

MAINE STATE LEGISLATURE

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REPORT TO THE GOVERNOR (1983)

INTRODUCTION

Because it was uncertain whether or not the Congress would provide FY 1982 funds for implementation of the Juvenile Justice and Delinquency Prevention Act until the eleventh hour, Maine undertook only low- or no-cost implementation initiatives. The Juvenile Justice Advisory Group (JJAG), nonetheless, made remarkable progress at plan implementation in the past year, through projects continued with "prior year" funds and through cooperative efforts with other agencies which are involved in juvenile justice services.

The year was one of many changes and great uncertainty. First, it was uncertain whether Federal funds would be appropriated for implementation of the program. Second, when funds were finally appropriated, they arrived six (6) months into the fiscal year. And, third, the program itself was transferred from MCJPAA to the Department of Corrections on July 1, 1982. In spite of the potential for dysfunction, the Juvenile Justice Program has continued to make substantial contributions to the improvement of Maine's juvenile justice system.

Noteworthy activities supporting planned objectives were:

Priority #1: Youth Advocacy

1. The JJAG, through its planning and coordination efforts, continued its youth advocacy role not only through support for the Code Monitoring, Jail Monitoring, and Prevention Technical Assistance projects, which carry advocacy mandates, but also by supporting youth-focused legislation introduced by others (e.g., the Diagnostic Evaluation Bill).
2. The JJAG, through its support to the Committee to Monitor the Implementation of the Juvenile Code and to the JJAG Jail Monitoring Committee, participated in two major surveys to identify problems facing youth from Intake through detention and disposition. Its participation in the work of the Interdepartmental Coordinating Committee's (IDC) Group Home Evaluation Task Force will assist to identify deficiencies in services in Maine group homes and emergency shelters. Final reports from the three efforts will provide Maine the data necessary to develop an informed jail-removal initiative and a strategy to meet youth services' needs which are not addressed at present.
3. The Committee to Monitor the Implementation of the Juvenile Code succeeded in obtaining both sponsorship and enactment of its proposal to prohibit the performance, prior to adjudication, of diagnostic evaluations at the Maine Youth Center, except when competency to participate in the adjudicatory process is an issue.

4. Maine's prevention projects, notably Bridgebuilders and the Bangor School Climate Enhancement projects, engaged in well-defined student advocacy efforts in their service areas, while the Bonney Youth Network achieved substantial success in general, community-directed youth advocacy in its service area*.

5. The JJAG is currently surveying Maine youth rights publications. It proposes to assist in the dissemination of appropriate publications and to assist traditional youth information resources to develop and disseminate materials on topics which have yet to be described.

Priority #2: Prevention of Juvenile Delinquency

1. Prevention advocacy and prevention projects were a primary focus of JJAG efforts in FY 1982. Funds were granted to the Bridgebuilders*, the Bonney Youth Network*, and Maine's Prevention Technical Assistance Project*. A direct grant of OJJDP discretionary funds permitted continuation of the Bangor School Climate Enhancement Project* at an increased level of activity.

Westinghouse National Issues Center identified Maine's prevention efforts as exemplary in its "Five Case Studies of State Prevention Approaches: Colorado, Connecticut, Maine, New Mexico, Wisconsin".**

2. The JJAG has been a prime mover in the formation of MAPP - Maine Association of Prevention Providers, who assist each other in program development and implementation.

3. Cooperative efforts with the Department of Educational and Cultural Services to develop a school-based delinquency prevention/school climate enhancement project have been scheduled for fiscal years 1983 and 1984 to permit the initiative to make the most productive use of the experience of and the evaluation results from the Bridgebuilders and Bangor School Climate Enhancement efforts.

4. The current juvenile plan of the Department of Corrections identifies the JJAG as its "catalyst" to create an interagency committee (which would include representation from the Departments of Corrections, Mental Health and Mental Retardation, Educational and Cultural Services, and Human Services), which will be delegated responsibility for developing a Statewide prevention plan. The plan development process is anticipated to begin in earnest in the early months of FY 1983.

*See project summaries, page 10.

**Copy to be provided upon publication.

5. In FY 1982, the JJAG co-sponsored a Statewide prevention conference with the Office of Alcohol and Drug Abuse Prevention (OADAP). The delinquency prevention workshop featured the Bonney Youth Network project. The JJAG, in a similar effort, continues to work with OADAP in its Channel One initiative (prevention projects which involve youth employment opportunities through mobilizing the greater community, including private business).

