# MAINE STATE LEGISLATURE

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**Annual Report** 

of the

# Maine Judicial Branch

MAY 1 2000

KF 8732 .Z99 M222 1999 Fiscal Year 1999 July 1, 1998 to June 30, 1999



Chief Justice Daniel E. Wathen examines the detail of the Maine State
Seal with Assistant Clerk of the House of Representatives, Millicent MacFarland
and Representative Thomas D. Bull (D, Freeport).

(cover photo and above by Joe Phelan, Kennebec Journal)

#### ON THE COVER:

A custom made, four-ton granite table now graces the central conference room of the Maine Judicial Center on Stone Street in Augusta. Maine citizen *Elsie P. Viles*, benevolent friend and neighbor of the Judicial Center, once again demonstrated her generosity toward the Maine Judicial Branch. Mrs. Viles, who donated the Judicial Center itself in 1995, sees her gifts as an expression of her respect and affection for her native state, saying, "I look with awe at the justice department and what they've accomplished, and I look with love at the state of Maine."

The massive table, made primarily of granite quarried from Deer Isle, is an impressive work of art. The table top, which weighs about a ton by itself, sits on three rough-carved granite pedestals. The sharp image of the Maine State Seal, the centerpiece of the tabletop, features only naturally colored stone. The names of Maine's sixteen counties, arranged around the perimeter of the table, stand out boldly against a striking border of black stone.

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James T. Glessner State Court Administrator

In fiscal year 1999, the Maine Judicial Branch completed a decade of change and improvement. The activities and programs described in this publication are evidence of the progress that has been achieved over the past ten years.

The transformations that have occurred in Maine's court system throughout the 1990s have been grand and sweeping — the establishment of the centralized Maine Judicial Branch Violations Bureau, the formation of the Family Division of the District Court, the computerization of the criminal docket, the beginning of substance abuse treatment courts, the complete revision of protective procedures, the broadening of education for both the

judiciary and court employees, the expansion of legal services to the indigent, and the construction of several new court facilities — are just a few of the achievements. Each of these accomplishments marks substantial progress toward the mission of the Judicial Branch: to administer justice by providing an accessible, efficient and impartial system of dispute resolution that serves the public interest, protects individual rights, and instills respect for the law.

Movement of an entire court system toward such a lofty mission is neither simple nor swift. Increasing accessibility and building efficiency while maintaining everyday court business requires the dedication and hard work of many — court employees, the judiciary, legislators, lawyers and interested Maine citizens. This report provides a chronicle of the decade's accomplishments, and in doing so, serves as a tribute to those who created such substantial and noteworthy improvements within the system.

On behalf of Maine's Judicial branch of Government, it is a privilege to present the annual report for fiscal year 1999.

James T. Glessner, State Court Administrator

Jana, T. Clesone



# Judicial Branch Recognizes Outstanding Performances

Maine Judicial Branch Presents 1999 Awards for Excellence

By presenting its 1999 awards for excellence, the Maine Judicial Branch honored a number of Maine citizens for their contributions toward the accomplishment of justice in the State. *Supreme Court Chief Justice Daniel E. Wathen* presided over the ceremonies, which were held in Waterville at the annual All-Employee meeting.

The stories behind each recipient represent the commendable efforts that are made in the Courts every day, and reflect key issues in today's society: drug abuse, child abuse, and citizens' confidence in and accessibility to the court system.

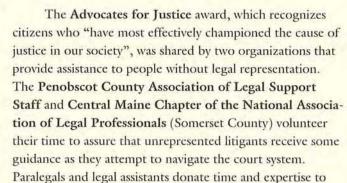


Chief Wathen presents the 1999 Volunteer of the Year to CASA Volunteer Maureen Dillane.

Maureen Dillane of Winterport, was honored as the Judicial Branch Volunteer of the Year. Ms. Dillane has been a volunteer with the Court Appointed Special Advocate (CASA) program since its beginning in 1985. She has served as Guardian ad Litem for more than 100 children over the past fourteen years.

As a Guardian, she has represented and advocated for children involved in abuse and neglect cases in a number of District Courts, primarily Belfast and Bangor. Ms. Dillane has also actively worked to boost the CASA program itself by recruiting volunteers, participating in CASA trainings and serving as a mentor to other volunteers. Her contribution has been a tremendous benefit not only to CASA and the Judicial Branch, but also to the many Maine children who have been

well protected through her strong advocacy.



help people fill out the many forms related to divorce or child support. Their work helps people who do not have lawyers, either by choice or lack of economic resources, to assure that their paperwork is complete and acceptable to the court. Their assistance helps to relieve some of the stress felt by divorcing families, and is a substantial asset not only to the litigants but also to the entire judicial system.

Superior Court Justices Robert Crowley and Roland Cole were presented a Special Service Award for their work with Project Exodus (drug court) in Cumberland County. The stories behind their work



Cheryl Derran (rt.) accepts the Advocate for Justice Award on behalf of the Penobscot County Association of Legal Support Staff.



Representing the Somerset Chapter of the National Association of Legal Professionals, Martha Phillips(rt.) accepts the Advocate for Justice Award.

provided a moving moment as Chief Wathen told the audience about the impact of their work in the drug court. Their nomination stated, "Not only did Justices Crowley and Cole have to uphold the law, but at the same time they opened their hearts, listening to clients and counselors every week. ... The story that stands out the most is of the unborn child who was born addiction-free. She is now a beautiful eight-month-old girl, who has the start in life that all children deserve. If not for Project Exodus, she would have, without a doubt, been born addicted."

Justice Cole spoke briefly, expressing his appreciation for being recognized for this work, which had been the "most challenging and rewarding of his eighteen years on the bench." Project Exodus, originally a federally funded project, was proposed



Justices Cole (lt.) and Crowley (rt.) proudly display their Special Service Awards.

for continuance by the State in the last legislative session. The Legislature failed to provide the funding necessary to continue the program.



1999 Employee of the Year Lynda Haskell thanks her co-workers for the recognition.

Judicial Branch Employee of the Year was Lynda Haskell former clerk of Franklin Superior Court and currently Court Technology Analyst with the Office of Information Technology. Chief Justice Daniel E. Wathen recognized Ms. Haskell as a "true child of the court," as the daughter of former Farmington District Court clerk Connie Small and an employee of the Courts since 1971. Ms. Haskell's nominators praised her abilities to tackle any project and get it done right — from production of court forms to participation in the creation and deployment of the Maine Judicial Information System, the newly developed computerized docket for the entire judicial branch.

