveniles include:

1. Physical/Mental Health
2. School/Employment
3. Peer Influence
4. Use of Non-Structured Time
5. Substance Abuse
6. Physical/Emotional Abuse
7. Sexual Abuse
8. Residential Environment/Family Stability
9. Parental Attitude
10. Juvenile's Attitude
11. Psychosocial Factors

In addition, each of these items has a corresponding definition. Improvements can be made in two (2) areas. First, the behavioral nature of the definitions should be reviewed. The questions to ask are, "What do line officers see, hear, or read about the juvenile that describes no problem, a moderate problem, or a serious problem?" In some cases, the current definitions will have to be expanded to address the three level definition of the problem. Second, the items must be weighted. Weighting is important, because, without weighting, there is no provision for consistency between line officer application of the scale. The danger of non-weighted scales is that it is likely that officers with well-developed biases will be able to manage their entire caseloads around those biases. A needs scale of the type recommended can accommodate well-developed biases by using line staff to develop the definitions and participate in the weighting process. The weighting process is also described in the Tools of Limited Risk Management.

RECOMMENDATION THREE: Upon completion of recommendations one and two, the Division should begin the design of a workload-based management system.

Discussion

The motivation driving workload-based management systems is that the traditional measure of staffing needs, the case, is no longer adequate to meet contemporary demands of fiscal and resource management. The weaknesses of simple caseload measures include the following:

1. All cases do not require equal amounts of time;
2. Caseloads do not take into account geographically-based time requirements;
3. Additional categories of work, investigations, etc., cannot be accurately converted to caseload equivalents.
4. Caseload measures cannot accurately address non-case-related work activities, such as program development or agency planning/evaluation activities; and
5. Caseload measures do not provide management with the tools to equalize work expectations/assignments to staff.

The Division had recognized this need years ago and hired a consultant to develop a workload-based system. Unfortunately, the consultant was unable to devise a method and told the Division a workload system was not possible.

Considering the fact that workload-based systems have been common since the early 80's, the Division has access to considerable expertise and examples to help develop its own system. In fact, it already has in place the most important prerequisite of a workload system, a classification-based case management system.

A document produced by the National Institute of Corrections (NIC) in 1983, Workload Measures for Probation and Parole, is available from the NIC Information Center. This monograph explains the motivations, concepts, and development strategies needed to convert from a caseload to a workload system.

RECOMMENDATION FOUR: The Division should begin with a case management-based MIS. The focus of the design should be at the district level. Any expansion into data sharing and office automation should wait until the Division has developed its own expertise and is assured of the maintenance resources from the Department.

Discussion

The overall plan of the Department of Corrections is very sound. Allowing the Division of Probation and Parole to have a custom MIS will build the ownership necessary for success. It also permits the issue of information sharing to be a separate, mostly technical problem.

The logic of a case management-based MIS is that the information used by line officers is the same information, when aggregated, needed by management.

Case management is the management process that articulates agency priorities (classification), resource demands (standards), and the professional position of criminal justice intervention. As a result, any MIS not centered on case management will be of little value at any level of the organization.

In a case management-based MIS, the following are the minimum data elements required:

- * Initial Client Risk (each element);
- * Initial Client Needs (each element);
- * Reassessment (most current);
- * Termination (outcome, e.g., new arrests/convictions, restitution paid, etc.);
- * Current Sentence;
- * Agency Identifiers (client ID, District, Officer, Supervision Status, Workload Category, etc.); and
- * Due dates.

The preceding data elements will allow the Division to describe its population, revalidate the risk scale, evaluate client outcomes, track workloads, and produce monthly statistics. The client record in this system relates to the offender-supervision period, if there is one record per body, as opposed to one record per offense or sentence.

In a system of this design, there are very few routine reports. However, the routine reports that have the most value include:

- * Tickler or to do/overdue lists for P.O.'s;
- * Monthly workload statistics; and
- * Active client lists.

Before this system is possible, however, there needs to be a plan developed that describes the resources and support available to the Division. Without a formal commitment of this type, the Division will not be able to maintain a successful MIS. This plan must include the budget resources for hardware/software acquisition, training, design assistance, application development, and system maintenance.

Conclusion

The Division has a great deal of work ahead. However, by focusing on revision of its case management systems (Adult and Juvenile) and developing a workload system, it will develop the necessary insights needed to design a case management-based MIS. It would also be beneficial if the Division received application-specific training on its current MIS to begin developing skills and comfort in that area.

