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DEPARTMENT OF CORRECTIONS'

ADULT MASTER PLAN UPDATE

MARCH 13, 1990

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EXECUTIVE SUMMARY

1990 ADULT MASTER PLAN UPDATE
EXECUTIVE SUMMARY

The Department of Corrections' 1990 Adult Master Plan Update reflects the Department's efforts to develop a plan to guide it through 1995. In spite of limited resources, the Department has managed to implement many of the recommendations contained in its 1985 Master Plan. This Master Plan Update considers the viability of those remaining recommendations and, as appropriate, uses them as a basis for the recommendations contained in this Master Plan Update. As the Department's population has grown and as additional needs have been recognized, recommendations to meet these needs have been developed.

This Master Plan Update describes the current status of the Department, its adult correctional facilities, and its services to adult offenders, including those who are clients of the Division of Probation and Parole. This Master Plan Update does not, with a few exceptions, deal with the Department's juvenile facility or services, because they are being dealt with in a separate plan to be developed by January 1, 1991.

This Master Plan Update includes a discussion of issues that affect the Department in its entirety, its institutions, its programs and services, its operations, its construction needs, and the Division of Probation and Parole. It identifies overcrowding as the Department's overriding concern because of the effect an increasing population has on all aspects of the Department. The recommendations deal with all these issues and provide a balanced approach to resolving them.

In considering the issue of overcrowding, the Department recognizes that simply building new facilities will not solve the problems of overcrowding. Therefore, it proposes implementation of four options, as soon as possible, to help limit the number of prisoners coming into its facilities. If these four options - the establishment of three diversion centers and two day centers, an expansion of Intensive Supervision, and all offenders with sentences of one year or less to serve their terms of incarceration in county jails - are implemented by 1995, the Department estimates there would be approximately 300 fewer prisoners entering its facilities. This number would reduce the projected bedspace deficit from 893 beds to 593 beds.

The Department's greatest need for beds lies in the areas of maximum-security and minimum-security/community beds. By 1995, even with the construction of the 100-bed, maximum-security facility at Warren, the Department projects it will need 375 additional maximum-security beds and 229 minimum-security/community beds. The number of maximum-security beds needed is based on the number of prisoners projected to be classified as maximum-security. The Maine State Prison's rated capacity does not include maximum-security housing. (See Appendix A, p 225, for reasons why the Maine State Prison is not a maximum-security facility.) Therefore, the Department proposes to house its medium-security prisoners at the Maine State Prison and the Maine Correctional Center, which will provide the beds necessary to meet the 1995 projected need for medium-security beds, and to build additional maximum-security beds.

The need for minimum-security/community beds will be addressed by the above-mentioned diversion centers, additional pre-release centers, halfway houses, and minimum-security housing units at existing facilities.

The Department's proposed 1990 Bond Issue, described on p. 159, reflects a balanced approach to dealing with some of the bedspace needs. The proposal provides for an additional 330 beds, of which 100 would be maximum-security beds and 220 would be minimum-security/community beds. These beds would be built in various locations around the state. However, even after all authorized construction is completed and even if the proposed Bond Issue is passed, the Department will still have a bedspace deficit of 393 beds in 1995.

This Master Plan Update strongly supports the need for an expansion of existing and the addition of new community programs to provide services to offenders who are on probation, as well as those who are serving the final months of their sentences. The need for additional resources for the Division of Probation and Parole is acute. There has been a 60% increase, from 4,180 probationers in 1986 to 6,927 in 1989, in the number of adult probationers since 1986.

Programs within the institutions have failed to keep pace with the growth in population, as well. Program space, in some instances, has been converted to housing space. The sheer number of prisoners has overwhelmed programmatic resources within the institutions, resulting in waiting lists for available programs and services of all kinds and increased prisoner idleness. Implementation of the recommendations contained in this Master Plan Update will help reduce both waiting lists and prisoner idleness.

This Master Plan Update also identifies new needs that were not apparent in 1985. Chief among these needs is the necessity of dealing with an older population. Due to the longer sentences of more prisoners, there are an increasing number of prisoners over fifty years old. Many of these prisoners do and will continue to require specialized medical services, such as nursing home and geriatric care, as well as hospitalization and recovery care. There are also a number of younger prisoners, who, because of their long sentences, some of which include natural life sentences, will grow old and die in the Department's custody and, in most cases, its facilities. The Department's proposed Bond Issue contains funds for a feasibility study of a new correctional facility, to include housing prisoners in need of nursing home, geriatric, and medical care.

The Department's committed population has grown an average of 6.5% annually over the past ten years. Since 1981, it has grown a total of 51.6%. From January 1989 to March 13, 1990, the population grew by 231 prisoners, or 17%. This rate of growth, coupled with the Division of Probation and Parole's increased growth of 60% since 1986, indicates the Department's critical need for additional resources, to include community and institutional programs, additional staff at all levels, and additional beds. It also confirms the pressing need to reexamine the state's sentencing practices. While community-based diversion programs and facilities will help reduce the total number of prisoners requiring incarceration, they will have no impact on the number of prisoners being sentenced or their length of stay.

Sentencing reform must be seriously considered if Maine is to have any hope of reducing the number of prisoners entering the system and the length of their sentences. Consequently, one of the Department's strongest recommendations is the recommendation for the Legislature to create a Task Force to examine current sentencing practices and their impact on the correctional system. This effort, combined with additional beds, may, at some point, enable the Department to provide appropriate and adequate housing for those prisoners committed to its custody, who require secure housing. Failure to implement these recommendations will result in continued, unprecedented growth and the likelihood of law suits against the Department and the state. The pending law suit by the ACLU/MCLU illustrates the consequences of not having enough beds to house prisoners.