In addition to recognizing the volume, quality and timeliness of work performed by Ms. Haskell, she was also complimented for the breadth of work that she has contributed over the years, working with both the civil and criminal rules committees, reviewing and commenting on pending legislation, and developing a variety of instructional manuals for the clerks. Her expertise is a resource to clerks, judges and administrators throughout the court system, who rely on her knowledge and professionalism.



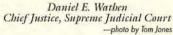
Chief Wathen congratulates 25-year employees Linda Ward and Carol Lee Cote.



Del LeGasse presents co-Farmington employee Ronda Nelson with a certificate and pin for her 15 years of service. Chief Wathen, Chief Wescott and Ted Glessner are there for the celebration.

## Message from the Chief Justice







During the last year, I have presided for at least a day in thirteen District Courts and one Superior Court. My intent was to gain hands-on, up-to-date experience in the lower courts so that I can more fully understand the real world problems that exist and use that knowledge to improve the operation of the courts. As a trial judge, I have decided divorces in Fort Kent, juvenile cases in Portland, child protection cases in Bangor, and domestic violence petitions in every court. I have thirty-four more courts to go, but my visits have given me a unique opportunity to see, close-up, how the stream of justice flows in Maine.

My experience has clearly shown me the responsibility that is placed on judges by the fact that so many persons now appear in court without a lawyer, representing themselves "pro se." It is a little intimidating to walk in to the courtroom and face fifty or more unrepresented parties. It puts the judge in a much different position since he or she must try to assure that the pro se

litigants understand their rights and are able, to the best of their ability, to overcome procedural difficulties.

It has been this direct experience with pro se litigants that leads me to strongly recommend that Maine begin the process of "unbundling" legal services. Now, persons seeking legal advice must buy "full service" and not "a la carte." Current legal and ethical standards assume that a lawyer's relationship with his or her client encompasses complete representation over a period of time. Tradition, questions of liability and ethical quandaries discourage private lawyers from offering limited services.

For many people in Maine, self-representation is an economic necessity, but they should not be cut off from the help they need and can afford. Legal traditions are designed to serve people, not to disadvantage them. It should be possible for a client to hire an attorney for a specific task. Such limited representation might include information, simple case evaluation, guidance in commencing litigation, planning for court experiences or procedural assistance with an appeal or other matters.

My time behind the District Court bench strongly reinforced my belief that Maine can and must do more to address the pervasive problem of substance abuse that adversely impacts so many lives, so many families, and particularly so many children. If I ever had any doubt about the need for a court-supervised substance abuse treatment

program, it disappeared when I worked in Machias. In just one hour, three arraignments and one child protection petition exposed me to more intravenous drug users than I had ever seen in my entire career.

The Juvenile Drug Treatment Court, beginning in 2000, screens for substance abuse and, in partnership with the Maine Office of Substance Abuse, provides a much needed, court-supervised intensive treatment program. The importance of confronting and stopping substance abuse early is underscored by the fact that a high percentage — perhaps as high as 85% — of all people involved in crime, family violence and child abuse have serious substance abuse problems — primarily with alcohol.

Because of my experience in the courtroom, I can attest to the growing number and increasing complexity of family cases coming before the Maine Courts. A single protection from abuse hearing involved seventeen witnesses. Child protection reviews and divorce hearings demonstrated the concentration of complicated and broken relationships that are presented to the courts on a daily basis.

"For many people in Maine, self-representation is an economic necessity, but they should not be cut off from the help they need and can afford. Legal traditions are designed to serve people, not to disadvantage them."

The courts' ability to effectively deal with family matters has been substantially improved over the last year. All families involved in the difficult process of divorce are now helped to manage and solve their problems by the Family Division. The Division works collaboratively with others to connect families to community services, promotes parent education, maintains a roster of qualified guardians, and supervises the performance of those guardians.

Abused and neglected children who are involved in protective proceedings are no longer left in legal limbo. They now have first call on improved court procedures and resources, and their cases are completed without unnecessary delay. There is a modest cost for this success, but make no mistake, it is a success.

While there have been many changes and improvements, there still exists a big opportunity to operate Maine's courts with less delay and a new measure of effectiveness. In the area of domestic abuse and violence, the sign of achievement should be the absolute safety of those under protection and the reduction of domestic violence cases in the future. When it comes to substance abuse, the gauge of success should be a growing count of those who conquer their addiction and beat the odds of criminal recidivism.

I see a new stream of justice flowing in the courts of Maine today. Some see it, some can't, some see it as only a trickle. But if we all work together, and if we each do something about it, our children and all who follow will stand in the middle of a mighty stream.

"...direct experience with pro se litigants leads me to strongly recommend that Maine begin the process of 'unbundling' legal services."

Lil Eal Daniel E. Wathen

Chief Justice, Supreme Judicial Court

## Year in Review: Fiscal Year July 1, 1998 to June 30, 1999

### Legislature Hears and Answers Need for Clerks

In his 1999 annual state of the Judiciary address to the full legislative body, Chief Wathen proclaimed the dire need for more help in the clerks' offices, saying, "We need more clerks and more judges in order to give people the time and attention that their cases deserve. We have requested thirty additional clerks and four additional judges for the District Court. Our need for clerks is so acute that I must emphasize — if we do not get the extra clerks, we can not use the additional judges."

Having had no increase in staffing to manage the greater flow of cases over the past decade, clerks' offices, especially in District

Court, have been strained trying to keep up. The greater numbers of cases, especially domestic violence and family disputes, have been further complicated by the increased complexity of each case. The mountains of paper work and

tracking required for divorce, child support, child protection and domestic violence have peaked. Each case demands extensive documentation, and can create a docket trail that spans a number

of years, as families' circumstances change and they return to court to amend original agreements.

In its final budget, the Legislature approved twenty of the thirty positions requested. Although not the full number

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## Year in Review continued

requested, the additional personnel helps to relieve the burden of work for the clerks and will lead to improved service for the public.