S E C T I O N I V

T R A I N I N G

TRAINING

The following pages describe a proposed training program for the Division and a copy of the six-month orientation program required for all new officers. Current budget restrictions preclude the implementation of the desired core curriculum and specialized training.

Table of Contents

Purpose

Division of Probation & Parole Training

Organization and Organization Chart

Entry-Level & Orientation Training - PPOs

Entry-Level & Orientation Training - Secretaries

Continuing Education & Training - PPOs

A. Sample job description for Staff Development
Coordinator and Clerical Assistant

B. Current Entry-Level and
Orientation Training Program

C. Training Record

Purpose

The following training program is recommended to ensure that the Director of the Division of Probation and Parole provides adequate education and training for all employees of the Division, in compliance with MRSA, Title 34-A.

In order to ensure that the Director can comply with the requirement to provide adequate training, two new positions will be required: A Staff Development Coordinator, pay range 25, and a Clerk Typist II, pay range 8. (See A.) In addition, one PPO from each District would be assigned the collateral duty of Part-Time Trainer. A Training Review Board, comprising the Assistant Director of Adult Services, the Training Coordinator, and a District Supervisor, would be established.

The cost of this training program would include a yearly training budget of \$100,000, plus the salaries for two new positions - \$416.40 - \$578.00-Staff Development Coordinator and \$236.00-Clerk Typist II.

The costs would be allocated as follows:

a.	Annual Training Conference	\$20,000	PPO's
b.	Annual Training Conference	\$ 2,000	Secretaries
c.	Central Office Training Fund	\$12,000	
d.	Individual Training Allotments		
	for PPO's (\$610 per PPO)	\$64,275	PPO's
e.	Individual Training Allotments		
	for Secretaries (\$75 per secretary)	\$ 1,725	Secretaries

It is the intent of the Division to procure the assistance of an outside agency to review its training program and to provide the Division with additional input to improve the standard of training. This would be accomplished by requesting technical assistance from the National Institute of Corrections.

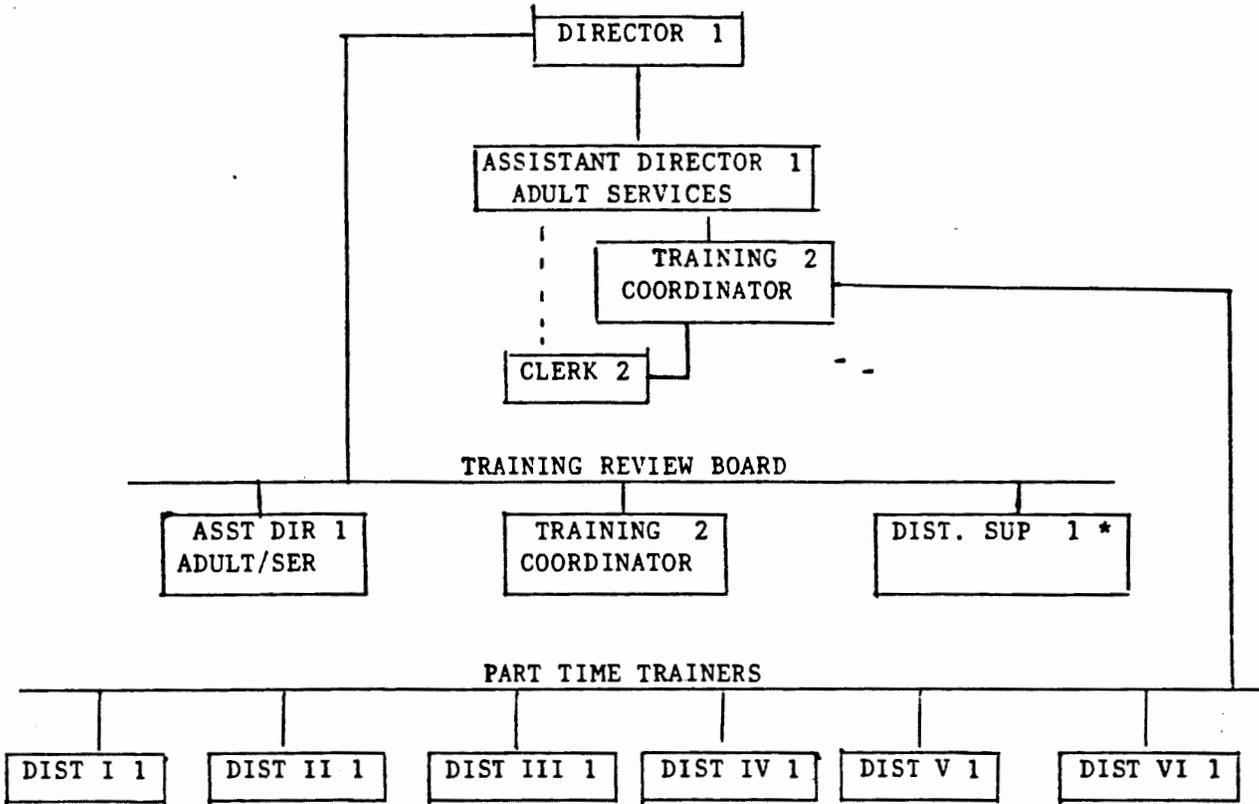
Division of Probation and Parole Training Organization