The Department recognizes that implementation of these recommendations is largely contingent on the amount of money available in the General Fund and the willingness of the Legislature to appropriate the necessary amount of money. The Department also recognizes that its proposed Bond Issue, and any

future bond issues, must first be approved by the Legislature and then by the voters of Maine. Since the Department has no control over the appropriations process, the Legislature, or the voters, the recommendations may not be able to be implemented within the time frames or to the extent suggested by the Department. Nonetheless, the Department believes it is of critical importance to implement the recommendations contained in this Master Plan Update, in as timely a manner as possible, to enable the Department to provide necessary services and beds to the ever increasing population for which it is statutorily responsible.

In conclusion, the Department believes that this Master Plan Update presents a balanced approach to meeting, in part, its growing needs for the next five years. Further work needs to be done to identify additional resources to meet the correctional needs of Maine up to and beyond 1995. It is hoped that the proposed Bond Issue will be approved by the voters in November, as a first step towards meeting the needs that have been identified.

The recommendations included in this Master Plan Update are summarized below.

SUMMARY OF RECOMMENDATIONS

ISSUES

Overcrowding

1. Establish a departmental committee to review the good time provisions and to make recommendations to the Commissioner by November 1, 1991.
2. Amend the statute to require offenders with sentences of one year or less to serve their sentences in county jails, beginning in 1994.
3. Support passage of L.D. 2098 and encourage judges to place more offenders on ISP and more prisoners to apply for ISP by August 1, 1990.
4. Review the electronic-monitoring pilot program and make recommendations to the Commissioner by November 15, 1990.
5. If the recommendations regarding the electronic-monitoring program include charging a fee for the equipment, submit legislation to allow judges to order

reimbursement of the cost of the equipment by the prisoner to the 115th Legislature in January 1991.

6. If the electronic monitoring program proves effective, encourage judges to order the use of such equipment for border-line offenders by March 1, 1991.
7. Establish three Diversion Centers by 1995.
8. Increase programs for substance abusers, as soon as resources permit.
9. Support the use of ISP for probation violators and encourage its expanded use by judges by December 15, 1990.
10. Expand community counseling services for Probation and Parole clients, as soon as resources permit.
11. Submit recommendations regarding the establishment and operation of Day Centers to the Commissioner by September 15, 1990.
12. Establish two halfway houses for males, in Kennebec and York Counties, one to be operated by the Department and the other through a contractual arrangement, as soon as resources permit.
13. Establish a halfway house in Bangor, in conjunction with the Federal Bureau of Prisons, if possible, as soon as resources permit.
14. Establish a halfway house for females, as soon as resources permit.
15. The Legislature should create a Task Force to examine all possible release options and make recommendations to the Governor, the Legislature, and the Commissioner by November 15, 1992.
16. Defer the possibility of establishing work camps until 1993.
17. Add additional staff to existing facilities, in order to increase the number of outside restitution crews, as soon as resources permit.
18. Defer the establishment of shock incarceration programs until further results of existing programs are available, sometime in 1993.

19. Develop impact statements for all bills affecting the Department of Corrections, beginning in January 1991.
20. The Legislature should establish a task force to examine current sentencing practices and their impact and should submit its recommendations to the Governor, the Legislature, and the Commissioner by January 1, 1993.
21. Encourage counties to develop and implement pretrial screening programs, using funds available from the Community Corrections Act, by November 15, 1990.

Human Resources

22. The Department should seek funds to hire additional Human Resources personnel, as soon as resources permit.

Cost: \$ 242,821

Employee Incentives

23. Provide more training opportunities for all staff, as soon as resources permit.
24. Establish a Task Force by September 1, 1990, to explore employee incentives and to make recommendations to the Commissioner by August 15, 1991.
25. Obtain financial assistance through the National Institute of Corrections to determine an appropriate career ladder for employees of the Department by January 31, 1991.

Overtime

26. Establish a Task Force to determine ways to reduce unscheduled overtime, with recommendations for the Commissioner by August 15, 1991.
27. Establish a process by which unscheduled overtime can be budgeted by October 1, 1991.

Retirement

28. Equalize retirement benefits throughout the Department by proposing legislation to amend Title 5, paragraph 17851, subsection 11, by January 15, 1993.

Staff Development and Training

29. Hire additional personnel to implement the training plan, as soon as resources permit.

Cost: \$147,630

30. Implement the Division of Probation and Parole's proposed training curriculum, as soon as resources permit.

Cost: \$104,000

31. Develop a training plan for supervisory and management personnel, support staff, and caseworkers, treatment providers, teachers, etc., by July 1, 1991.

Office of Advocacy

32. Centralize all personnel, fiscal, and payroll functions of the Office of Advocacy by July 1, 1991.

33. Expand the Office of Advocacy by hiring three additional advocates and a secretary, as soon as resources permit.

Cost: \$116,956

34. Review the need for an advocate for the Division of Probation and Parole by August 15, 1992.

35. Review the statutes relating to the Office of Advocacy and make recommendations to the Commissioner by October 1, 1990.

Female Prisoners

36. The recommendations contained in the Report of the Task Force on Female Offenders should be carefully considered and implemented, as appropriate, as soon as resources permit.

37. Explore the possibility of reactivating the Flagg Dummer Building or the Cleveland Building at Stevens School as a minimum-security/pre-release facility for female prisoners by December 1, 1990.

Cost: \$50,000

38. If it is not possible to reactivate either of the Stevens School buildings, the Department should build or rent a facility for use as a minimum-security/pre-release facility for female prisoners, as soon as resources permit.
39. The Department should establish a halfway house for female prisoners, as soon as resources permit.

