

# MAINE STATE LEGISLATURE

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Honorable Walter F. Ulmer, Commissioner  
Department of Mental Health and Corrections  
Augusta, Maine

Dear Commissioner:

Herewith submitted are completed copies of our report concerned with the evaluations of the Maine State Prison, Thomaston, Maine, the State Reformatory for Men, South Windham, Maine and the Boys Training Center, South Portland, Maine. Abbreviated tours of inspection such as ours are conditioned by a degree of superficiality, particularly as to details. Where these are mentioned there is an attempt to build up associations with the overall operating conditions generally and to make accordingly our observations and recommendations.

For the purpose of emphasis some points of mention are to be found in both outline and context. Material and substantial capital outlays are essential in some areas, particularly the Boys Training Center and the State Prison. Personnel, custodial and supervisory, require recruit and in-service training. Organizationally it would appear that consideration should be given to the appointment of a deputy commissioner or director in charge of treatment. His job would be to supervise the flow of intake and outgo, act as coordinator for the correctional institutions, operate classification systems and establish treatment procedures in the five correctional institutions. As of now each institution appears to be an entity within itself. Naturally he would report to the Commissioner of Mental Health and Corrections.

We wish to thank the Commissioner for the hospitality accorded to us on our visit. Those in charge of the institutions surveyed made no attempt to camouflage their customary practices. As a consequence we feel that our reactions have a degree of proper validity upon which to build future considerations. In this connection you have our endorsement and good will.

Sincerely yours,

Joseph E. Ragen  
Director of Public Safety  
Illinois

Arthur T. Prasse  
Commissioner of Correction  
Pennsylvania

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## INTRODUCTION:

Some of the material which was submitted to us for our own preliminary orientation was concerned with the legislative organization of the Department of Mental Health and Corrections. (see exhibits). Yet in identification of the three penal institutions which we surveyed, they remain termed, The Boys Training Center, The Reformatory for Men and the State Prison. We speak today of correctional rather than institutional and subscribe to the concept that the correctional process obtains from the moment of conviction to final release from legal control. These include probation, juvenile and adult institutional care, treatment, training, classification and parole. According to exhibit 27-A, section 1, State of Maine, "Probation and Parole Law," the definition of Correctional Institutions concerns only the State Reformatory for Men and the State Reformatory for Women. Thus, in the submission of this report we would like to call your attention at the onset to the current misuse of phraseology which might tend to obstruct rather than to emphasize the development of programs of treatment and adjustment. We cannot conceive why the "Boys Training Center" and particularly the "State Prison" do not as a matter of interpretation come under the foregoing definition of corrections. Correction in reality is a re-orientation or re-instruction of the individual with a view to preventing a repetition of other or similar offenses upon or after release. It is on this premise that we base our observations. So, we suggest that the essential considerations, legislative if necessary or administratively, be taken in order to properly identify all the institutions concerned with the nomenclature of "Corrections" in the expectancy that such will have material influence upon the techniques and procedures of rehabilitative measures and processes.

As a consequence the function of this report is an attempt to evaluate and at the same time to call attention to certain areas which are, relatively, of immediate significance in upgrading some of the peneological operations, including facilities, of the Boys Training Center, the Reformatory for Men and the State Prison. However, effective correctional programs are not entirely dependant upon good physical plants, but more equitably perhaps, upon a well trained administrative and professional staff, plus treatment oriented security personnel, and including others who are in daily association with the prisoner population. It is not the intent of this study to indulge in the philosophies and principles which are knowledgeable in the correctional field, but to call your attention to salient points, which in our opinion, represent initial processes requiring the attention and support of those in the State of Maine who hold the responsibilities of leadership and the determination of policies. These include care, custody, treatment, administration, personnel, maintenance and capital improvements.

The State of Maine, in common with other States, has an inheritance of outmoded buildings, many in need of substantial repair, a more or less conservative salary schedule, as well as the perennial budgetary problem. In addition, there appears to be a lack of continuity in the overall practices and procedures. Generally, it could be stated that the five State Correctional Institutions do provide for a rough classification of offenders, based to some extent upon age, sex and type of offense. Yet, it seems that institutional commitments are often made on the basis of legal adjudication rather than stemming from psychological and sociological evaluations of the individual. This situation is pointed up by the absence of clinical procedures in the reception centers as well as clinical practices

during periods of adjustment. Thus, there appears to be a need for a Diagnostic and Classification Center in the State of Maine, to assume the specific services and responsibilities of reception, orientation, evaluation, classification and program determinations. Another mandate is the development of Classification Clinics in each institution in order to provide, through the integration of the religious, educational, vocational, social, pre-release, medical, dental, psychiatric and psychological services, a program of guidance and direction for the offender.