In establishing the new training organization, only two new positions would be required - the Training Coordinator (Staff Development Coordinator) and a Clerk Typist II. The clerical assistant would also be shared with the Assistant Director of Adult Services, who will also be responsible for overseeing the training provided by the Division. The duties of these positions are outlined in B.

The duties of the Part-Time Trainer (P.T.T.s), one from each District, would be to assist the District Supervisors in ensuring all personnel receive the continuing professional training to keep them up to date in the field of probation/parole. It is anticipated that specialized training for the P.T.T.s can be received at no cost from the National Institute of Corrections.

The duties of the Training Review Board would be to review training curricula and lesson plans developed by the P.T.T.s and other staff, who also have acquired special skills, and to forward them to the Director, with a recommendation to approve or disapprove.

DIVISION OF PROBATION/PAROLE TRAINING ORGANIZATION



1. Existing Personnel

2. New positions (See Tab A)

* This position will rotate on a yearly basis

Entry-Level and Orientation Training

The purpose of the entry-level and orientation training is to provide the new PPO with the basic skills to perform the duties of an adult PPO, a juvenile PPO, or an Intensive Supervision Officer. Tab B is the current outline of the training that all new personnel are required to complete in the first three months of employment. This training is accomplished at the District level. The Division has compiled information in order to publish a training manual to assist the District Supervisors in the training of new personnel. It would be a major responsibility for the proposed Staff Development Coordinator to edit this information. It is estimated that approximately 60 hours of work would be required to complete this task.

The purpose of the entry-level and orientation for secretaries is to provide them with an understanding of the mission of the Division and their role in it. A training program would be developed by the proposed Staff Development Coordinator. This program would include the annual DOC Secretaries' Conference.

Continuing Education and Training

In order that field staff stay abreast of the ongoing changes in the criminal justice and social services fields, the areas of concern listed below require constant updating. It would be the major function of the proposed Training Coordinator to arrange for this training from various state and private agencies. It is also anticipated that certain PPO's will already have or will develop certain skills, which would enable them to provide the Division with in-house training. Such training is currently being done in firearms and self-defense training.

1. Annual Firearms Qualification
(for ISP and selected adult officers)
2. Self-Defense (Kubotan) Training
(2-day basic training with an annual 8-hour refresher)
This training would be in conjunction with arrest/restraining and transportation procedures.
3. Search and Seizure Policy (annual update)
4. Liability Issues (annual update)
5. Confidentiality Issues (annual update)
6. Titles 17-A and 15 (annual update)
7. Basic and Advanced Interviewing Skills
8. Basic Counseling Skills
9. Basic orientation to chemical abuse and addiction. (This area is continually changing and requires constant training and updating.)
10. Introduction to Child Sexual Abuse
11. Working with the Adult/Juvenile Sex Offender
12. Crisis Intervention
13. Working with Violent Aggressive Clients
14. Introduction to Adult Abuse
15. Report Writing
16. Testifying in Court

STATE OF MAINE

TAB A

STATE WIDE PROMOTIONAL OPPORTUNITY

Agency: Human Services
Pay Range: 25
Bargaining Unit: D



Date Issued: September 8, 1987
Date Closing: September 21, 1987
Supervisory Services 28
Bulletin # 6072
(99)IBM
HBernstein

SAMPLE JOB DESCRIPTION
FOR DIVISION OF PROBATION & PAROLE
TRAINING COORDINATOR

STAFF DEVELOPMENT COORDINATOR (406300)

\$416.40-457.20-479.20-502.40-527.20-552.00-578.00/wk.