Cost: \$275,000

Correctional Management Information System

40. Implement the recommendations in the MIS Master Plan, as appropriate, as soon as resources permit.
41. Implement the changes proposed by the Bureau of Data Processing, as soon as resources permit.
42. Complete the automation of Probation and Parole records by December 1993.
43. Explore the possibility of developing a centralized financial record-keeping system for all fees collected by the Division of Probation and Parole, and develop recommendations for the Commissioner by December 15, 1990.
44. Complete the development and automation of a database for juveniles by December 1993.
45. Develop the necessary systems and software, as soon as resources permit.

Cost: \$125,000

46. Hire a Computer Operations' Manager for Central Office, as soon as resources permit.

Cost: \$47,522

47. Hire six Computer Operations' Assistant Managers for the five major facilities and the Division of Probation and Parole, as soon as resources permit.

Cost: \$227,845

48. Purchase necessary computer equipment, as soon as resources permit.

Cost: \$285,646

49. Ensure that training is provided to all employees who use computers on an ongoing basis, as soon as resources permit.

Classification

50. The Classification Advisory Committee should review the report of the classification expert and develop recommendations for the Commissioner by July 15, 1990.
51. The Correctional Administrators should review the report and the recommendations of the Classification Advisory Committee and develop their recommendations for the Commissioner by October 15, 1990.
52. Develop a policy on the transfer of classification records by November 30, 1990.
53. Conduct quarterly training sessions for classification personnel, beginning by January 1, 1991.

Handicapped Accessibility

54. Ensure that the structural modifications necessary to make the Southern Maine Pre-Release Center handicapped accessible are completed by January 1, 1991.

Cost: \$3,000

55. Develop departmental procedures governing the transfer of handicapped prisoners to MCC by October 15, 1990.
56. MCC should ensure that its procedures conform to the Department's procedures by January 15, 1991.
57. MCC and MYC staff should be provided with specialized training to enable them to appropriately and effectively supervise handicapped prisoners, beginning by November 1, 1990.

Public Relations/Education

58. Each institution and the Division of Probation and Parole should develop a Speakers' Bureau, a visual

presentation program, and informational and program brochures by September 1, 1990.

59. Central Office should develop a Speakers' Bureau, a visual presentation program, and informational and program brochures by October 1, 1990.
60. Seek funds to establish a public relations/education capability, as soon as resources permit.

Cost: \$62,715

61. Develop public service messages and informational programs by January 15, 1994.

Correctional Advisory Commission

62. Support passage of L.D. 43, as amended.
63. If L.D. 43, as amended, is enacted, ensure its implementation by August 15, 1990.

Central Office

64. In addition to the positions mentioned elsewhere, the Department should hire additional personnel for Central Office, as soon as resources permit.

Cost: \$351,971

65. Acquire additional office space for Central Office, as soon as resources permit.

PROBATION AND PAROLE

66. Hire a Public Service Coordinator, who would also serve as an administrative assistant, for each Probation and Parole District, as soon as resources permit.

Cost: \$186,090

67. Reduce the probation caseload ratio to 1:75 for adults and 1:40 for juveniles by hiring 30 additional officers and creating two new districts, as soon as resources permit.

Cost: \$1,477,272

68. Support L.D. 2098 to expand the use of Intensive Supervision, so more prisoners would be eligible, by establishing three-person ISP Teams in every county, as soon as resources permit.

Cost: \$1,775,599

69. Expand Intensive Supervision to include a pilot project for juveniles in Cumberland, Androscoggin, and Penobscot Counties, as soon as resources permit.

Cost: \$226,500

70. Hire a restitution specialist, who has an accounting background, to handle both adult and juvenile restitution in each District, as soon as resources permit.

Cost: \$165,348

71. All probationers being transferred to another state should contribute to an escrow account to cover the cost of return to Maine in case of a violation, by October 1, 1991.

72. Study the possibility of charging all adult probationers a probation fee and make recommendations to the Commissioner by September 30, 1990.

73. Hire seven additional clerical personnel to provide for at least one clerical person in each suboffice, as soon as resources permit.

Cost: \$171,199

74. Develop a comprehensive management plan for Probation and Parole, to include validation of risk scale items, addition of a formal needs scale, and development of a formal reassessment process, by January 1, 1991.

75. Implement Probation and Parole's training proposal, as soon as resources permit.

Cost: \$104,000

76. Increase funding for Mental Health Counseling Services from \$382,495 to \$482,495, as soon as resources permit.

Cost: \$100,000

77. Increase the amount of money available to Probation and Parole for Emergency Services from \$69,000 a year to \$120,000 a year, as soon as resources permit.

Cost: \$51,000

78. Fund a pilot project in one District to provide a substance-abuse evaluation for all Pre-Sentence Investigations, as soon as resources permit.

Cost: \$160,644

79. Establish a Substance-Abuse Halfway House for probationers, as soon as resources permit.

Cost: \$397,900

80. Expand urinalysis testing in all Districts, as soon as resources permit.

Cost: \$50,000

INSTITUTIONAL PROGRAMS

Mental Health Services

81. Hire additional mental health staff, including social workers, psychologists, and psychiatrists, as soon as resources permit.

Cost: \$651,275

82. Determine the feasibility of establishing a forensic unit by July 1, 1992.

Substance-Abuse Services

83. Determine if there is an existing unit at MCC, which could serve as an intensive residential treatment unit for substance abusers, by October 1, 1990.
84. Identify additional space at MCC for a substance-abuse treatment program, or, if no such space exists, develop recommendations regarding how to obtain such space for the Commissioner's consideration by August 1, 1990.
85. Hire additional substance-abuse counselors and support staff for all facilities, as soon as resources permit.