Of the three institutions which we surveyed, only one, the State Prison, despite certain limitations which have been enumerated in our analysis of it, would qualify for a well operated correctional institution. The Reformatory for Men particularly lacks systematic management. The physical resources of this institution are ample but are not sufficiently utilized. The provisions controlling intake and release in the Boys Training Center are impracticable, in the light of constructive programming. These should be remedied at once by improving its physical capacity. Our listing of capital improvements at the Boys Training Center is in line with this requirement.

Of minor importance perhaps, but relatively significant since it was frequently mentioned is the idea of the employees receiving gratis one meal daily provided they were served the same rations as the prisoners. We would assume the fringe benefit of a free meal would hardly leave an impression on the total food budget. The development of inmate work habits in all institutions lack the incentive and motivation of an inmate wage system.

Another thought which occurred to us, since the total population of

the correctional institutions is relatively small, is whether or not some of the functions of a Diagnostic Center or the Classification Clinic could not be handled by a team which would include some of the professional services from both the Mental Health and the Correctional Departments.

Noticeably absent in the State of Maine is the lack of on the job training, inservice training or a centralized training facility for staff development. No one can question the importance of the role played by the correctional officer, trade instructor and other within the frame-work of control and security. We incline heartily, in the support of developing a training facility, or procedures fulfilling the same objectives by means of which there would be an integrated as well as a combined approach to treatment orientated programs of rehabilitation.



A. MAINE STATE PRISON, THOMASTON, MAINE  
MR. ALLAN ROBBINS, WARDEN

1. GENERAL OBSERVATIONS

The State Prison at Thomaston, Maine is officially designated as the state prison and penitentiary, where "punishment shall be of confinement to hard labor and not by solitary imprisonment, except as a prison discipline for the government of the convicts. Solitary confinement, as a punishment for the violation of the rules of the prison shall be inflicted upon the convict in a cell and he shall be fed on bread and water only, unless the physician certifies to the Warden that the health of such convict requires other diet." Despite the antiquity of the foregoing principles we were most favorably impressed to observe that the thinking of the Warden, and his planning were on a more modern plane as to personnel requirements and needed physical improvements in order to develop a wholesome treatment program. From a historical point of view, it is significant that through the alleviation of severe punishments, excepting in cases where close confinement is protectively necessary, good or positive disciplinary outcomes can be obtained. In our opinion the control of privileges can ordinarily serve as an effective deterrent and it is essential that institutional programs and regulations need to be continuously scrutinized in order to determine whether or not we are contributing to the making rather than the preventing of problems. Our observations are to the effect that while the Maine State Prison is classified as a maximum security institution, it is an open question as to whether or not the greater proportion of its population actually falls in that category.

The Maine State Prison is a well administered correctional institution. The present Warden is fully aware of the limitations of his



facilities, but is making every effort to compensate for them, both in his present operation and in his projected plans which involve personnel and capital outlay. In our opinion, he is obtaining a maximum service from the personnel available. The institutional climate appears to be characterized by professional competence, sincerity, good order and high morale. A review of the "riot" plan indicates that the Maine State Prison is prepared to meet possible emergencies effectively. We note under requests for new personnel the position of a deputy warden who would be in charge of treatment functions. This is in line with preferred correctional practice.

A survey of the institution indicated excellent performance levels in the areas of maintenance, sanitation and housekeeping. We wish to emphasize the development of facilities including space whereby custodial and supervisory personnel can receive training on the recruit and in-service levels. The organized structure of any institution should be so arranged to permit a continuous program of growth through personnel in-service training.

Because of the limitations of custodial and supervisory personnel, inmates in this institution are locked up twelve to sixteen hours daily. The only analogy forthcoming on this situation is to the effect that the customary process basic to the accepted term of rehabilitation has become virtually non-existent. There is a need for a more specialized staff, as well as accommodations, in order to conduct individual and group counseling, therapy classes, hobby and avocational activities, trade training, physical education and recreation. All are essential to the basic principles of adjustment and would contribute greatly in the elimination of many security problems arising from the present operation.

We believe that an inmate wage scale should be set up for the services

rendered by the prisoners provided that there are sufficient jobs to go around. The lack of ample job assignments may be the reason why the Warden disagrees with this policy. Immediate attention should be given to the elimination by purchase of the adjacent beer store and filling station and the utilization of that area for institutional improvements.