## PROJECT EXODUS: Victory in the Courtroom

Project Exodus, the adult drug court that was piloted in 1997 at Cumberland County Superior Court in Portland, met with much success. District Attorney Stephanie Anderson, working with the courts and community, initiated the effort that led to Cumberland County's receipt of a federal grant for a drug court in Maine's busiest Superior Court location.

Project Exodus created a different system for the court's interaction with criminals. Instead of simply handing down a sentence, the court became a participant in the rehabilitation of drug users. Defendants were screened for acceptance into the program, and were required to maintain behavior approved by the court. For nearly two years, convicted drug offenders became "clients" of the court, submitting to drug tests and participating in rehabilitation activities to avoid being sent to jail. Justices Roland A. Cole and Robert E. Crowley monitored the progress of participants, maintaining involvement with clients throughout their alternative sentence. Clients who successfully achieved their goals for counseling, employment and maintaining a "clean" life were praised in the courtroom, and encouraged to continue their efforts to turn their lives around.

The model saved substantial dollars for the counties and state because the successful *Exodus* clients remained out of jail, and went on to

become wage earners and tax payers. While a year of incarceration may cost up to \$20,000 per prisoner, cost of participation in the rehabilitation program is only \$1,000 to \$2,000 per year. Additional dollars were saved in indigent legal costs and through a reduction of recidivism. Harder to measure, but perhaps more important, is the worth of freedom from addiction, improved parenting, and ongoing employment. Although deemed successful by district attorneys, judges, defense attorneys and the community in general, funds to continue Project Exodus were denied by the first session of the 119th Maine legislature, forcing the program to terminate at the end of summer 1999. It is expected that proponents of this reformation of justice will return to advocate for the program's rebirth and expansion.

## Juvenile Drug Treatment Court Set to Lead Change in New Millennium

Authorized and partially funded by the Maine Legislature, the Maine Juvenile Drug Treatment Court Program will begin operation on January 1, 2000. The total annual cost of the program will be \$800,000; 90% of these funds will come from federal sources, through the Juvenile Justice Accountability Block Grant Program. Although new to Maine, the Juvenile Treatment Drug Court model has been used successfully in other states for a number of years. In order to successfully implement the additional responsibilities, four new judgeships were added to the District Court.

Developed in Florida in the early 1990s as an alternative to traditional criminal justice prosecution for drug-related offenses, these courts combine close supervision by the judicial system with resources available through community alcohol and drug treatment services.

The major objective of the Juvenile Drug Treatment Court is to mold a juvenile who has no further criminal activity and is free from drug and alcohol abuse. To accomplish this goal, the court will provide coordination and support services for the juvenile. Key elements of the new system will include: screening offenders for substance abuse; use of case managers to coordinate the full use of community rehabilitation resources; repeated, often weekly, court appearances by offenders; constant court monitoring of rehabilitation progress; and incentives to abandon drugs and create new and healthier living patterns.

The Juvenile Drug Court will initially focus efforts in these urban centers of Maine: Portland, Biddeford, and Bangor with combined

operations in
Bath and
Wiscasset, and
Augusta and
Waterville.
The program
is statewide,
however, and
will affect all
juvenile
offenders
throughout
Maine.

"Helping our youth get off this self-destructive path not only saves lives and shapes a better future for Maine, but also makes sound economic sense."

-Chief Daniel Wathen

Juvenile Drug Treatment Courts throughout the nation have met a lofty goal that previously eluded the justice system: individual transformation that leads to significantly lower recidivism, saving millions of dollars in prosecution and incarceration costs. The vast majority of today's offenders, juvenile and adult, have serious substance abuse problems involving alcohol or other drugs; this model gives the courts an opportunity to play a strong role in getting Maine youth off drugs and giving them encouragement and an opportunity to turn their lives around. Chief Justice Wathen led the advocacy for the program, saying, "Helping our youth get off this self-destructive path not only saves lives and shapes a better future for Maine, but also makes sound economic sense."

#### Active Case Management: Effective Child Protection

One of the most challenging components of the District Court docket are child protection actions brought pursuant to the Child and Family Services and Child Protection Act, 22 M.R.S.A. §§ 4001 et seq. Those actions, most often instituted through a Petition for Child Protection Order filed by the Maine Department of Human Services, require the Court to intervene in families in which the actions of parents or custodians place children at risk of harm.

The inherent difficulty of such cases has been compounded over the last several years by changes in federal and state child protection laws which have accelerated the time frames in those actions and mandated greater judicial involvement in moving those cases toward resolution. The Court is now required to issue a Child Protection Order, if one is appropriate, within

120 days of the filing of the Petition. In addition, the Court must review each case at least once every six months. Hearings on the issuance of a Preliminary Order and on the suspension of reunification efforts are now summary processes in which the number of witnesses is curtailed and hearsay is admissible. The cases themselves are more complex, often involving a number of expert witnesses and events occurring over a period of many months or years.

To address these changes and to improve the manner in which the Court conducts these cases, the District Court developed and instituted a Case Management System for the protective custody docket. That procedure, in effect since June 1, 1999, creates a framework for management of cases from the initial filing until the final disposition. It includes automatic appointment of counsel for parents and custodians, a Case Management Conference prior to hearing on the Petition for Child Protection Order, the use of forms meant to ensure that all parties are aware of the next hearing date when they leave court, and increased efforts to set forth factual findings upon which subsequent orders are built. The Case Management Conference, a cornerstone of the system, requires the parties, counsel and court to focus on the issues presented and the factual disputes in an effort

in an effort to reach consensus or, in the alternative, narrow the scope of the trial.

Prior to instituting the Case Management System, the Maine District Court co-sponsored, with the Maine State Bar Association, two seminars designed to inform the legal community about the new process. In addition, the Court has made a commitment to reviewing and addressing proposed changes in the system through the creation of a Protective Custody Oversight Committee comprised of judges, attorneys, guardians, clerks, and Department of Human Services' representatives. Continuing efforts will be made to ensure that the system enhances compliance with the new statutory requirements as well as improves the quality of justice provided in these sensitive cases.

## Courthouses: Building for the Future

The past decade has seen tremendous accomplishment in providing adequate spaces for Maine's courts to conduct their daily business. The judicial branch has worked with the legislature, counties, municipalities and private developers to meet facility needs. Since 1990, District Court facilities in nine of thirty-three locations across the state have been substantially renovated or newly built: Biddeford, Bridgton, Calais, Newport, Portland, Presque Isle, Skowhegan, Waterville and West Bath.