Cost: \$303,379

Sex-Offender Services

86. Persuade the Department of Mental Health and Mental Retardation to provide additional services to sex offenders through its Community Mental Health Centers by July 1, 1991.
87. Establish new and expand existing community-based services for sex offenders, as soon as resources permit.
88. Increase sex-offender treatment services in all facilities, to include an intensive treatment component at DCF by 1993 and one at MCC by 1995; through contractual community-service treatment funds for the Division of Probation and Parole; and in Central Office, as soon as resources permit.

Cost: \$857,129

89. Explore the possibility of establishing halfway houses for sex offenders, who require a structured setting while transitioning from a correctional facility to the community, by 1995.

Medical Services

90. Expand current medical coverage, support, and space, to include infirmaries, to provide needed services and coverage in all facilities, as soon as resources permit.

Cost: \$391,220

91. Assess the medical needs of the Department, to include hospital, nursing home, and geriatric care, as soon as resources permit.

Cost: \$75,000

Educational Programs

92. Develop recommendations regarding evaluation and integration of correctional education programming within each facility, coordination among all facilities, and the advisability of implementing either of the options of having DECS approve the school departments at MSP and MCC or registering MSP and MCC as School Administrative Districts, to be presented to the Commissioner by June 15, 1991.
93. Consider the possibility of awarding additional good time for successful completion or involvement in an educational program by November 1, 1991.
94. Consider including the TIE concept in the development of Industries Programs by August 15, 1992.
95. Review the course offerings in all facilities, in order to assess their availability and appropriateness to the prisoners in each facility, and develop recommendations for the Commissioner by September 15, 1992.
96. Increase the educational and vocational staff at all facilities, as soon as resources permit.

Cost: \$382,667

97. Renovate/create additional educational and vocational space and purchase additional equipment, as soon as resources permit.

Cost: \$203,361

98. Hire a Director of Adult Correctional School Facilities, as soon as resources permit.

Cost: \$41,200

99. Consider the possibility of using prisoner teachers and develop recommendations for the Commissioner's consideration by April 15, 1991.

Industries

100. Hire a Director of Corrections Industries, as soon as resources permit.

Cost: \$40,509

101. Hire two Industrial Shop Supervisors and an Industries Salesperson for MSP, as soon as resources permit.

Cost: \$79,052

102. Request funds for industries buildings, renovations, and equipment, as soon as resources permit.

Cost: \$840,000

103. Establish an Industries Advisory Committee at each facility by August 1, 1990.

104. Develop proposals for a pay plan by December 1, 1990.

Recreation

105. Provide funds to restore/build athletic areas and purchase necessary equipment, as soon as resources permit.

Cost: \$13,500

106. Provide funds to hire additional recreational personnel, as soon as resources permit.

Cost: \$123,453

Other Programs

107. Seek funds to continue the Helping Incarcerated Parents (H.I.P.) Program when the federal grant terminates in October 1991.

Cost: \$19,500

108. Determine what aspects, if any, of the H.I.P. program might be suitable for other facilities by August 15, 1991.

109. Seek the necessary funding to expand H.I.P. to other facilities, if appropriate, as soon as resources permit.

110. Seek funding to continue the Drivers' Rehabilitation Program at MCC, as soon as resources permit.

Cost: \$3,000

111. Assess the possibility of expanding MCC's Drivers' Rehabilitation Program to other facilities and develop appropriate recommendations by August 1, 1992.

112. Offer the Defensive Driving course to all MCC staff members by July 1, 1991.

113. Seek funds to continue MCC's Visiting Artists' Program, as soon as resources permit.

Cost: \$6,200

FACILITIES

114. Continue to work with interested parties to improve conditions of confinement at the Maine State Prison, during 1990 and beyond, if necessary.

115. Make a concerted effort to persuade the Legislature and the voters to support the proposed Bond Issue in November 1990.

Cost: \$20,250,000

Institutional Security/Support

116. Hire additional security and support personnel for all adult facilities, as soon as resources permit.

Cost: \$3,252,899

INTRODUCTION

INTRODUCTION

In 1985, the Department of Corrections contracted with the Ehrenkrantz Group and Allied Engineering to develop, among other things, a Master Plan for the Adult Correctional System. This plan, which provided an analysis of Maine's correctional system and recommendations to address future needs, was published in December, 1985. An update of the Master Plan's Capital Options was published in October 1988.

The 1985 Master Plan is a ten-year plan, with recommendations for the first five years (to 1990) in more detail than the last five years (to 1995), with the exception of recommendations dealing with construction. This 1990 Master Plan Update presents more detailed recommendations to be implemented through 1995.

Since 1985, several events have occurred, which make an update of the 1985 Master Plan imperative. Some of these events include a larger number of offenders being committed to the Department than projected in 1985; the passage of statutes mandating minimum sentences for some offenses, particularly drug offenses, and increasing the maximum sentence for Class A offenses from 20 years to 40 years; longer sentences for more offenders; the defeat of the 1989 Bond Issue, which would have added 200 beds, with program space for 400 prisoners, to the 100-bed, maximum-security prison authorized for Warren; the passage of the 1989 Bond Issue to build two juvenile facilities and a new building at the Bolduc Unit and to repair and renovate buildings at other correctional facilities; a threatened lawsuit against the Department because of overcrowding at the Maine State Prison; and a \$210 million projected shortfall in the state budget.

The defeat of the bond issue and the projected shortfall in the state budget have, in combination, made an already-difficult situation even more so. Steps must be taken to address these issues. The Master Plan Update, which follows, comprises a report on the status of the 1985 Master Plan; an identification of issues to be addressed; a report on the status of existing facilities and programs, both institutional and community-based; a report on Probation and Parole; and recommendations to address all these issues.

The recommendations contained in this 1990 Master Plan Update represent not only what the Department believes must be implemented to meet its statutory requirements to protect the public and to provide care, custody, and security, along with rehabilitative programs and supervisory obligations, to those offenders committed to it, but also what the Department believes necessary to provide sufficient, effective programs and treatment

to offenders. The recommendations deal with issues which affect the criminal justice system, as well as the correctional system, with Central Office, as well as the facilities, and with the community.