## 2. SPECIAL EVALUATIONS

a. The overall condition of the institution, care and use of facilities, tools and equipment are excellent. This applies to the visiting rooms, armory, license plate and sign shop, print, upholstery and furniture shops, and farm program.

b. Housekeeping is also excellent. This is a good basic criteria to administrative effectiveness.

c. The personnel problem is critical. Seventy-five employees are inadequate to man the institution population of five hundred since approximately twenty-five are in business and administrative work. A social worker and psychologist are needed, as are academic teachers. Inmates operating powerhouse should be replaced by civilian stationary engineers. Five custodial officers are insufficient to operate institution from five P.M. to five A.M.

d. A deputy warden is required to head up and give stature to a treatment program. In view of crowded conditions, a revised vacation system and the fact that a new building will be placed in operation, eight guards, two storekeepers, one baker, two cooks and one auto mechanic should be added progressively to the table of organization.

e. An enclosure or fence should separate the highway proper and the administration building and the cell house in order to keep outsiders and visitors away from the outside wall and cell houses.

f. A proper training program for all personnel is most important.  
To include recruit as well as in-service training.

g. Alcoholic beverages for a variety of reasons should never be sold near or adjacent to an institution. This situation should be corrected.

h. Priority requests for capital construction should be in line with the plans of the responsible authority and not determined by another department. As an example, the building of a training facility should have precedence over replacing electrical outlets and wiring which is still operational.

i. License plate, furniture, upholstering and sign shops are well equipped as is the tailor shop where uniforms for officers and clothes for inmates are made.

j. Bakery and kitchen well equipped and well operated. The same rating applies to the farm, outside garages and workshops.

### 3. RATING

Administration	Excellent
Housekeeping	Excellent
Program	Good
Facilities	Fair to Good
Security	Good, but crowded

### 4. RECOMMENDATIONS

#### A. Operational

a. The development of recruit and in-service training programs and facilities.

b. The employment of additional professional, supervisory and custodial personnel. Also full or part-time academic teachers.

c. The establishment of a wage scale for inmate work assignments.

d. The development of recreational, hobby and intra-mural sports programs.

- e. The purchase of a pasteurizer for the dairy activities.

B. CAPITAL CONSTRUCTION

<u>ITEM</u>	<u>TITLE OF PROJECT REQUESTED</u>
a.	Garage Addition & Officers Training Bldg.
b.	Prison Hospital & Cell Room for Night Workers (Remodel present area & include dormitory)
c.	Laundry & Shower Room (Expansion & Improvement)
d.	Deep Freezer & Food Processing (To Process Farm Products)
e.	Boiler House & Emergency Power Plant (Outside the Walls)
f.	Rewire Institution - Phase II (To Rewire the Industrial Buildings)
g.	All Purpose Activities Building (\$50,000 has been requested to purchase (land only) beer store and filling station next to the prison)
h.	Fence and Guard Post in Front of Prison (Security)

C. PERSONNEL

a. Assistant Deputy Warden for Treatment	1
b. Psychologist	1
c. Social Worker	1
d. Cooks and Bakers	4
e. Auto-mechanic	1
f. Guards	8
g. Academic Teachers	2
h. Recreation Director	1

B. STATE REFORMATORY FOR MEN, SOUTH WINDHAM, MAINE  
MR. MERTON JOHNSON, SUPERINTENDENT

1. GENERAL OBSERVATIONS

The impression which the State Reformatory for Men at South Windham creates is paradoxical. In the first instance the physical plant and equipment can be evaluated as fair to good while on the other hand controls and housekeeping appear to be unorganized and inadequate. Nothing is more indicative of poor management than the foregoing situation. Inevitably under these circumstances wear and tear on buildings and facilities are affected with the inevitable result of expensive repair work which could have been forestalled as well as a diminution in the expected outcomes of the treatment processes. In fact this haphazard operation is more detentional than correctional. To mention a few inadequacies, the uniform clothing of the custodial officers was anything other than smart and neat, inmates observed were unkempt and idle, conditions in the dairy unsanitary, while the printing, electrical and wood shop combinations could not be termed vocationally centered. Only forty-five prisoners attend those shops in half day sessions. This condition exists despite the following excerpt on the policy level - (section 3, Industrial and Vocational Training, Legislative Code, Department of Mental Health and Corrections, Chapter 27, "Industrial and Vocational Training)- The department shall establish and maintain suitable courses for vocational trades and industrial training in the Boys Training Center at South Portland and the State Reformatory at South Windham, and to install such equipment as may be necessary, and employ such suitable and qualified instructors subject to the approval of the State Vocational Director as may be necessary to carry out the purposes of this section. The expenses of carrying out this section shall be paid from the appropriations for the above named institutions."

It is conceivable that the older and more qualified prisoners are assigned to more important tasks, such as being employed on a public works program on State highway construction or under the State forestry department. We were advised that two hundred and twenty men can work away from the institution but had difficulty in reconciling this figure when according to reports the total inmate population was but nine more. This raises the question as to whether or not the upkeep of the institution suffers when a predominant number of prisoners work away on outside projects. We noticed some hobby and craft work going on in the evening but would advise the consideration of a part-time evening program of adult academic education tied in with the Main Department of Public Instruction for eighth grade certification and credits toward a high school diploma.