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West Bath District Courthouse

## Year in Review continued

In FY'99, Maine's courthouses continued to demand and receive much-needed attention from court administration as well as from counties and towns across the state. The mix of responsibilities for building ownership, maintenance and usage between the State and counties presents both challenge and support for the large task of providing adequate space for the courts to conduct daily business.

In Springvale, search for an appropriate location led to land on the former Nasson College campus in Springvale. Court administrators continued talks with Springvale Public Library Trustees, owners of the land. Limitations in funding created complications about the size of the building to be constructed. As the fiscal year ended, consideration was being given to submitting a request to the legislature to increase funding, to allow adequate space in the courthouse, to better serve the needs of both the court and the district attorney. It is expected that this will be considered by the legislature in the next session. Also in York county, funding was approved by the legislature to make renovations to the York District Court. These renovations will improve the appearance and utility of the courthouse.

In **Lewiston**, several members of the community joined efforts to determine the location

and development of a new District Court. The Lewiston City Council, the Downtown Renaissance Task Force and the Downtown Development and Management Corporation joined forces to recommend renovation of the "Old Music Hall." In addition, several hundred residents signed petitions endorsing the site. The resulting plan benefits the City of Lewiston as well as the court. Over the next two years, construction and renovation will create a "Courthouse Plaza", with a park across the street from the courthouse, and additional private business development.

Rockland District Court struggled with a stubborn air quality problem that complicated doing business in the county-owned Knox courthouse there. While the air problems were corrected, it became evident that the courthouse is too small to meet current needs. Plans have been developed to build an addition to the existing building, which will expand and improve space, not only for the District Court, but also for the Superior Court.

As FY'99 ended, discussions between citizens, government leaders and the courts were held in Machias and Dover-Foxcroft. Securing adequate District Court facilities will continue. Superior Courthouses, owned and operated by counties, will become the next focus for the Judicial Branch. The

longer history of county seats and courthouse ownership complicates the process, but a strong commitment to improving facilities will help to build solutions.

### Family Division Redefines Divorce Process

The family division of the district court, begun in April of 1998,

brought tremendous change to the processing of divorce, paternity and child support cases within the courts. After substantial planning, training and procedural development, the path for settling family disputes was set, leading to timely

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—Judge Thomas Humphrey

resolution that emphasizes the needs of children. In praising those who built the structure for the Family Division, then District Court Deputy Chief *Thomas E. Humphrey* said, "...all of you, particularly folks in the clerks' offices, are working very hard to ensure that we keep children 'out of the middle' of a difficult divorce. There is no aspect of our work that has more importance for the future of the State of Maine."

As with the beginning of any new program, especially one of such considerable change, the Family Division has experienced a successful and an evolving year, with substantial learning and growth. Recognizing that improvement is a process



Newport District Courthouse

without an end, judges, case management officers and clerks continue to work with Family Division Director Wendy Rau to make adaptations to better serve families.

Generally, the Family Division has been very well received. A key perspective of the Division's case

management emphasis was to enable pro se parties to better navigate the system. Recognizing that many people choose or are forced by economics to proceed without a lawyer, the system was designed to assist, not overwhelm, persons already under considerable stress. A letter written by a community advocate recognizes the positive impact on her clients, stating, "Your genuine care and concern for pro se litigants has been such an inspiration to me ...as I watched the development of the Family Court unfold. ... This past year has been so encouraging. Clients are very satisfied with the way family matters are dealt with and have high regard for the Case Managers... It is such an empowering experience to be able to complete the process on one's own and to feel that one has been heard."

## Performance Council Leads the Way

The Performance Council, established in 1993 as the "board of directors" for the Judicial Branch, continued to provide support and guidance to Chief Wathen and to the work of the Branch as a whole. A core assignment to the Performance Council is monitoring the Judicial Branch strategic plan. The Council charters teams to meet the objectives of the four broad goals within that plan, and monitors progress toward set objectives.

In setting goal and objectives, the Council is guided by the Judicial Branch mission: "To administer justice by providing an accessible, efficient and impartial system, of dispute resolution that serves the public interest, protects individual rights, and instills respect for the law." The four broad goals of the Judicial Branch plan are: 1. to resolve all cases coming before the courts of the State of Maine promptly and fairly; 2. to ensure public confidence in the integrity and effectiveness of the judicial system and maintain its status as a coequal branch of government; 3. to ensure that all citizens are provided equal



Case Management Officers: J. David Kennedy, Nancy D. Carlson, Marilyn E. Stavros, Bruce A. Jordan, Louise A. Klaila, Lisa J. Friedlander, Paul D. Mathews. Absent from photo: Joan M. Kidman (photo by Don Johnson Photography)

access to the judicial system; and 4. to acquire, maintain and effectively manage all necessary resources to carry out the mission of the Judicial Branch.

The Performance Council remains as the most visible sign of the Participatory Management Program, begun in 1993. Since that time, solving problems and working in teams has become status quo. Participatory Management, similar to Total Quality Management, has permeated the Judicial Branch, meeting the program's original goals to "improve communications and promote teamwork among employees, to encourage decision making at the most appropriate level, and to recognize employees' knowledge and skills." In the fall of 1998, the Maine Judicial Branch was recognized by the National Council of State Governments, which cited Participatory Management in the "best practices" category, defined as "a creative, effective and efficient program that may be

used as an example or benchmark by other jurisdictions."

## Maine Judicial Information System: **Technology Develops**

The Maine Judicial Information System (MEJIS) a computerized docketing system continued to be deployed to each of the courts, statewide. The installation was completed in all Superior Courts and significant progress was made in bringing all District Court locations on line.

The development and installation of this complex system is a mammoth project,

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Micro System Coordinator Mark Soucie monitors the Judicial Branch email service.

## Year in Review continued

involving detailed computer programming, which has been done entirely by the Office of Information Technology. Comprehensive training and ongoing support has been provided along the way, and feedback from clerks has been used to adapt and improve the system for optimum use.