Implementation of these recommendations will depend on the executive, judicial, and legislative branches of government, as well as, ultimately, the citizens of Maine, and their willingness to support the proposed recommendations and the provision of resources necessary to implement them. It should be recognized, at the start, that many factors, some of which will be beyond the control of the Department, impinge directly on the implementation of these recommendations. Some major factors include the state of the economy; the public's perception of crime and whether its "get tough" approach will continue to prevail; continued support for corrections by the Governor and Legislature; the crime rate and the number of offenders committed to the Department; changes in statutes; increased drug offenses and the effectiveness of the Bureau of Intergovernmental Drug Enforcement (B.I.D.E.), which estimates it will double the number, from 300 to 600, of drug offenders arrested; the public's willingness to pass bond issues for prison construction; continued expansion of community alternatives and programs; and having the resources necessary to implement the recommendations. If resources are not available, implementation dates will have to be changed. It is not clear, at this time, what the impact of the current budget shortfall will have on current programs/plans. Consequently, the information and recommendations contained in this report are based on the current status of the Department, its facilities, and programs.

This Master Plan Update has been developed in cooperation with the Joint Select Committee on Corrections, with suggestions from other legislators, the executive and judicial branches of government, and interested citizen groups. The Department of Corrections is indebted to all those involved and appreciates their many suggestions. The Department hopes that this Master Plan Update will garner the support necessary to ensure its implementation, so that the Department of Corrections may better meet its obligations in regard to the offenders sentenced to its care and custody.

S U M M A R Y O F S T A T U S
O F T H E 1 9 8 5 M A S T E R P L A N

SUMMARY OF STATUS OF THE 1985 MASTER PLAN

Many of the recommendations contained in the 1985 Master Plan have been implemented, either completely or partially. Implementation of some of the other recommendations has been beyond the control of the Department, in particular, those recommendations requiring additional resources and a successful bond issue. It should be noted that the Governor and the Legislature have been, and still are, cognizant of the needs of the Department and have been very supportive in meeting as many of these needs as possible.

Following is the status of the major recommendations in the 1985 Master Plan:

1. Construction of a new, 500-bed, maximum-security facility.
 - . Status: 100 maximum-security beds were authorized to be constructed in the 1986 bond issue. These first 100-beds were to serve as the cornerstone of a proposed 500-bed facility. The facility design is complete, and trees are being cut in preparation for construction, which is planned to begin this summer (1990). The facility is expected to be completed by 1992. The addition of 200 beds, with program space for 400 prisoners, was proposed in the 1989 Bond Issue, which was defeated in November 1989. The final 200 beds were to be proposed in a future bond issue. Future plans to obtain these necessary beds are discussed in the Master Plan Update, which follows this status report.
2. Interim beds to help meet the 1987 projected shortfall of 233 beds should be acquired through 100 minimum-security, portable-type housing beds at the Maine Correctional Center.
 - . Status: Two, 50-bed, minimum-security units are currently under construction at MCC. The first unit is expected to open in March 1990, and the second unit is due to open in April 1990.

3. Renovate additional barracks at Charleston for at least 30 additional prisoners.
 - . Status: A 50-bed, minimum-security unit is under construction at Charleston and is planned to open in March 1990.
4. Renovate kitchen at Bangor Pre-Release Center.
 - . Status: The kitchen at BPRC has been renovated, to include a new floor, new windows, new plumbing, and a complete upgrade of electrical power and lighting. New equipment, to include a hot water booster, an institutional stove, dishwasher, and refrigerator/freezer, has been purchased.
5. Renovate MSP to address life safety issues and to provide appropriate space for prison industries.
 - . Status: A new computerized smoke detector system, which immediately alerts the Control Unit, has been installed in all housing areas. The recently-passed \$14.5-million dollar bond package includes funds for additional industrial program space.

In addition to the above recommendations, the plan also recommended the reorganization of the Department's Central Office, along with some additional staff for the seriously understaffed Central Office. The Central Office has been reorganized, and some of the staff recommended have been hired: another Associate Commissioner, a Director of Correctional Inspections, a Plans Coordinator, a Planning Research Associate, a Director of Classification, an Assistant Director of Classification, and additional support staff. Other staff positions were recently approved by the Legislature. They include three secretaries, a Clerk Typist II, an Account Clerk II, a Staff Development Coordinator, two Correctional Plans Analysts, and a Jail Inspector. Additional money for training, as recommended, was also appropriated by the Legislature.

Many of the recommendations regarding increased security, programs, and services at the institutions have also been implemented. Additional nursing, dental, medical, and psychiatric coverage has been provided. Psychological and substance-abuse services have been increased, as have services to sex offenders. Additional correctional caseworkers have been or will be hired at the Maine State Prison, the Maine Correctional

Center, and the Maine Youth Center. Correctional Trades Instructors, Teachers, and recreational staff have been added, along with Correctional Officers, Guards, Cooks, Clerk Typists, etc. Funds for additional contractual services have been provided.

The 1985 Master Plan identified the need for additional Probation and Parole Officers, an Intensive Supervision Program, and additional funds to purchase services in the community. Since the recommendations were made, 29 Probation and Parole Officers have been hired, and three more have been authorized in 1990. There are now 102 Probation and Parole Officers, a number which will increase to 105, when the three additional workers are hired. An Intensive Supervision Program began in early 1987, with six, two-person ISP Teams. The amount of money available to purchase community services for Probation and Parole has increased from \$378,495 to \$671,729.

Additional funds were recommended for community contracts, including funds for an Outward Bound Program for juveniles. In addition to the money available for community services for Probation and Parole, \$2,432,319 is available for other community contracts, including the Outward Bound Program.