PURPOSE OF ANNOUNCEMENT: To recruit qualified candidates to fill an immediate vacancy in the Department of Human Services, Augusta, Maine.

SCOPE OF WORK: Professional staff development and educational work in planning, developing, implementing, and evaluating training programs for a department or institution.

TYPICAL DUTIES:

- ... Analyzes training needs, researches, and identifies problems and develops operating plans for staff development programs.
- ... Determines scope of activity, methods of implementation and results expected to improve existing programs and/or develop new training programs.
- ... Reviews Federal and State regulations and departmental policies to determine staff training needs.
- ... Coordinates with program directors and other staff in order to plan and implement in-service education.
- ... Examines and evaluates training reports and fiscal statements with respect to anticipated monetary allotments, budget constraints and Federal and State regulations.
- ... Plans, organizes, assigns, and directs the work activities of subordinate staff to facilitate the attainment of the Staff Education and Training Unit's goals and objectives.

REQUIRED KNOWLEDGES AND ABILITIES:

- ... Knowledge of the principles, practices and techniques of adult education.
- ... Knowledge of education psychology.
- ... Knowledge of instructional technology.
- ... Knowledge of on-the-job training methods.
- ... Knowledge of training evaluation processes.
- ... Ability to assess agency training needs and design education and training programs consistent with these needs.
- ... Ability to review, assess and interpret educational needs of workers.
- ... Ability to evaluate training programs.
- ... Ability to direct, organize and plan the work activities of subordinate staff and unit operations.

(OVER)

POST IN A PROMINENT PLACE

GENERAL INFORMATION TO CANDIDATES

1. **HOW TO APPLY:** Applications may be obtained from the Department of Personnel, State House Station 4, Augusta, or any local office of the Maine Employment Security Commission. You may apply to be examined for a variety of State positions, but you must submit a separate application form and strip of cards for each position for which you wish to apply. Applications are considered for employment based upon information supplied on the application plus supporting documents. Incomplete or inadequate entries may cause an application to be unnecessarily rejected.
2. **EXPERIENCE SUBSTITUTED:** In rating experience and training qualifications as listed, applicants will be accepted for examination if their applications show an acceptable equivalent combination of experience and training, except where educational qualifications are reflected in necessary registrations such as to practice medicine or engineering, or where such educational requirements are set as standards by federal agencies making grant-in-aid or otherwise contributing to State programs.
3. **ORAL EXAMINATION:** The Personnel Department reserves the right to include an oral examination as a component part of the examination and to summon only those candidates receiving a satisfactory rating in the preceding phases of the total examination process.
4. **RESUMES:** Education, training and experience used for meeting minimum qualifications used in establishing a score through a training and experience evaluation must be listed on the application itself. You may amplify or supplement this information by use of a resume.
5. **CLOSING DATES:** We adhere strictly to these dates so make sure your application arrives on time and is complete.
6. **SALARY:** Appointments normally will be made at the beginning step in the salary range.
7. **APPEALS:** Any competitor may appeal to the Commissioner of Personnel for a review of his/her rating in any examination. Such appeals must be requested in writing and within thirty calendar days after the date such examination notice result was postmarked.
8. **APPOINTMENTS:** Appointments are made by the various State Department Heads and not by the Personnel Department. When there is a vacancy in any department the Personnel Department submits a list of eligibles from the appropriate register. The Department Head may select anyone of those certified to fill the vacancy. The remaining names are returned to the list and will be considered for other vacancies.
NORMAL ORDER REFERRAL: Persons who are: 1. on layoff; 2. agency employees; 3. other state employees; 4. others.
9. **PROBATIONARY PERIOD:** All appointments to permanent positions are made for a probationary period of not less than six (6) months, and this probationary period is an essential part of the examination process. During this period, the work and conduct of the employee are systematically checked and reported on by a supervisor to determine whether permanent appointment is desirable.

MINIMUM QUALIFICATIONS: Graduation from a four (4) year college or university or equivalent work experience; and (4) years experience in personnel administration, training or program development and implementation.