Securing adequate funding and staffing to support the computerization has been a challenge. Although requested in the Judicial Branch's modest budget proposal, the Legislature failed to fund additional programming positions. Success of the project hinged on the skill and dedication of a small staff of "techies" who performed admirably with only minimal resources.

#### Training Efforts Grow Again

The Judicial Branch Education and Training Team (JBETT), working with training officer Debra Nowak, presented many learning opportunities for staff throughout FY'99. Of particular success was the development of a comprehensive New Employee Orientation. Held every six months, this day-long program is required for all new



Training Officer Debra E. Nowak reviews the schedule of courses.

employees, and is held at the Judicial Center in Augusta. All new employees are welcomed by Chief Wathen and SCA Glessner, and are provided with a wealth of information about working for the Judicial Branch. The program has been so well-received that long-term employees have requested that they also have access to the materials that have been created.

Numerous courses offered throughout the year focused on career and professional development, supervision, and technology. Courses were conducted by external consultants and in-house volunteer trainers, included additional sessions on such topics as sexual harassment, business writing and "Navigating the Waves of Change." Employees also participated in programs offered by the Office of State Training and Development and the Maine Safety Council.

A Video Display Terminal (VDT)/ergonomic program was developed and presented in locations around the state. Three inhouse trainers received VDT trainthe-trainer instruction in order to present this program. These training sessions, required by Maine statute, assist VDT users in using ergonomically correct procedures in order to reduce their risk for repetitive motion injuries.

Technology training efforts were plentiful, offering instruction on MacIntosh usage, PowerBooks, wheelwriter typewriters and proper electronic recording procedures. Instruction on various software programs, including Westlaw training for judges and support staff, was presented throughout the year.

Bulletins regarding training and workshops presented by various

organizations and schools were provided to all employees on a regular basis. Each listing supplied a course synopsis and details about how to access each offering. These notices encouraged employees to utilize the training funds available though the Union contract, which covers most employees of the Judicial Branch.

The Judicial Branch lending library grew in volumes as well as in usage by employees. The many resources available for self-study include books, video and audio tapes on subjects ranging from customer service to balancing work and family obligations. The growth of the training library is a positive reflection of the motivation of Judicial Branch employees for selfimprovement, as well as an endorsement of the investment made to provide educational resources.

The Legal Support Staff Training Team, which provides training regarding court procedures and information about the Judicial Branch to the legal support staff of law firms, issued its first "Court Highlights" bulletin in August 1998, and a subsequent volume in December 1998. The response from the recipients was enthusiastic, and many called to express appreciation and desire to have the bulletins continue.

#### Maine Volunteers for Justice

"Maine Volunteers for Justice", a program begun in 1998 to recruit, train and place volunteers in the Judicial Branch, conducted a statewide campaign to recruit new volunteers in the spring of 1999. Brochures, press releases and a recruitment video aired by community cable television stations were used to send information to the

public. High Schools across the state received information that targeted students who might participate as a way to fulfill community service credits. Volunteers were asked to donate their time to assist clerks' offices across the state, invited to perform a variety of tasks, including electronic recording, assisting with clerical duties, and serving as an information receptionist for the public.

## Collective Bargaining **Achieves Agreement**

Negotiation teams for the Judicial Branch and the Maine State Employees Association reached agreement on a two year contract that will cover July 1,1999 through June 30, 2001. Employees received a 3% across the board salary increase, effective July 4, 1999 and will receive an additional 2% increase in July, 2000. In addition, there will be a step

adjustment in the salary schedule that eliminates the first step and adds a new step at the current highest step, which will be 4% higher than the current rate. The result will be that each employee will receive a step increase as of March 25, 2001. In addition, mileage reimbursement rates will increase. The current per mile rate of 24¢ will increase to 26¢ in January, 2000 and to 28¢ in January, 2001.

## Flagpole dedicated to the Memory of Justice David G. Roberts

Funded by donations by from Judicial Branch Employees, a flagpole surrounded by roses was installed at the Judicial Center in Memory of Supreme Court Justice David Roberts. Justice Roberts, who had retired in August of 1998 after thirty-one years on the bench, died unexpectedly in January of 1999. Having served as a Superior Court Justice for thirteen years, Justice Roberts was appointed to the Law Court in 1980.

Following the suggestion of Court Security Director John Deeds, Many Judicial Branch employees contributed to the cost of installing the flagpole, which is located at the Maine Judicial Center. An impressive ceremony, complete with color guard and bagpiper from the Maine State Police, was held to dedicate the flagpole in Justice Roberts' honor. The flag will be lowered to half mast whenever a present or former employee of the Judicial Branch passes away.





## 1990s: An Age of Reformation in Maine's Judicial Branch

"The changes in Maine's third branch at the turning of the Millennium are far-reaching and profound, but they can be summarized in one senience: Last year, Maine Courts moved beyond passive adjudication and began actively intervening to help solve persistent problems in the lives of real people." Chief Justice Wathen

The face of justice in Maine has been transfigured over the past decade. In criminal cases, focus has shifted from simple incarceration to coordination of a variety of options for restitution, community service and counseling. Juveniles are directed toward community support and education to help them build a better future. In civil cases, parties are encouraged to work toward their own resolution through mediation. In divorce cases, parents are provided the route toward re-creating their families, focussing on the their children's needs to guide their decisions. Domestic abuse cases are given priority on the court's calendar. Child protective cases are actively managed through collaboration with community resources.

The nature of civil cases that are brought before the Maine Courts, particularly the District Court, has changed considerably over the past decade. At the beginning of the 1990s, a high volume of relatively simple disputes filled the District Court's docket. In FY'90, the nearly thirty thousand (29,740) small claims accounted for 47% of the civil case filings. In FY'99, there were less than ten thousand (9,633) small claims cases filed, accounting for only 21% of the civil caseload.