The establishment of an Industries Program was recommended, and some progress has been made in implementing this recommendation, by designating a Central Office position to coordinate the Department's Industries Program and by establishing an Advisory Committee on Industries. Maine is one of 20 states designated by the federal government to participate in its Private Sector/Prison Industry Enhancement Certification Program. This program allows private industries to employ incarcerated prisoners in the same manner in which they employ community people, as long as they do not compete with employment in the area of a facility, and to ship products across state lines. There have been some positions added to increase work opportunities for prisoners and to coordinate industrial programs within the facilities.

In addition, a program and industrial building was built at MCC. However, due to overcrowding, this building has been used as a housing unit since it opened in April 1987. Once the two new units at MCC are opened, the plan is for this building to revert to its intended purpose.

A Master Plan for Juveniles was developed and published in March 1989, by the Juvenile Corrections Planning Commission. The \$14.5-million bond issue, which contained funding for two juvenile facilities, was passed and will enable some of the key recommendations of the Master Plan for Juveniles to be

implemented. An asbestos study of DOC facilities has been completed, and asbestos has been/is being removed from the facilities.

The Plan recommended the creation of three Pilot Programs to test three options for managing the growth of the offender population. Based on a review of admissions to DOC, it was found that about 48% of all admissions to the state system were for sentences of one year or less. Two of the proposed options involved shifting this short-term offender population at the state level (all Class D and E offenders sentenced to less than one year and all Class A, B, and C offenders sentenced to nine months or less) to county jail facilities. In addition, counties would be reimbursed by the state at a per-diem rate, which could be used by the counties to develop community-based programs.

As of June 30, 1989, these two options have been fully implemented, resulting in a shift in average daily population of 120 offenders to the county jail system, with the counties receiving reimbursement from the state of about \$3.7 million to date. However, very little of this funding has been used to develop community programs. Legislation to allow counties to use the reimbursement funds for all costs associated with the support of prisoners, with a portion required to be used to develop community and juvenile diversionary programs through a grant process to the counties, was submitted during the first session of the 114th Legislature. This legislation was held over and is now being considered by the Joint Select Committee on Corrections. In addition, legislation to increase the sentence length of class A, B, and C crimes to be served in the county system from nine months to twelve months was also introduced during the first regular session of 114th Legislature. However, because of the potential impact on the counties of this bill, which would increase the jail population well beyond the capacity of the jails, sentences for this offender population were not increased to one year.

The third option that was proposed would integrate county jails into a system operated and funded by the state. A bill to shift the responsibility for county jails to the Department of Corrections was introduced during the first regular session of the 114th Legislature. After much debate, this bill was held over for consideration during the emergency session and then the second session. However, given the decrease in state revenues and the projected cost (about \$30 million) to shift the responsibility of county jails to the state, it is unlikely that this bill will pass at this time.

The defeated bond issue would have addressed some of the capital recommendations of both the 1985 Master Plan and the 1988 Capital Construction Update. That \$35,000,000 Bond Issue would have added 200 maximum-security beds, along with program space for 400 prisoners, to the 100 beds already authorized at Warren, leaving 200 beds to be added at a later date. In addition to the \$9,520,000 for the two juvenile facilities and repairs to buildings at the Maine Youth Center, the \$14,500,000 Bond Issue, which did pass, includes some funds for construction/renovations at the adult facilities, as follow:

MCC - security renovation of infirmary	\$ 200,000
MSP - renovation to food service additional industries space additional recreational space renovation of public program and infirmary areas addition of 50 minimum-security beds at Bolduc Unit	\$4,510,000
DCF - classroom space heating units for vocational building	\$ 100,000
CCF - additional space for industrial programs and training	\$ 100,000
CMPRC and BPRC - repairs and renovations	\$ 70,000

ISSUES

OVERCROWDING

The major issue facing the Department of Corrections is severe overcrowding in its adult facilities. The Department's rated housing capacity is 1056, but, as of March 13, 1990, there are 1585 prisoners in the Department's custody. While 114 of these prisoners are housed in county jails, halfway houses, nursing homes, the federal system, and out of state, 1471 are crowded into the Department's eight adult facilities.

Overcrowding is largely due to three main factors: the abolition of parole in 1976, resulting in longer sentences; increased use of mandatory minimum sentences; and an annual average growth of 6.5% over the past nine years, resulting in a total growth of 51.6% in nine years. (See Chart I, p. 160) When the criminal code was revised in 1976, determinate sentences were established, and parole was abolished. Since then, the only reductions in the length of time incarcerated occur because of statutorily-allowable good time and split sentences. A ten-year sentence means that a prisoner must serve ten years, minus only good time, which, if he/she does not lose any good time, means serving about seven years, regardless of completion of programs, readiness to be released, etc. A natural life sentence, currently being served by 16 prisoners, means that those prisoners will be incarcerated until they die.

More offenders are now receiving longer sentences than previously. Sex offenders and drug offenders, in particular, are being sentenced for longer periods of time. Thirteen years ago, there were approximately 60 prisoners at the Maine State Prison serving sentences of ten years or more. As of March 1990, there were 274 prisoners at MSP sentenced to from ten years to natural life. These numbers represent an increase of over 460% during this period of time. In addition, the Legislature recently doubled the upper range of maximum sentences for Class A crimes from 20 years to 40 years.

The Legislature has also recently passed mandatory sentences for drug trafficking and other drug-related offenses. Since concerted efforts to interdict drug trafficking are underway at all levels of government - local, regional, state, and federal - and since these efforts are becoming more successful, as seen in B.I.D.E.'s estimate of a doubling of arrests from 300 to 600 this year, it is apparent that the number of offenders committed to state, county, and federal corrections' departments for drug offenses will continue to increase.