The population of this reformatory is principally characterized by those who have been sentenced to relatively short terms. The average sentence is but nine months, which is comparable to that of a county jail in many states. Also the age range, 16-35, is certainly not in the best interests of either the adolescent or adult offender insofar as group organization and planning are concerned. Consequently, any program of orientation, therapy, education or training is conditioned by these factors insofar as techniques, standards and goals are concerned. The fact that only initial stages of adjustment can be made, should not prohibit an objective start which in many instances could result in a carryover into civilian interests. Where sentences average from ninety days to twelve months or more, programs of formal and informal education can be developed with tangible results. One of the sad commentaries regarding institutions housing comparative young and energetic populations is not to provide compensating activities to overcome excessive idleness. Also, an overload of work would eliminate opportunities for individual and group activities, and this may be the case at South Windham.

All these conditions particularly affect the first offender and we note that such commitments according to population statistics are approximately fifty percent. Consequently provisions must be made to resolve opportunities for self-improvement, for social direction and guidance as well as other important services which are presently non-existing. The mixing of groups with such wide disparities in age and criminal backgrounds is extremely unwise. Also we note that forty-five percent were parole violators, six were escapees, and ninety-four had a history of military service. For the younger adolescents, unless the most strenuous precautions are taken, there is a possible exposure to criminal learning patterns, sexual indoctrination, and the necessity for the over-development of custodial supervision.

Lack of segregated grouping can also have unfortunate effects as well on the older inmate since it may result, as in this institution, in the failure to provide constructive experiences and other treatment processes specifically applicable for this age group. Such a complex situation would indicate the desirability of considering a staff development program whereby all the disciplines, however restricted, including the custodial could gain a clearer conception of their responsibilities in the evolution of a coordinated treatment program.

Whatever skills of an occupational character can be developed in this situation is again conditioned by the time element. Maintenance, construction, including janitorial, dispensary and office workers, cooks, bakers, and so on can be utilized as an apprenticeship phase of on the job training experiences and in outside work assignments which might have values in future employability, particularly if the activity is coordinated with class instruction in trade theory, vocational mathematics, and blueprint reading in



the mechanical and building trades.

The therapy of a lecture, a discussion or an interview is known to be constructive. Included in this category is an area for citizen and community participation. The Alcoholics Anonymous proceeds under this assumption and some of their results are outstanding. Health is a subject of common interest as are lectures on travel, occupations, foreign affairs and current events to name a few. Associated with this concept are the use of films, slides, charts and so on. Radio and TV should not be discounted. In fact, for a small institution, while much work and planning are involved, it might provide the basis for the development of a program of treatment at relatively little or no expense. Whatever is done requires ingenuity and imagination, plus the full support of the Superintendent and the Department of Mental Health and Corrections. Indeed, despite all the disparagements occasioned by the lack of direct applications in the areas of treatment, in supervised recreation, in education and in training, in crafts and hobbies it is our impression that this situation could be greatly alleviated by initiative and the synthesis of ideas through the proper utilization of the present facilities. To fulfill the purposes of this institution there must be close integration between the clinical objectives and custodial and security responsibilities. This is the role which must be assumed by the administration and those on the policy making level.

## 2. SPECIFIC EVALUATIONS

a. The general standards of operation in this institution were poor despite the fact that facilities and equipment in many instances were adequate or better. Right down the line housekeeping left much to be desired. The equipment in the kitchen and bakery was good but the place was sloppy.

b. The dormitory located outside the compound for the purpose of housing those prisoners who are employed on outside work is a fine and well equipped structure. In a sense it could be used as a half-way house. The place was found to be untidy and disorderly. Beds were unmade or carelessly covered up. An empty coffee cup was set at the side of one bed. There was no place for personal belongings.

c. The utilization of mobile camp type trailers, such as kitchens, shops on wheels or even dormitories could add materially to the flexibility and potentiality of the outside work program.

d. All boilers in the institution are fired by wood, with an oil tank standing by for emergencies. Oil fired units heat the piggery and dairy even though it appeared that the supply of wood was inexhaustible. Oil stoves for the pigs and cattle, wood for the men. Firewood was strewn helter-skelter, not stacked, manure was three to four feet deep, and the effects of a Maine winter still apparent on the roads.

e. Receiving Center. Brand new with an excellent physical layout. Adequate facilities for examination, interview, and study before release to population. Arrangement of separate cells which can be completely viewed by the custodial officer, supposed to be in charge. But the officer wasn't present. According to folders records appear to be collections of previously assembled data.

f. New cell block, well built with modern equipment and automatic controls on cell doors, outside door, and doors into the cage. From where the guard was sitting he couldn't see a door. Constructed by the Van Dorn Iron Works, one of the best. Architect should be forced to redesign this unit. Suggested moving railing to other end of catwalk in order to improve vision and control operation. Supposedly these cells are to lock men up, but no one was; they were just wandering around. Trouble originates in

this type of a situation.

g. Two vocational teachers conduct classes in printing, electricity, woodwork, general science and drafting, on an approximate junior high school level. A total of forty-five boys are assigned to a half day schedule. No provisions are made for general academic work, although it is conceivable that most of the population is scholastically retarded. Activities in arts, crafts, and hobbies are restricted to one hour per evening. Consequently the value of this activity as well as production of projects are limited at the present time.

h. The storeroom under the new receiving unit leaves much to be desired. There seems to be little order or system. Refrigerators carrying the main store supply were in need of scrubbing and painting. In contrast the Commissary located under the Administration Building was clean and functional.