Priority #3: Detention Facilities and Alternatives to Secure, Jail Detention

1. The Maine Sheriffs' Association, through its Standards Attainment Grant from the Maine Criminal Justice Planning and Assistance Agency, will have established (by September of 1983) a common definition of admission and a uniform inmate information and reporting system in each of Maine's jails. The JJAG Jail Monitoring Committee, in its turn, has initiated a major detention data collection and analysis effort which will provide the information base for Maine's jail removal plan.
2. The Jail Monitoring Committee is developing a definition of detention. The Maine Sheriffs' Association's inmate information and reporting system implements a uniform, operations-based definition of detention. Recommendations for detention criteria will be incorporated into the JJAG's Jail Removal Plan, and implementation will now be monitored through the Sheriffs' information system and the Jail Monitoring Committee.
3. In FY 1982, the Interdepartmental Coordinating Committee (IDC - Commissioners of Corrections, Mental Health and Mental Retardation, Human Services, and Educational and Cultural Services) created the Group Home Evaluation Task Force (composed of representatives of the four departments, IDC staff, the JJAG's Juvenile Justice Specialist, and staff to the Juvenile Code and Jail Monitoring Committees) to evaluate the group homes and emergency shelters funded by the departments. The evaluation report, scheduled for completion in the fall of 1982, will provide the primary data for a comprehensive assessment of existing alternatives to in-jail detention.
4. Once the group homes and emergency shelter systems have been evaluated, the JJAG can begin to examine the foster-care system to determine how it, or refinements to it, can serve the objectives of detention.
5. The JJAG, through project support and training grants, has strongly supported the efforts of the Division of Children's Services of the Department of Mental Health and Mental Retardation to provide in-home, crisis-intervention services for youth who exhibit varying symptoms of violence through the Homebuilders* model. Juvenile Justice funds have been contributed in a continuing joint venture with the Department.

*See project summaries, page 10.

Priority #4: Sentencing and Non-Residential Sentencing Alternatives for Juveniles

1. The IDC's Group Home Evaluation Task Force, with representation from the Juvenile Justice Specialist, will complete its evaluation of group homes and emergency shelters in 1982. Evaluation data will be used for many purposes, including the identification of residential sentencing alternatives.
2. Violent offenses or offenses against persons are few: 155 or 1.5%. Maine problem offenders are chronic offenders and/or youth-in-crisis. For this reason, since 1979, Maine has supported the "Homebuilders" model (previously referenced) which provides services to youth/families in crisis without regard to offense charged.

Priority #5: Training for Juvenile Justice Personnel

1. In FY 1982, the JJAG developed criteria and a review process for juvenile training grants.

2. The JJAG has supported training from its own administrative funds and Maine's JJDPA funds in FY 1982. For example:

- Aggressive Adolescents Workshop - (160 participants) Probation and Parole, Juvenile Intake, and private youth-service providers.
- Homebuilders Training - (40 participants) youth-service providers, State and private.
- Homebuilders Conference - (70 participants) Bi-state conference, Maine and New Hampshire.
- Maine Youth Center, Parent Effectiveness Training - (six parents of Youth Center clients) parent effectiveness training.
- Juvenile Justice Institute at USC - (two police officers, one from Bath and one from Winthrop) six-week intensive training program.
- Family Teaching Model, Boys' Town - permitted Correctional Plans Coordinator to assess implications of model for Maine.
- Networking Workshop - (20 participants) primarily prevention-service providers.
- OADAP Prevention Conference - (440 participants) co-sponsored Statewide conference.

- Vermont Prevention Conference - (three participants) prevention providers.
- State Initiative Prevention Conference (Westinghouse and OJJDP) - (three participants - one of whom presented a workshop, one of whom served on a panel).
- SAG/Monitoring Regional Workshop - (six participants) Jail Removal, statutory compliance with JJDPA, national juvenile issues.
- NYWA Conference - (two participants) direct-service providers.
- New England Workshop on Juvenile Justice Standards - (12 participants).
- Wilderness Survival Skills/Youth Networking - (one participant).

Priority #6: Juvenile Justice Advisory Group

The Maine Juvenile Justice Advisory Group consists of extremely dedicated, hardworking members who are committed to improving Maine's juvenile justice system and the manner in which it responds to juveniles.

There is a great deal of coordination of activities and groups which provide services to juveniles. However, most of this coordination occurs on an informal basis and is largely the result of the small population of the State and the actual people involved in working with juveniles. JJAG members are active in a variety of organizations, and, between that involvement and their jobs, it is possible to be quite well-informed as to what is happening in the state regarding juveniles.