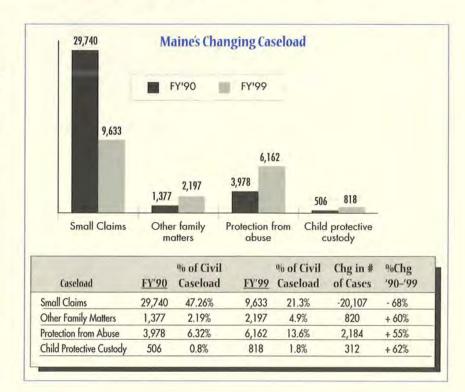
While the simpler case load diminished, the court received more complex and time-consuming cases, particularly family and domestic abuse cases. Family matter cases, which include custody and support issues between unmarried parents, increased 60% from 1,377 in FY'90 to 2,197 in FY'99. Protection from abuse cases filed rose 55%, from 3,978 in FY'90 to 6,162 in FY'99. Over the decade, child protective cases increased to 818, from 506, a 62% increase. Most of these cases require substantial court time, with mandated hearings and often with multiple witnesses. The complex conflicts that surface in domestic abuse cases demand a large portion of the court's resources.

The Maine Judicial Branch Violations Bureau has served as the state's central repository for traffic infractions since 1992, when processing of uncontested tickets move

to one location in Lewiston from the local district courts. A substantial increase in the workload of the Violations Bureau occurred over the second half of the decade. Since FY'95, the number of traffic tickets handled at the Bureau has increased by nearly 25%, from 100,421 in FY'95 to 124,884 in FY'99. In its first session, the 119th legislature began to consider the

transfer of the processing of all waiverable civil violations to the Bureau. The discussion is expected to continue in the second session, with the intent of the Legislature to expand the efficiency of the Bureau.

The courts of Maine enter a new millennium with remodelled methods of doing business and delivering justice. The cultivation of purposeful relationships between the courts and communities of the state is intended to yield a growth in citizens' confidence in the judicial system. The Maine Judicial Branch will set the course of justice by pointing defendants toward positive self-reform and by mapping routes to meaningful dispute resolution for litigants.



## The Supreme Judicial Court

In both its appellate and administrative capacity, the Supreme Judicial Court of Maine continued to make progress in providing prompt and affordable justice to the citizens of Maine. Justices Donald G. Alexander and Susan W. Calkins joined the Court as the 103rd and 104th members respectively. The appellate caseload remained relatively stable and continued to reflect a greater emphasis system-wide on family law cases and proceedings involving children. In an effort to use scarce judicial resources most effectively, the Court sought to encourage lawyers and litigants to resort to appeal only in meritorious cases and required strict compliance with the time requirements that are necessary for prompt consideration. The modest decrease in filings and the absence



Supreme Judicial Court: (front row) Robert W. Clifford, Daniel E. Wathen (Chief Justice), Paul L. Rudman; (back row), Donald G. Alexander, Howard H. Dana, Jr., Leigh I. Saufley, Susan W. Calkins (photo by Don Johnson Photography, 1999)

of any significant backlog speaks favorably on the efficacy of these efforts to improve appellate practice.

As the year ends, the Court is considering preliminary recommendations from the Court Unification Task Force designed to enhance the efficiency and the effectiveness of the judicial system for the people of Maine. In part, the Task Force proposes to shift much of the appellate workload of the Superior Court directly to the Law Court. With or without these changes, appellate review will remain a valuable and scarce resource. In a related development, the Court has initiated planning for a pilot project involving the use of alternative dispute resolution for cases on appeal. The members of the Court remain committed to achieving justice through the law.

Daniel E. Wathen,

Chief Justice, Supreme Judicial Court

Maine Law Court Caseload						
CASE FILINGS	FY'95	FY'96	FY'97	FY'98	FY'99	% Change FY'98- FY'99
CIVIL		July 111			118 100	
General Civil	615	315	290	314	273	-13.1%
Worker's Comp.	165	258	186	197	209	6.1%
Child Protective		38	33	43	79	83.7%
Divorce		30	22	21	22	4.8%
SUB TOTAL CIVIL	780	641	531	575	583	1.4%
CRIMINAL (a)	208	200	193	203	169	-16.7%
TOTAL Filings	988	841	724	778	752	-3.3%

(a) Criminal filings include post-conviction review cases.

Andrew M. Mead Chief Justice, Superior Court

## The Superior Court

The preceding year has presented many exciting changes and challenges for the Superior Court. Recent amendments to the Maine Rules of Civil Procedure are expected to yield significant improvements in the expeditious handling of pre-trial procedures and discovery disputes. A committee chaired by Hon. Thomas E. Delahanty, II, has promulgated new forms and procedures to facilitate these changes in a smooth and efficient manner. Justice Delahanty and former Chief Justice Margaret Kravchuk embarked upon a "traveling road show" to many locales around the State to explain the new procedures to lawyers, clerks, and other interested parties. The new rules and procedures have been well received and should simplify areas of the law which had been problematic in the past.

Our roster has remained stable for past year with one major, late breaking development — former Chief Justice Kravchuk has been nominated to replace Magistrate Judge Eugene Beaulieu of the United States District Court upon his impending retirement. We

will miss her greatly, but wish her well in her new position.

The criminal module of the MEJIS computerized docket management system is fully installed and operational in the Superior Court. Many people deserve credit for this accomplishment - the systems analysts, the programmers, the trainers, and the clerks. The front line users, the Clerks, deserve particular praise for their positive attitude and effort.

The recently released Report of the State of Maine Court Unification Task Force proposes worthwhile modifications to our existing infrastructure. It provides a blueprint for substantive improvements in efficiency and "user friendliness" without discarding our existing institutional strengths. Former Chief Justice Vincent L. McKusick and all of the individuals who invested so much time and effort on the Task Force deserve credit and our grateful appreciation for a job well done.

In the final analysis, it is the people who make an institution work. We are blessed to have a compliment of extraordinary people whose efforts have allowed the Superior Court operate extremely well this past year. I'm looking ahead to another productive and successful year.

Andrew M Mead, Chief Justice, Superior Court



Superior Court Justices: (front row) Nancy Mills, Roland A. Cole, G. Arthur Brennan, Thomas E. Delahanty, II, Margaret J. Kravchuk, Paul T. Pierson, Paul A. Fritzsche, Andrew M. Mead. (back row) Stephen L. Perkins (actived retired), Thomas D. Warren, Thomas E. Humphrey, Donald H. Marden, Robert E. Crowley, Francis C. Marsano, John R. Atwood, S. Kirk Studstrup, Jeffrey L. Hjelm, Carl O. Bradford (active retired). Absent from photo: Ian MacInnes (active retired). (photo by Don Johnson Photography, 1999)

Michael N. Wescott Chief Judge, District Court -photo by Tom Jones

## The District Court

Fiscal year 1999 was yet another year of great change and adaptation for the District Court. The Court welcomed two new judges, Kevin L. Stitham and Keith A. Powers, who replaced Thomas E. Humphrey and Jeffrey L. Hjelm, who were appointed to the Superior Court. Christine Faster was appointed to serve as Deputy Chief Judge, following Judge Humphrey's departure.