EXAMINATION: Will consist of a numerical evaluation of training and experience (100%).

APPOINTMENT LIST: (Register) will be established on a Statewide Promotional basis and will supersede the existing register for the class.

NOTE: All completed application materials must be received at the Bureau of Human Resources, State House Station #4, no later than 5:00 p.m. on September 21, 1987.

MAINE STATE GOVERNMENT

... An Equal Opportunity/Affirmative
Action Employer M/F/H

Department of Administration
Bureau of Human Resources
State Office Building, Room 214
State House Station 004
Augusta, Maine 04333

Telephone—207-289-3761

TAB A

Bulletin # 1235J

Date Issued: November 1, 1987

Date Closing: Until Cancelled

PUBLIC EXAMINATION ANNOUNCEMENT

CLERK TYPIST II (001200)

Rural and
Urban Settings

C
A
R
E
E
R

Pay Range: 8
Bargaining Unit: A - ADMIN
(18) IBM
IWills

Job Security

\$236.00-257.60-266.00-275.60-284.80-293.60-306.00/wk.

Promotional
Opportunity

PURPOSE OF ANNOUNCEMENT: To recruit qualified candidates to fill future vacancies statewide.

Liberal
Vacation

SCOPE OF WORK: Clerical and typing work involving complex and varied work methods and problems. Typing is essential in this work and the class is distinguished by relatively more complicated clerical assignments and typing more complex materials. Employee may act as a lead worker over small groups of clerical workers.

Paid Sick
Leave

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TYPICAL DUTIES:

- ... Sets up and types correspondence, reports, forms, etc. from rough draft or plain copy, including material containing graphs, charts and tables.
- ... Composes and types form letters and routine correspondence, prepares reports and tabulations.
- ... Prepares payrolls, vouchers, requisitions, purchase orders, etc.
- ... Maintains personnel, financial and other clerical records.
- ... Performs routine clerical operations such as filing, proofreading, answering the telephone, assisting the public, scheduling and canceling appointments, etc.

Hospital
Coverage

REQUIRED KNOWLEDGES AND ABILITIES:

- ... Knowledge of English grammar, spelling and punctuation.
- ... Knowledge of standard office practices, procedures and equipment.
- ... Ability to type accurately at 30 words per minute.
- ... Ability to maintain clerical records and prepare reports.
- ... Ability to make intermediate arithmetic computations rapidly and accurately.
- ... Ability to follow written and oral instructions which explain varied or multiple procedures.
- ... Ability to proofread for conformance with prescribed pattern or form.
- ... Ability to compose straightforward informational correspondence.
- ... Ability to transfer information and present it in a modified form according to procedure.

Life
Insurance

Educational
Leave

A Nice
Place To
Work

(OVER)

GENERAL INFORMATION TO CANDIDATES

1. **HOW TO APPLY:** Applications may be obtained from the Bureau of Human Resources, State House Station 4, Augusta, or any local office of the Maine Job Service. You may apply to be examined for a variety of State positions, but you must submit a separate application form for each job classification for which you wish to apply. Applications are considered for employment based upon information supplied on the application plus supporting documents. Incomplete or inadequate entries may cause an application to be unnecessarily rejected.
2. **EXPERIENCE SUBSTITUTED:** In rating experience and training qualifications as listed, applicants will be accepted for examination if their applications show an acceptable equivalent combination of experience and training, except where educational qualifications are reflected in necessary registrations such as to practice medicine or engineering, or where such educational requirements are set as standards by federal agencies making grants-in-aid or otherwise contributing to State programs.
3. **ORAL EXAMINATION:** The Bureau of Human Resources reserves the right to include an oral examination as a component part of the examination and to summon only those candidates receiving the highest rating in the preceding phases of the total examination process.
4. **RESUMES:** Education, training and experience used for meeting minimum qualifications used in establishing a score through a training and experience evaluation must be listed on the application itself. You may amplify or supplement this information by use of a resume.
5. **CLOSING DATES:** We adhere strictly to these dates so make sure your application arrives on time and is complete.
6. **SALARY:** Appointments normally will be made at the beginning step in the salary range.
7. **APPEALS:** Any competitor may appeal to the Director of the Bureau of Human Resources for a review of his/her rating in any examination. Such appeals must be requested in writing and within thirty calendar days after the date such examination notice result was postmarked.
8. **APPOINTMENTS:** Appointments are made by the various State Department Heads and not by the Bureau of Human Resources. When there is a vacancy in any department the Bureau of Human Resources submits a list of eligibles from the appropriate register. The Department Head may select anyone of those certified to fill the vacancy. The remaining names are returned to the list and will be considered for other vacancies.
NORMAL ORDER REFERRAL: Persons who are: 1. on layoff; 2. agency employees; 3. other state employees; 4. others.
9. **PROBATIONARY PERIOD:** All appointments to permanent positions are made for a probationary period of not less than six (6) months, and this probationary period is an essential part of the examination process. During this period, the work and conduct of the employees are systematically checked and reported on by a supervisor to determine whether permanent appointment is desirable.