Specific examples of coordination include meeting with the Interdepartmental Coordinating Committee (Commissioners of the Departments of Human Services, Mental Health and Mental Retardation, Corrections, and Educational and Cultural Services) regarding joint planning efforts; participation with an IDC Task Force on assessment and evaluation of group homes/emergency shelters; assisting the Office of Alcohol and Drug Abuse Prevention (OADAP) in selection and administration of Channel One grants; Jail Monitoring Committee (explained under Projects); active involvement with groups/individuals in the development of projects.

The Governor has recently designated the JJAG as the Supervisory Board and has appointed the Commissioners of the four key, youth-serving agencies (the members of the IDC), as well as the Commissioner of Public Safety, to the JJAG. Consequently, coordination should be possible on a more formal basis.

1. The JJAG solicited comments from all components of the juvenile justice system and from incarcerated youth as it developed the Comprehensive Juvenile Justice Plan, 1982-1984. Justice system agencies were again surveyed regarding technical assistance needs in the fall of 1982.

2. The JJAG fulfilled its responsibilities, both under its Executive Order and the Juvenile Justice and Delinquency Prevention Act, to advise both the Governor and the Federal Government of Maine's juvenile justice needs and to monitor for compliance with Federal requirements.

3. The JJAG continued to support training with action and JJAG administrative funds in FY 1982.

4. The JJAG reviewed and made recommendations on all applications for OJJDP funds.

5. In FY 1982, the JJAG participated actively in both the Northeast Coalition of State Juvenile Justice Advisory Group Chairs and the National Steering Committee of State Juvenile Justice Advisory Groups. The Northeast Coalition consists of State Advisory Group Chairs and Juvenile Justice Specialists from Maine, New Hampshire, Vermont, Massachusetts, Connecticut, Rhode Island, New York, New Jersey, and Pennsylvania. The Chair of the Maine JJAG also serves as Chair of the Coalition. The National Steering Committee of State Juvenile Justice Advisory Groups is a national organization representing State Advisory Groups and regional coalitions. The Chair of the JJAG serves as the Chair of the National Steering Committee. Together, these groups provide a mechanism for surfacing State and citizen concerns at the Federal level and for ensuring federal responsiveness to local needs.

6. Maine, again, fully complies with the mandates of the Act and is eligible, therefore, for 1983 Juvenile Justice and Delinquency Prevention funds. (See attached letter from Charles Lauer, Acting Administrator, OJJDP.)

PLAN IMPLEMENTATION
FY 1983

Plan Implementation FY 1983 is the JJAG's strategy for implementation of the Comprehensive Plan activities scheduled for the current fiscal year.

Priority #1: Advocacy

Activity (1)(a): Continue involvement in jail monitoring as an effort related to advocacy for jail removal.

Activity (1)(b): Support, through the JJAG Legislative Committee, appropriate legislative advocacy efforts.

Activity (2): Analyse the reports of the Committee to Monitor the Juvenile Code, the Jail Monitoring Committee, and the Group Home Evaluation Task Force; develop recommendations regarding juvenile services pre- and post-adjudication; and advocate for these recommendations.

Activity (3): Analyse, through the JJAG Legislative Committee, statutes relating to youth employment and education to prepare for the development of a JJAG legislative strategy in FY 1984.

Activity (4): Act on recommendations of the JJAG Legislative Committee.

Activity (5): Monitor diagnostic evaluation practices in FY 1983.

Activity (6): Coordinate, with the Department of Corrections, on female-offender issues and assist the Department to identify problems peculiar to this group and to develop ameliorative strategies.

Activity (7): Coordinate with and assist agencies, such as the MCLU and Teachers Corps, which are publishing juvenile rights materials. The JJAG will attempt to identify issues current resources do not address and develop and disseminate publications which address them in FY 1984.

Activity (8): Request and coordinate technical assistance for advocacy efforts in FY 1983 and 1984.

Priority #2: Prevention

Activity (1): Continue support for current prevention efforts in FY 1983 and 1984.

Activity (2): Participate in prevention training and continue to request and coordinate prevention technical assistance in FY 1983 and 1984.

Activity (3): Support Westinghouse evaluation efforts in FY 1983 and 1984.

Activity (4): Ascertain, from the Department of Education, the number and scope of current law-focused-education efforts; coordinate with the Department and the Maine Sheriffs' Association to develop a presentation on the issue for appropriate audiences; and assess the ability/interest of the Maine Bar Association to undertake a law-focused-education initiative.

Activity (5): Begin efforts to coordinate, for the Department of Corrections, development of a Statewide prevention plan. State youth-serving agencies will be encouraged to participate.