The District Court completed the first year of the new Protective Custody Case Management system. Credit goes to the judges and clerks who worked heard to create and administer the Case Management system. The Oversight Committee, chaired by Judge Christine Foster, is reviewing the process to see what improvements can be made.

The Family Division of the District Court completed a successful year, thanks to the Case Management Officers, Judges and Clerks who run that division. Changes were made to the system to make it more user friendly. The Oversight Committee will continue to monitor the Family Division and to make recommendations on improving the system. The Clerks are recognized for their

hard work and dedication; case management demands substantially more work from the clerks' offices.

This year also saw the deployment of the MEJIS system for the criminal docket in District Court. The system has required the clerks to re-hone their skills and to learn a new process for docketing criminal cases. The clerks were also helpful with suggestions on how to simplify the process.

During this year, plans for opening the Juvenile Drug Treatment Court were made. Judges Gunther, Perry, Field, Powers and Lepy each chaired local committees which were instrumental in drawing up the final procedures to be followed in the Court. Thanks to those judges and to the clerks who worked with them on those committees to make this possible.

A final word of thanks goes to Wendy Ran, Kathy Jones and Hannah Osborne who helped make sense out of the multitude of cases dealing with families and children. Thanks also to the Regional Court Administrators, Rob Miller, Deb Hjort, Jeff Henthorn and Norm Ness, who provided much needed help to the District Court in various ways, including working with construction projects, court scheduling and personnel issues.

The District Court continues to change at a rapid rate, such that there is a dramatic transformation with the way the court interacts with the community. Again, the women and men of the District Court who have created, implemented and coped with the rapid and drastic shifts are commended for their exemplary performance and outstanding achievement.

Mal A har Michael N. Wescott, Chief Judge, District Court



District Court Judges: (first row) John V. Romei, Andre G. Janelle, Ronald A. Daigle, Thomas E. Humphery, Michael N. Westcott, Joseph H. Field, Courtland D. Perry, II, Bernard C. Staples, Peter J. Goranites. (back row) Vendean V. Vafiades, Jon D. Levy, William R. Anderson, Ronald D. Russell, John B. Beliveau, David B. Griffiths, Ellen A. Gorman, E. Paul Eggert, Jessie B. Gunther, Robert E. Mullen, Rae Ann French, Paul A. Cote, Jr., Christine Foster, Jeffrey L. Hjelm, Douglas A. Clapp, Roland Beaudoin. Absent from photo: Jane S. Bradley, James E. MacMichael, Keith A. Powers, John C. Sheldon, Kevin L. Stitham, Joyce A. Wheeler. (photo by Tom Jones, 1997)

## **Indigent Legal Services**

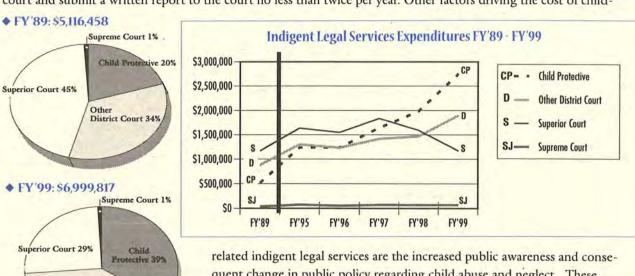


#### Increased Spending Driven by Court Appointed Counsel in Child Protective Cases

The State of Maine meets its Constitutional and statutory requirements for legal representation through allocation of funds to the Judicial Branch. Defendants in criminal cases in which there is a possibility of incarceration, as well as parents and children in child protective proceedings, are entitled to representation. The Courts determine the defendant's income eligibility and appoint private attorneys who are paid for their services through the Administrative Office of the Courts.

In FY'99, expenditures for indigent legal services were \$6,999,817; 16.1% of the Judicial Branch budget. Total dollars spent for court appointed counsel have increased substantially, by more than 150% since the beginning of the 1990s. Over the past decade, expenditures for representation of parents and children in child protective cases have shown the most dramatic change, rising by more than 450%.

There are a number of causes for this trend. In July of 1998, the law that mandates case review every six months went into effect. This change requires that those representing children or their parents must appear in court and submit a written report to the court no less than twice per year. Other factors driving the cost of child-



quent change in public policy regarding child abuse and neglect. These influences have led to more child protective workers in the Department of Human Services, and, as a result, there have been significantly more child protective cases filed in the courts. A growing number of these cases are

reaching the "termination of parental rights" stage, requiring more intensive legal representation. At the same time, escalating case complexity and active case management have elevated the standards for representation in these cases.

#### Civil Legal Services Fund Improves Legal Services for Poor

The Civil Legal Services Fund, created by the 118th Maine Legislature, began receiving funds in September of 1997. Supported by a broad coalition of judges, lawyers and citizens, the Fund was established to support agencies that provide legal services for low-income citizens of Maine. The Fund is the repository of a \$5.00 surcharge on all civil fines and penalties, and a surcharge on civil filing fees. FY'99 was the first full year of revenue received, yielding \$829,653.

The five agencies that receive funds are Maine Equal Justice Partners, Volunteer Lawyers Project, Pine Tree Legal Assistance, Legal Services for the Elderly, and the Cumberland Legal Aid Clinic. The accessibility of legal representation to needy Maine citizens has been significantly improved as a result of the Civil Legal Services Fund, meeting the primary goal of its proponents.



Lincoln District Courthouse

Other District Court 45%

## **Fiscal Report**

The Judicial Branch operates primarily from state general funds appropriated by the Maine Legislature. It also receives some grants from public and private sources. The cooperation of the Governor and Maine's Legislature, the Judicial Branch secured a budget which permits the continuation of needed court services and a measured program of improvement.