REQUIRED KNOWLEDGES AND ABILITIES: (cont.)

- ... Ability to instruct and advise clerical employees on methods and procedures.
- ... Ability to make decisions on the basis of well defined standards.
- ... Ability to operate specialized office equipment.

MINIMUM QUALIFICATIONS: Two (2) years experience in general clerical work and the ability to type at 30 words per minute.

EXAMINATION: A two hour written test (100%) covering the following content areas: Alphabetical Filing, Word Meanings, Spelling, Sentence Structure, Chart Reading, Numerical Filing, Arithmetic Reasoning, Chart Interpretation and Basic Office Procedures.

APPOINTMENT LIST: (Register) will be established on an Open Competitive and Promotional basis and will be merged with the existing register for the class.

SPECIAL REQUIREMENT: Applicants must certify to their ability to type 30 wpm.

PROBATION AND PAROLE

Entry-Level & Orientation Training Record

Officer: _____

Date Started: _____

Date Completed: _____

District Supervisor: _____

Director: _____

DIVISION OF PROBATION AND PAROLE

Entry-Level Training at District Offices

PHASE I

This segment shall be covered by the District Supervisor within the first week of employment. The Director will meet the new employee at the District Office for Central Office orientation.

- Title: ORIENTATION FOR ALL NEW OFFICERS
- Objectives: To introduce all new staff to the structure and function of the organization. Particular attention will be given to the functions and role of probation and parole in relationship to the Department of Corrections.
- Content:
- a. Philosophy.
 - b. Role of the employee.
 - c. Personnel Policies.
 - d. Mission.
 - e. Relationship to the Judicial System.
 - f. Relationship to the Community.
 - g. Relationship to other Districts.
 - h. Receive Training Manual and a Briefing on the Departmental Structure.
 - i. Obtain proper Identification Credentials.
 - j. Discuss with the Director or the Assistant Director:
 - (1) Relationship of Central Office to District and Sub-Offices.
 - (2) Relationship to Other State Agencies and Departments.
 - (3) Discussion of Training Program and Probationary Period.
 - k. Other Information as Deemed Appropriate by the District Supervisor.

Phase I (Orientation) - To Be Completed During First Week of Employment.

The above topics have been explained to me, and I have a working understanding of them.

Officer: _____

District Supervisor: _____

Date: _____

PHASE II

This segment shall be completed within the first month of employment.

Title: Technical Skills for Field Officers

Objectives: For all supervisors to ensure that the Officer knows the proper processes and procedures and to assure that he has the skills and information necessary to adequately service the client in adjustment to the community.

Content: Juvenile Intake Diversion Process

- a. Detention
- b. Informal Adjustment
- c. Petitioning

Probation

- a. Maine Court Structure
- b. Purpose of Probation
- c. The Probation Order

Parole

- a. Summaries
- b. Plans
- c. Parole Board
- d. Parole Agreement

Supervision

- a. Duties and Responsibilities of a Field Officer
- b. Caseload Management
- c. Use of Community Resources
- d. Use of Purchase of Services (Clothing, Medical/Dental)

Casework

- a. Problem Identification & Analysis
- b. Establishing Rapport
- c. Role of Counseling
- d. Field Contact with Clients
- e. Absconders
- f. Referrals
- g. Case Recording
- h. Documenting for Court Presentation
- i. Use of Volunteers

Legal Orientation

- a. Violations/Terminations
- b. Criminal Procedures
- c. Familiarization with Appropriate Statutes

Investigations

- a. Pre-Sentences/Post-Sentences
- b. Pardons/Commutations
- c. Out of State
- d. Community Release
- e. Juvenile Diversion

Phase II (cont.)