Activity (6): Assess the receptivity of the Department of Education to develop a school-based delinquency prevention/school-climate-improvement initiative. As part of its advocacy effort for the initiative, the JJAG (with assistance from Westinghouse, the Bangor School Climate Enhancement Project, and Bridgebuilders) will develop a presentation on the issue for the Maine Principals' Association and/or the Maine Superintendent of Schools' Association.

Activity (7): Request and coordinate technical assistance from the Westinghouse National Issues Center.

Priority #3: Detention and Dispositional Alternatives

Activity (1): Develop, through the JJAG Jail Monitoring Committee, a definition of detention and monitor the implementation of the Maine Sheriffs' Association inmate-information system to ascertain detention, admission, and other relevant data. The Committee will continue to monitor detention and placement facilities.

Activity (2): Analyse the report of the IDC's Group Home Evaluation Task Force and develop recommendations/strategies for refining Maine's system of group homes and emergency shelters to better address the detention and dispositional needs of youth.

Activity (3): Request and coordinate technical assistance to improve conditions of detention.

Activity (4): Analyse, through the Jail Monitoring Committee, detention criteria and practices and develop a proposal which incorporates objective detention criteria and practices.

Activity (5): Examine, in cooperation with the Departments of Corrections and Human Services, the ability of the present foster-care system to serve detention and dispositional purposes.

Activity (6): Support in-home, family intervention initiatives.

Activity (7): Refine, as appropriate, and monitor the implementation of Maine's Jail Removal Plan.

Priority #4: Sentencing Alternatives

Activity (1): Analyse the report of the IDC's Group Home Evaluation Task Force and develop recommendations/strategies for refining Maine's system of group homes and emergency shelters to better address the disposition needs of youth.

Activity (2): Study the use of dispositional alternatives to the Maine Youth Center.

Activity (3): Analyse, with the Division of Probation and Parole, restitution data, develop strategies for informed use of restitution, and support Division efforts to promote the use of restitution.

Activity (4): Examine model programs which address the needs of serious/violent offenders and support informed strategies to provide services to these offenders.

Activity (5): Develop, through the JJAG Jail Monitoring Committee, a list of community-based residential and non-residential alternatives and disseminate this information to appropriate others, including the judiciary.

Activity (6): Request and coordinate technical assistance and evaluation services calculated to expand/improve residential and non-residential sentencing alternatives for juveniles.

Priority #5: Training

Activity (1): Develop a plan for the most effective use of JJAG training funds and advocate for an interdepartmental approach to training.

Activity (2): Explore co-sponsorship of a second, statewide training conference.

Activity (3): Sponsor participation in appropriate training.

Activity (4): Examine existing standards and, by 1984, develop a plan for standards issues training.

Activity (5): Request and coordinate technical assistance to develop or refine appropriate training programs.

JUVENILE JUSTICE PROJECTS FOR FY 1982

<u>TITLE</u>	<u>LOCATION</u>	<u>DESCRIPTION</u>	<u>AMOUNT</u>
1. Homebuilders	Bath/Brunswick	CONTINUATION - in-home, short-term crisis intervention for troubled youth and their families.	\$15,000
2. Homebuilders	Washington County	CONTINUATION - in-home, short-term crisis intervention for troubled youth and their families.	\$15,000
3. Bonney Youth Network	Lewiston/Auburn	CONTINUATION - community-focused, primary prevention strategy which supports a variety of projects to involve youth in leadership roles in community activities.	\$28,000
4. Bridgebuilders	Washington County	CONTINUATION - primary prevention program in three schools which involves youth as agents for positive change in the educational environment.	\$31,000
5. Community Service Corps	Camden	NEW - matches youth with needy elderly. Youth acquire skills and employment experience through carpentry, weatherization, etc., work for the elderly.	\$21,000
6. Youth & Community Services	Aroostook County	CONTINUATION - outreach counseling services for troubled youth and informally-adjusted or adjudicated youth.	\$16,000
7. Little Brothers Assn., Emergency Shelter	Portland	CONTINUATION - emergency shelter for males	\$15,000
8. Emergency Foster Care (DHRS)	Bangor	CONTINUATION - emergency foster care for males and females.	\$12,000
9. Halcyon House - Court & Community Evaluations	Somerset, Kennebec, and Penobscot Counties	NEW - diagnostic evaluations for adjudicated delinquents in the facility, in homes or in jails. Avoids sending youth to the Maine Youth Center for evaluation.	\$14,000

<u>TITLE</u>	<u>LOCATION</u>	<u>DESCRIPTION</u>	<u>AMOUNT</u>
10. Jail Monitoring Proj.	Augusta, encompasses the entire state	CONTINUATION - monitors jails for compliance with State and Federal laws. Plans for the removal of all juveniles from jails by 1985.	\$36,000