				Expen	diture Su	mmary					
CATEGORY	FY'95	% of Total in FY'95		% of Total in FY'96	FY'97	% of Total in FY'97	FY'98	of Total in FY'98		% of Total in FY'99	%Chg '98-'99
District Court	\$11,377,714	34.4%	\$11,261,557	33.1%	\$11,539,606	31.9%	\$12,153,496	31.9%	\$13,599,79	32.4%	11.9%
Superior Court	7,737,291	23.4	7,814,666	23.0	7,986,137	22.1	8,092,551	21.3	8,667,176	5 20.0%	7.1%
Indigent Legal Services	5,116,458	15.5	4,866,949	14.3	5,859,888	16.2	5,976,841	15.7	6,999,817	7 16.1%	17.1%
Supreme Judicial Court	2,391,765	7.2	2,497,030	7.3	2,485,249	6.9	2,593,701	6.8	2,743,36	5 6.3%	5.8%
Administrative Office of the Cour	ts 1,499,532	4.5	1,490,860	4.4	1,414,863	3.9	1,500,716	3.9	1,567,87	4 3.6%	4.5%
Leases: Maine Court Facilities	1,224,016	3.7	1,805,152	5.3	1,892,543	5.2	2,289,365	6.0	2,314,853	2 5.3%	1.1%
Mediation	253,059	0.8	210,231	0.6	252,676	0.7	303,849	0.8	365,140	0.8%	20.2%
Administrative Court	323,638	1.0	298,891	0.9	288,924	0.8	289,859	0.8	346,57	0.8%	19.6%
Court Automation	727,994	2.2	884,146	2.6	1,565,661	4.3	847,659	2.2	1,325,652	2 3.1%	56.4%
State Court Library	190,094	0.6	192,376	0.6	199,116	0.5	202,466	0.5	198,566	0.5%	-1.9%
Grants/Other Allocations	723,120	2.2	1,336,931	3.9	1,163,315	3.2	2,242,746	5.9	3,467,432	2 8.0%	54.6%
Court Security Administration	1,267,022	3.8	1,155,613	3.4	1,364,527	3.8	1,324,338	3.5	1,511,129	3.5%	14.1%
Court Appointed Special Advoca	te 105,064	0.3	77,889	0.2	112,689	0.3	131,146	0.3	169,689	0.4%	29.4%
Judicial Responsibility & Disability	39,528	0,1	36,439	0.1	35,339	0.1	44,609	0.1	38,572	0.1%	-13.5%
Other Department Activities	96,864	0.3	114,265	0.3	56,689	0.2	63,454	0.2	56,700	0.1%	-10.6%
TOTAL S	33,073,160	100.0	\$34,042,995	100.0	\$36,217,222	100.0	\$38,056,796	100.0	\$43,372,335	100.0	14.0%

Other monies expended during FY'99 included dedicated funds for the Augusta Mental Health Institute Master agreement,
Court Automation, Worker's Compensation Staff Attorney, Tobacco Violation revenue, Child Support Title IV-D program Child Welfare Program,
County Jail Operation Fund, and grants from the State Justice Institute for the Judicial Conference, Video Arraignment Project, and Mediation Study.

#### FY'99 Judicial Branch Revenue Collections & Distributions

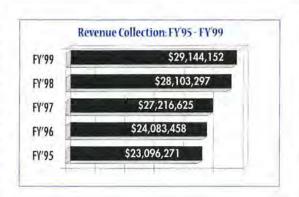
Sources	Fines (a)	Fees (b)	TOTAL
Supreme Court	\$0	\$28,186	\$28,186
Superior Court	\$1,718,844	\$1,300,964	\$3,019,808
District Court	\$10,179,421	\$3,629,126	\$13,808,546
Violations Bureau	\$11,845,345	\$333,686	\$12,179,031
Administrative Court	\$107,553	\$1,028	\$108,581
TOTAL/All Courts	\$23,851,163	\$5,292,989	\$29,144,152

(a) Fine revenue includes all civil and criminal fines, and surcharges

(b) Fee revenue includes civil filing fees, mediation fees, transcript fees, bail defaults, interest income and amounts paid by indigent defendants.

Revenue collections reached an all-time high of \$29,144,152; 3.7% more than FY'98, and 26% higher than FY'95

DISTRIBUTIONS:		% of total
General Fund	\$22,586,863	77.50%
Highway Fund (D.O.T.)	\$1,902,893	6.59%
Traffic Safety Fund (D.O.T.)	\$704,047	2.42%
Inland Fish & Wildlife		
Civil Legal Services Fund		
Victims' Compensation Fund		
Dept, of Public Safety (1% of surcharge)	\$200,379	0.69%
Govt. Services (County/Jail)		1.56%
Law Enforcement Agency Reimbursement Fund	\$201,904	0.69%
Municipalities (Local Ordinances)		0.43%
Tobacco Enforcement (DHS & Crim Just. Acad.)		0.35%
Court Appt. Counsel Reimbursement (a)		1.56%
Mediation Fund	\$322,685	1.11%
Court Technology (1% of Surcharge)	\$200,447	0.69%
Collection Expense (Postage)		0.02%
TOTAL	\$29,144,152	100%
TALK SITE I TO HER		



Superior Court (10%)

(a) Indigent defendants may be found by the court to be "partially" eligible, and ordered to pay a portion of their defense costs.

82% of revenues collected by the Judicial Branch were fines assessed in criminal, traffic and civil violation cases.

• The largest portion of the revenue, 77.5%, was deposited into the General Fund.

## Mission

To administer
justice by providing
an accessible,
efficient and
impartial system of
dispute resolution
that serves the
public interest,
protects individual
rights, and instills
respect for
the law.

## The Maine Judicial Branch

Fiscal Year 1999

### Configuration of the State Court System

- Supreme Judicial Court (Law Court): Appelate Court of Last Resort
- Superior Court: Court of General Jurisdiction, Trial Court
- District Court: non-jury Trial Court
  (civil, criminal, protective proceedings, juvenile, traffic violations, small claims)
- Administrative Court: Court of Limited Jurisdiction (administrative agency appeals)

### Number of Judgeships

■ Supreme Judicial Court	7 justices	1 court location
■ Superior Court	16 justices	17 court locations
District Court	27 judges	31 court locations
■ Administrative Court	2 judges	1 court location

#### **Authorized Positions**

There are 52 judges and 339.5 staff positions in the Judicial Branch