Interstate Compact

Security and Control

- a. Transportation
- b. Search and Frisk
- c. Use of Handcuffs
- d. Radio Communications (where applicable)
- e. Firearms Qualification (when available)

.....

Phase II - to be completed during the first month of employment

Instructor(s): _____

The Phase II topics have been explained to me, and I have a working understanding of them.

Officer: _____

District Supervisor: _____

Date: _____

PHASE III

This segment shall be completed within the first three (3) months of employment. All new Officers will tour each major Department of Corrections institution:

- A. It is expected that, in addition to touring correctional facilities, the new officer will visit other appropriate facilities, including the regional mental health center.
- B. All new Officers shall spend at least eight (8) hours observing operations and riding with appropriate law enforcement agencies in their areas.

Orientation to Law Enforcement Agencies

<u>Date(s) of Contact</u>	<u>Hours</u>	<u>Department</u>
1.		
2.		
3.		

Other Agencies

- 1. Mental Health Center _____
- 2.

Correctional Institutions

- 1.
- 2.
- 3.

I have completed the above training which constitutes Phase III of the Training Program.

Officer: _____

District Supervisor: _____

Date: _____

SECTION V

SUMMARY, CONCLUSIONS,

AND RECOMMENDATIONS

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

There is no doubt that the Division of Probation and Parole, which is the community part of the Department of Corrections, is, like the entire Department, underfunded and understaffed.

During the previous ten years, major responsibilities have been added to the Division. Some of these responsibilities are listed below:

1. Intensive Supervision
2. Juvenile Aftercare
3. Drug Testing
4. Electronic Monitoring (pilot project)
5. Adult Initial Placements
6. Bail Supervision

During this time, the criminal law has changed substantially, which has had a dramatic effect on the Division. The maximum period of probation was increased from three (3) years to six (6) years for Class A crimes and from one (1) year to two (2) years for Class B and C crimes. This increase has reduced case turnover and contributed greatly to the soaring total caseload/workload.

Added special conditions related to counseling, drug testing, alcohol testing, sex-abuse group counseling, public service work, and restitution have placed severe constraints on the individual officer's ability to supervise. Caseloads in excess of 100, coupled with administrative and investigatory duties which can occupy up to 75% of one's time, cause close and meaningful supervision to be nonexistent in some situations.

The probation system must be strengthened so that it is a sanction/punishment which is perceived as, and actually is, stringent. Alternatives to incarceration should be restrictive and tough.

In order to strengthen the system to make it much more meaningful, the Division recommends the following, as resources permit:

1. One Public Service Coordinator, who would also serve as an administrative assistant in each District, should be hired for each District. This person shall assist in both the juvenile and adult areas.
2. Three halfway in/out houses, for 52 persons per unit modeled after the Georgia Diversion Center concept, should be established in Portland, Lewiston-Augusta, and Bangor
3. The probation caseload ratio should be reduced to 1|75 for adults and 1|40 for juveniles. This would require an increase of approximately 30 officers and 2 new districts.
4. The statutes should be amended to allow for the expansion of Intensive Supervision. There is a bill to accomplish this expansion currently before the Legislature. Intensive Supervision should also be expanded to include a pilot project for juveniles.
5. Each District should be provided with a restitution specialist, who has an accounting background, to handle both adult and juvenile matters in this area.

6. All probationers being transferred to another state should contribute to an escrow account to cover the cost of return to Maine in case of a violation. This would be contingent upon the average cost of return from the State the individual is transferring to, i.e. (a small amount for New Hampshire and a large amount for California).
7. A \$25.00 per month probation fee should be charged to all probationers, with such program handled by the restitution specialist in each District.
8. An additional 7 clerical personnel should be hired to provide for at least one person in each Sub-Office.
9. A comprehensive management plan should be developed which shall include validation of risk scale items, addition of a formal needs scale and development of a formal reassessment process. This should be completed by January 1, 1991.

CONCLUSION:

For Maine's probation system to become truly viable, there must be a significant increase in resources. The workload/caseload must be reduced to manageable levels. The Division strongly supports public service work and restitution specialists in order to assist in handling development and expansion of these programs and to help alleviate routine administrative

duties. The issues of training and information management are critical, and both areas are greatly underfunded.

In essence, institutional and community corrections issues must be addressed together.