While the rate of violent crime in Maine in 1989 decreased by 10% compared to the 1988 rate, due to a decrease in the number of assaults, the number of murders and rapes increased. Property crime increased by 2% from 1988 to 1989.

In spite of these factors, Maine has one of the lowest rates of imprisonment in state correctional facilities in the country. Maine imprisons 100 people per 100,000 population, which is the sixth lowest rate in the nation. (U.S. Department of Justice, Bureau of Justice Statistics, 1989.) Maine county jails have the second lowest rate of incarceration in the nation. (U.S. Dept. of Justice, Bureau of Justice Statistics, 1989.)

The Department has no control over the number of offenders sentenced to it, and little, if any, control over the length of the sentences imposed. Consequently, its responses to overcrowding are limited. In addition to the construction of more facilities, which is addressed in the Facilities' section of this Plan, beginning on page 155, there are some other options which the Department is considering. These options are listed below.

Option 1: Permit some prisoners, under criteria established by the Commissioner, to earn one day off his/her sentence for every 16 hours worked in an approved public-service program.

Certain county jail inmates are currently allowed to receive one day off their sentences for every 16 hours worked on public works projects, to include projects for charitable organizations. The Department has considered whether certain state prisoners might also be eligible for receiving one day off their sentences for every 16 hours worked on similar projects, providing certain criteria, to be established by the Commissioner, were met.

The Department has concluded that this option is not a viable one for its prisoners at this time, since it is currently possible for some prisoners to receive 15 days of good time a month - ten days good time a month, plus up to five days of earned good time a month. If prisoners were also to receive one day off their sentences for every 16 hours worked on public work projects, they could possibly receive an additional ten days a month off their sentences. Such a reduction would result in prisoners receiving a total of 25 days a month off their sentences.

The Department believes that a reduction of this magnitude would make a mockery of the sentences imposed by judges and would ill serve the citizens of Maine. The Joint Select Committee on Corrections concurred with the Department's position and unanimously voted that this proposal not be considered as an option.

The Department does believe that it should review the current good time provisions, in order to ensure that they are being uniformly applied within the system.

RECOMMENDATION:

1. The Department should establish a departmental committee to review the good time provisions to ensure such provisions are being applied uniformly and to make any necessary recommendations to the Commissioner by November 1, 1991.

Option 2: Require all offenders sentenced to one year or less to serve their time in county jails.

Under the Community Corrections Act, offenders sentenced to nine months or less serve their time in county jails. This option would permit offenders sentenced to one year or less to serve their time in county jails. Currently, the Department has 100 prisoners serving sentences of more than nine months up to one year. If these 100 prisoners were to serve their time in county jails, it would free up 100 beds, thus reducing the Department's population and the need to develop/build additional beds. The state already pays the counties money for offenders housed under the Community Corrections Act. During FY 89, the state paid the counties \$2.9 million. With the new county jails recently built, currently under construction, or authorized to be built, and with the establishment of additional community alternatives, according to the intent of the Community Corrections Act, the jails should be able to accommodate the increased population by 1995.

RECOMMENDATION:

2. The Department will recommend amending the statute to require offenders with sentences of one year or less to serve their sentences in county jails, beginning in 1994.

Option 3: Expand ISP.

There are currently 73 prisoners on ISP. There are six, two-person ISP Teams, which have a total caseload capacity of 150. Currently, those offenders with mandatory sentences are not

eligible for this program. There is a bill (L.D. 2098) before the Legislature to expand the use of ISP so that more offenders will be eligible.

RECOMMENDATION:

3. The Department will actively support passage of L.D. 2098 and, if it passes, encourage judges to place more offenders on ISP and encourage more prisoners to apply for ISP by August 1, 1990.

Option 4: Review the electronic-monitoring pilot program.

An electronic-monitoring pilot program was started in District I (Cumberland County) in December 1989. Currently, there are eight probationers being electronically monitored. Preliminary results indicate that electronic monitoring may be an effective way to enhance probation supervision. The equipment costs about \$2000 to lease for each prisoner.

RECOMMENDATIONS:

4. The Division of Probation and Parole should review the electronic-monitoring pilot program and determine if it should be expanded. Among the issues it should review are the use of the program for various prisoners and probationers, i.e., prisoners on supervised release programs, etc.; the possible location of the monitoring equipment, to include the control rooms of correctional facilities; and the possibility of charging offenders for the use of the equipment. Recommendations should be made by the Director of the Division of Probation and Parole to the Commissioner by November 15, 1990.
5. If the recommendations regarding the electronic-monitoring program include charging a fee for the equipment, the Department will seek legislation to allow judges to order reimbursement of the cost of the equipment by the prisoner. All money generated by this program should be placed in a separate Department of Corrections' account and used to support/expand the program. Such legislation should be submitted to the 115th Legislature in January 1991.
6. If the electronic-monitoring program proves effective, the Department should encourage judges to order the use of electronic-monitoring equipment for border-line offenders, who might then remain in the community, rather than being incarcerated, by March 1, 1991.

Option 5: Develop more intermediate community alternatives to incarceration.

If there were more intermediate community alternatives available, there might be fewer offenders sentenced to terms of incarceration. Such alternatives would also provide some intermediate sanctions for Probation and Parole violators, before the ultimate sanction of incarceration might be imposed. These alternatives include the following:

- Diversion Centers - These centers would each house 50 offenders, who are on probation or who have violated the conditions of their probation, with a condition of probation being participation in this program. Offenders would remain in these programs for 90 to 120 days. It might also be possible to use these centers for prisoners with only three or four months remaining on their sentences. In the former instance, offenders would remain in the community, hold jobs, and pay restitution and some support costs to their families and to the Department for their room and board. In the latter instance, prisoners would be provided with support as they make the transition from incarceration to the community. They, too, would hold jobs and make payments towards the costs of room and board.