3. RATING OF INSTITUTION

Administration	Poor
Housekeeping	Poor
Program	Poor
Facilities	Fair to Good
Security	Poor

4. RECOMMENDATIONS

a. Stricter programs of sanitation and housekeeping are mandatory. Immediate steps should be taken to formulate and to enforce the necessary regulations.

b. Improvements are in order affecting the uniforms, appearance, bearing, and attitudes of the custodial officers.

c. Provisions should be made for custodial in-service training. The core of any correctional program is the nature of relationships established involving personnel and inmates.

d. Recreation should involve a strong intra-mural and physical fitness program.

e. Consideration should be given to the use of specially equipped mobile trailers in connection with outside work. Of significance is the therapy connected with this program.

f. The farm program should be set up as a model in the application of the principles of scientific agriculture.

g. An academic school program should be organized on the elementary and secondary levels, at least on a part-time basis. A school provides a major diagnostic resource.

h. The vocational program should be expanded. Maintenance, work and construction details should operate on the apprenticeship levels with employability as its objective through the acquisition of skills.

i. Positive treatment and clinical processes should gear themselves to the functional and operational activities of the institution.

j. A close working relationship between the members of the security force, the work supervisors and representatives of the clinic should be involved in the total treatment program.

k. Projected new construction should include the consideration of an educational building housing academic classrooms, shops, a library, and facilities for industrial arts and crafts.

G. BOYS TRAINING CENTER, SOUTH PORTLAND, MAINE  
MR. WILLIAM HUGHES, SUPERINTENDENT

1. GENERAL OBSERVATIONS

We are of the opinion that the administrative leadership in this institution is generally competent and sufficiently intelligent to conduct a proper program for a training school providing that the resources, both in terms of personnel and physical facilities, were adequate enough to insure that the objectives of a treatment program could be carried out. The sheer size of the center in terms of facilities versus population make it difficult to realize the goals of rehabilitation. The population count now is achieved by cutting down the average periods of boys care. The reduction of population count by too-early release of youngsters not only impedes adjustment and deprives the community of the protection it expects, but also obscures the basic function of the training center. Assuming the adequacy of the treatment program, it is probable that the average period of care should approximate one year rather than less. Since 4/71 passed through the institution in 1962 the capacity of the institution should be materially increased. While it is impossible to state flatly how long it will take for a boy to receive maximum benefit and while it may be true that some may do so within six months it is extremely unlikely this will be the case for many. As is, there are almost innumerable pressures towards depersonalization, loss of sight of needs of the individual child, and the necessity for the absorption of staff time in the administration of an amiable organization.

The Superintendent in a memorandum to the Director of the Bureau of Mental Health is quoted as follows: "Due to limited facilities the length of residence for committed boys is determined by the rate of admission, rather than being determined by each boy's readiness to leave the Center."

and the Community's readiness to receive him. In view of the above, the program at the Boys Training Center is not meeting either the needs of the committed, or the requirements of the State. The full impact of available staff, knowledges and skills is lost to the committed population; for during the above referred to accelerated release processes, many boys realize only the vapors of their abilities and potentials."

A partial solution for the current dilemma is the construction of more facilities, particularly living cottages, vocational and academic buildings, and other projects as noted in this report. The problem of overcrowding is further enhanced by the fact that the age of the received population ranges from eleven to seventeen years. And a boy can be retained until he is twenty-one. The problem of maintenance of a rehabilitative program in a training center is markedly heightened whenever the institution must weave into the same program the very young, immature and adolescent whose needs are likely to be quite variable. The superintendent's request for a building for those mentally and emotionally handicapped is well advised. Every effort should be made to make available single rooms for extreme cases.

It is our opinion that the major emphasis on the farm program should be on its vocational training aspects, excepting of course the gardens and poultry facilities conducted by the cottages. This would mean a careful selection of the boys who would live in the open and in close relationships with staff members. Every effort should be made by the Center's staff to identify those boys who could profit most in the farm operation.

The academic school program ranges from the elementary to grade ten, is an important phase in the adjustment process, and seems to be excellently

programmed and administered. It should provide a maximum practical opportunity for academic improvement beyond the present terminus of tenth grade. Nine teachers, with degrees and certificates, two being vocational, one auto mechanics and the other building trades, complete the educational staff.

More structured and carefully planned vocational programs should be developed. Occupational training, even on an abbreviated basis, such as work assignments and other responsibilities, should be considered as an exploratory experience.

This is an venerable institution, the administration building being constructed in 1850. As a consequence most of the facilities and equipment are old and worn out. The living quarters for inmates are poor and the same term of inadequacy describes the school and the shops. The buildings are firetraps and in most instances windows and doors would have to be unlocked in case of fire. Some windows have bars, some screens and others nothing. Fire escapes lack bolts and are hazardous. A central dining room and a centralized kitchen are necessary new construction with a high priority. The present kitchen and bake shop facilities located in the basement of the old main building are improvised and poor.

The Boys Training Center is an open type institution with very limited security or supervision. The fact that there were forty-five escapes in 1962 speaks for itself. Such a situation is due primarily to a lack of a program designed to keep the boys constructively busy and occupied and the absence of a system of security checks on personnel and population.

#### 1. SPECIAL EVALUATIONS

- a. Programs to meet the objectives of an adequate treatment program



must include experiences in group living, educational and vocational training, religious influences, recreational activities plus psychological, health and social services. This cannot be achieved under present conditions.

b. Unfortunately, due to limited housing facilities the length of residence for individually committed boys is determined by the rate of admission rather than by the boys readiness to return to his community. This is not treatment.

c. List of Capital Improvements and Construction Projects as projected over a six year period 1963-1969 are in line with the solution of the foregoing problems.

d. Open institution - little security - 45 escapes in 1962 - troublemakers should be automatically transported to reformatory. This raises the problem as to whether the custodial staff is adequate and efficient. Lacks programming to keep boys busy.

e. Dormitories are fire hazards. Buildings and equipment are quite old. This includes central kitchen, bakery and laundry. Central dining room and kitchen construction a high priority. Fire escapes lack bolts and are hazards. Buildings are fire traps. Windows and doors would have to be unlocked in case of fire.

f. Medical service is completely inadequate. No facilities for emergency surgery. Doctor and Dentist employed on a part time basis. Nurse dispenses medicine.

g. An educational program for those of school age, nine teachers certified, two being vocational. Vocational equipment should be maintained.

h. Shower rooms are not conveniently accessible. No place to store personal belongings. Makeshift arrangement for use of foot lockers and boxes. No system or rules as to what can be kept there. Clothing is what

the boy was originally clothed. Replaced from surplus when worn out. No standardization. Creates terrific problem for laundry.

## 2. RATING

Administration	Good
Housekeeping	Fair
Program	Fair
Facilities	Poor
Security	Poor

## 3. RECOMMENDATIONS

### A. Operational

1. That the administrative and rehabilitative procedures of this institution be reviewed, that a bona-fide treatment program be inaugurated and that a classification clinic be established and staffed.

2. That provisions be made for an adequate centralized dining room and kitchen.

3. That medical and dental services be improved.

4. That appropriate and uniform clothing be issued, and that the laundry facilities be renewed and expanded.

5. That greater emphasis be placed on academic and vocational education, hobbies, physical training and organized recreation.

6. That upon staff recommendations transfer of incorrigibles and unadaptables to the State Reformatory for Men be expeditiously approved.

7. Good detention quarters are required with a capacity of eight to ten. These should be clean, strong and well lighted.

### B. Capital Construction

ITEM	TITLE OF PROJECT	FOUNDER DESCRIPTION & DETAIL (Type of construction, overall length, dimensions, etc.)
1	Academic Building	10 alternate classrooms, increasing the number by five

<u>ITEM</u>	<u>TITLE OF PROJECT</u>	<u>PROJECT DESCRIPTION &amp; DETAIL</u>
c.	Alterations & Additions to Existing Central Heating Plant	Provide package-type oil burners & steam generators to meet the needs of existing and additional buildings requested
d.	Reception Unit	24-bed Receiving Unit plus staff qtrs.
e.	Infirmery and Security Bldg.	Infirmery beds, Medical-Dental Unit, Control Unit for 12 Security Rooms
f.	Treatment and Guidance Bldg.	24-bed Treatment Unit for emotionally disturbed and unstable boys, plus staff quarters
g.	Vocational Building	Initially includes 7 Vocational Shop Programs
h.	Kitchen and Dining Facilities	Central kitchen, dining, baking facilities, to feed boys and staff
i.	Boys Living Cottage #1	24-bed Open Cottage Unit, with staff quarters
j.	Boys Living Cottage #2	24-bed Open Cottage Unit, with staff quarters
k.	Boys Living Cottage #3	24-bed Open Cottage Unit, with staff quarters
l.	Boys Living Cottage #4	24-bed Open Cottage Unit, with staff quarters
m.	Academic Building	Includes Classrooms, Laboratory Arts & Crafts Room, Library, Storage for Staff & Boy Facilities
n.	Boys Cottage #5	24-bed Open Cottage Unit, with staff quarters
o.	Boys Cottage #6	24-bed Open Cottage Unit, with staff quarters
p.	Boys Cottage #7	24-bed Open Cottage Unit, with staff quarters
q.	Staff Housing 1	Provide Duplex Type Housing for Key Staff
r.	Staff Housing 2	Provide Duplex Type Housing for Key Staff
s.	Staff Housing 3	Provide Duplex Type Housing for Key Staff



REF	ITEM DESCRIPTION	FURNISHING REQUIREMENTS
1.	Addition to U.S. Corral Bldg., (Physical Education Facilities)	Provide Physical Education Facilities, to include wrestling, boxing, judo, chess and a hydrotherapy tank
2.	Chapel	Provide required information religious facilities to accommodate 100 boys
3.	Service Bldg.,--Laundry, Sewing Room, Canteen, Supplies	Accommodate the Laundry, Sewing Room, Canteen, Supply area to care for all food and soft goods, to include refrigeration
4.	Maintenance Bldg. & Garage	Provide Maintenance Area & all Trades to include area for State Vehicles--(garage)
5.	Administration Building	Provide Office Space for those personnel required to the operation of the institution

## CONCLUSION:

A prison or correctional institution of any type cannot be successfully operated over a long period of time unless careful attention is given to a sound organizational structure based upon recognized principles of administration and the purposes and goals of the establishment. The organizational patterns of correctional institutions, bureaus of correction and departments of justice are undergoing widespread study and change. This change may be explained in part to an improved calibre of prison management. It is our understanding that a request has been made for the organization of a Department of Corrections within the present framework of the Department of Mental Health and Corrections with a full time director in charge. We believe that the consideration of such a department is most commendable and well advised; but suggest in the light of the number and size of the institutions concerned, such an operation could be effectively administered by an individual currently assigned to correctional work in addition to his present duties. It is our opinion that serious difficulties in the State of Maine may arise unless some well qualified person is appointed to coordinate the correctional plants, activities, and practices falling into these important categories. Given additional secretarial help, salary considerations and office space there is no reason why the warden of the State Prison, Thomaston, Maine could not function in a dual capacity. Similar arrangements are successfully conducted in Pennsylvania, Texas, Illinois, Colorado and other States.

Our considered judgment is to the effect that Mr. Allan Robbins, present Warden in the Maine State Prison has a recognized background of successful practical and professional institutional experience, has demonstrated his ability and capacity in an institutional setting, and on the basis of the foregoing should have primary consideration. That is one reason why we raised the question

as to the propriety of the appointing a commissioner or director in the State of Maine in charge of corrections. By the same token we stressed the needs for facilities and programs all along the line for staff development. In the same relationship we have recommended the appointment of a deputy warden in the Maine State Prison to be in charge of treatment activities.

The success of any program attempted by correctional institutions depends primarily on the effectiveness of the personnel charged with its implementation. Accordingly, it is of primary importance that the management of the institutions concerned, assume the leadership and the responsibilities for essential staff development and identification in both custodial and professional areas.

Effective management involves more than safe custody, improving health and education, developing vocational skills and stimulating wholesome leisure time interests. The coordination of the foregoing should result in an institutional climate favorable to inmate growth and constructive improvements in their attitudes and performance. When offenders recognize that they are respected as individuals they are more likely to become susceptible to desirable outcomes and more likely to change some of their slanted patterns of behavior. Only capable, well trained, stable correctional personnel can create the atmosphere essential to the operation of a good program. We also raise the point as to whether the term corrections officer is not more appropriate than that of guard. The employee charged with custody is entitled to as much dignity and respect as any administrative or professional employee. Because of day to day contacts his role is just as significant, perhaps more so, than those in any other category.

It is meaningful for the purposes of this summary to recognize that alterations and improvements in the physical structure of any institution are just as important as changes in programs and personnel. This problem is especially

aggravated in the Boys Training Center in South Portland where many of the wooden buildings are old and virtually beyond repair. It is to the credit of the superintendent of this institution that minimal operations have been conducted under such circumstances. Furthermore, we urge serious consideration be given to the construction and establishment of a diagnostic and classification center in the proximity of, or adjacent to, the State Prison, Thomaston, Maine. Here professional services would be available for the expressed purposes of diagnosis and classification, plus special services of a medical, surgical and psychiatric nature. All commitments from the courts would be processed through this center. Its purpose, generally, would be, after careful study and analysis, to map out a program for the offender in terms of the opportunities and programs for his rehabilitation in an appropriate institution. As an illustration, age, presently appears to be a predominating criteria in Maine for placement while significant factors as defectiveness, pressures, interests and motivation are not evaluated. Classification leaning towards the identification and measurement of an individual's weaknesses as well as his potentialities, and translating these findings into action are the primary functions of a diagnostic center.

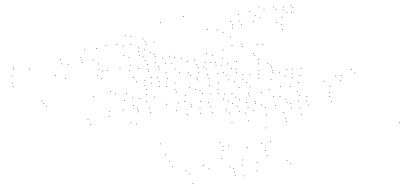
The fundamental responsibility of prison management, usually prescribed by law, custom and public opinion is security and control. Although at times such a concept may appear at variance with the objectives of treatment, it is doubtful if any correctional program which ignores this reality will long survive. Actually, services and facilities for prisoner adjustment can only operate in an environment where control is consistent. Conversely good control cannot be consistently maintained without implementing it with positive correctional and training resources. This is a concept we believe to have a valid association with the operation of the Maine State Prison. The probabilities are that less than thirty-five percent of its population



require maximum security detention. Consequently, we advise the support and approval of those measures which its Warden has proposed for the expressed purpose of bringing into his institution, treatment programs and practices of proven merit and value. In a dominating sense, in view of the frequency of escapes, we question whether an adequate system of custody, security and control has been developed at either the Boys Training Center or the Reformatory for Men. Thus, we feel obliged to recommend the immediate correction of these deficiencies.

However, Criminologists today are agreed that correctional institutions serve most effectively for the protection of society against crime when its major emphasis is on treatment. The best thinking in what was once called the penal field, is progressively directed toward the development of institutional plants, personnel and programs which will insure the return to society as law abiding citizens a material and an increasing percentage of offenders.

## ANNOTATIONS



EXHIBIT

DEPARTMENT OF MENTAL HEALTH AND CORRECTIONS  
CHAPTER 27

ORGANIZATION

Sec. 1. Supervision of institutions; commissioner, appointment, salary, qualification; heads; farm supervisor. -- The Department of Mental Health and Corrections, as heretofore established, hereinafter in this chapter called the "department" shall have general supervision, management and control of the research and planning, grounds, buildings and property, officers and employees, and patients and inmates of all of the following state institutions: The hospitals for the mentally ill, Pineland Hospital and Training Center, the State Prison, the Reformatories for Men and Women, the juvenile institutions, the Governor Baxter State School for the Deaf, the Military and Naval Children's Home and such other charitable and correctional state institutions as may be created from time to time. All orders of commitment, medical and administrative records, in the department are held to be confidential. Such records may be subpoenaed by a court of record. The department shall be under the control and supervision of a commissioner of mental health and corrections, hereinafter in this chapter called the "commissioner," who shall be appointed by the governor with the advice and consent of the council; said appointment shall be for 3 years and until his successor is appointed and qualified, or during the pleasure of the governor and council. Any vacancy shall be filled by appointment for a like term. He shall receive such salary as shall be fixed by the governor and council. The commissioner of mental health and corrections shall be a person experienced in institutional administration either as a superintendent, chief medical officer or business manager, or who has had other satisfactory experience in the direction of work of a comparable nature. Said commissioner shall have the power to appoint institutional heads as shall be necessary for the proper performance of the duties of said department, subject to the provisions

of the personnel law. He may appoint such other employees as may be necessary, subject to the provisions of the personnel law. The heads or superintendents of the several said institutions under the department shall report directly to the said commissioner. Each institutional head shall be experienced in the management of the particular type of institution to which he or she is assigned.

Sec. 3. Industrial and vocational training. -- The department shall establish and maintain suitable courses for vocational trades and industrial training in the Boys Training Center at South Portland and the State Reformatory at South Windham, and to install such equipment as may be necessary, and employ such suitable and qualified instructors subject to the approval of the State Vocational Director as may be necessary to carry out the purposes of this section. The expenses of carrying out this section shall be paid from the appropriations for the above-named institutions.

## CHAPTER 27-A

### DEFINITIONS

Sec. 1. Definitions. -- The listed terms as used in this chapter are defined as follows, unless a different meaning is plainly required by the context:

- I. "Correctional Institution" means the following State Institutions:  
The State Reformatory for Men and the State Reformatory for Women.
- II. "Fine" includes court costs wherever applicable.
- III. "Inmate" means a person in execution of a sentence to a reformatory.
- IV. "Juvenile" means a person under the age of 17 years or a person who is alleged to have committed, while under the age of 17 years, any acts or offenses covered by chapter 152-A regardless of whether, at the time of the proceeding, such person is of the age of 17 years or over.

- V. "Parole" is a release procedure by which a person may be released from a state penal or correctional institution by the state probation and parole board prior to the expiration of his maximum term.
- VI. "Penal Institution" means the State Prison.
- VII. "Prisoner" means a person in execution of a sentence to the State Prison.
- VIII. "Probation" means a procedure under which a person found guilty of an offense is released by the court without being committed to a state penal or correctional institution, subject to conditions imposed by the court.