These centers could be operated under existing statutes. However, there is a bill (L.D. 2273) before the Legislature to provide for a restitution center, which is similar to the diversion centers described here.

Three such centers should be established, one each in Cumberland, Androscoggin, and Penobscot Counties. Each facility would cost an estimated \$1.4 million to construct.

- Facilities for Substance Abusers - These facilities would house substance abusers, who, as a condition of probation, would be required to reside in these facilities and participate in the treatment programs.
- ISP for Probation Violators - This option would enable some probation violators to be placed on ISP, rather than being incarcerated. There is currently a bill before the Legislature (L.D. 2098) to expand ISP to include this option.

- Additional Counseling Programs - Community counseling programs for sex offenders, substance abusers, and offenders with mental health needs should be expanded and made available in all areas of the state. With these programs available to more offenders, the rate of reoffending might be decreased.
- Increased Restitution Programs - More restitution programs, both financial and community-service types, could help keep many offenders in the community and out of jail and/or prison.
- Day Programs - Day programs, which might include restitution, public service, and public works' programs, could provide a structured setting for offenders who require assistance and support in meeting such sentencing requirements. Participation in such programs could also be used as a condition of probation, including for those offenders who have violated less-restrictive conditions of probation.

If these programs were fully developed, more offenders might be able to remain in the community, thus reducing future overcrowding in county and state correctional facilities. In addition, if some of these programs, such as the substance abuse facilities and expanded counseling services were also available to prisoners coming out of institutions, many of them might not reoffend, which again would help reduce future overcrowding.

RECOMMENDATIONS:

7. The Department will support the establishment of three Diversion Centers and will propose funds to build at least three such Centers by 1995.
8. The Department will support the future expansion of programs for substance abusers, as resources permit.
9. The Department strongly supports the use of ISP for probation violators and, if the pending bill is passed, will encourage its expanded use by judges by December 15, 1990.
10. The Department will propose the expansion of community counseling services for Probation and Parole clients, as soon as resources permit.

11. The Division of Probation and Parole will submit recommendations regarding the establishment and operation of Day Centers to the Commissioner by September 15, 1990.

Option 6: Increase the number of halfway houses.

Currently, the Department has a contract with only one halfway house, the Pharos House, in Portland. In addition to funding restrictions, experience has demonstrated that it is difficult to establish halfway houses because of community opposition. However, halfway houses continue to be an important part of the correctional system, and efforts to establish at least three additional halfway houses for men, in Kennebec, Penobscot, and York Counties, should continue. At least one halfway house for women should be established.

Each halfway house would house ten to twenty prisoners. In some cases, it might be possible to establish a halfway house in conjunction with the Federal Bureau of Prisons, as is the case with Pharos House, which houses 12 federal prisoners, in addition to eight state prisoners. If four halfway houses were established, at least forty prisoners could be housed in them, thus reducing overcrowding in correctional facilities. Some of these houses should be operated by the Department of Corrections, while some could be operated on a contractual basis.

RECOMMENDATIONS:

12. The Department should establish a halfway house for males, in Kennebec or York County, and operate it, in order to compare state operations with contractual operations, as soon as resources permit. In addition, the Department should enter into a contractual agreement for a halfway house for males in Kennebec or York County, as soon as resources permit.
13. The Department should determine if the Federal Bureau of Prisons is still interested in establishing a halfway house with the Department in Bangor, and, if so, the Department should seek to provide the necessary resources, as soon as resources permit.

14. The Department should establish a halfway house for females, as soon as resources permit.

Option 7: Possible Release Options.

Parole was abolished in 1976, when the Criminal Code was revised and determinate sentences were established. Consequently, the period of incarceration to which offenders are sentenced may be lessened only by good time or split sentences. The Department has few ways to reduce overcrowding of its facilities, since it has no control over the length of time an offender must be incarcerated. In addition, offenders have no motivation to participate in treatment or educational programs or to behave in an exemplary manner, since nothing they do or do not do will affect the length of their sentences, except for good time. The abolition of parole has both increased overcrowding and reduced the ability to manage correctional facilities by removing the motivation for prisoners to behave and be involved in programs that was present when parole was possible.

In addition to the reestablishment of parole as a possible release option, other release options, such as mandatory supervised release and house arrest, should also be considered.

RECOMMENDATION:

15. The Legislature should create a Task Force, comprising representatives of all elements of the criminal justice system, by July 1, 1991, to examine all possible release options and make recommendations to the Governor, the Legislature, and the Commissioner by November 15, 1992.

Option 8: Work Camps.

Work camps for minimum-security prisoners have been established in many states. These camps are usually located in rural areas, and the inmates often work in forestry programs. Charleston Correctional Facility is similar to such work camps. The Department believes that there are other programs which have a higher priority at this time, although the possibility of establishing work camps at a later date should not be ruled out.

The sheriffs of Kennebec, Androscoggin, and Sagadahoc Counties have developed a proposal to establish a work camp. The Department will work with these sheriffs to assist them in their efforts in this regard.

RECOMMENDATIONS:

16. The Department should defer the possibility of establishing work camps until 1993.
17. The Department should add additional staff to existing facilities, in order to increase the number of outside restitution crews, as soon as resources permit.

Option 9: Shock Incarceration Programs.

Shock Incarceration Programs, or boot camps, are being established in many states. These programs are usually for young, first-time offenders, often sentenced for drug offenses, and operate in a manner similar to military boot camps. All the camps require hard labor and some degree of military operations, such as marching in formation, etc. Most camps provide educational and treatment programs to varying degrees.

These programs are relatively new, and their effectiveness is still open to question. Evaluations to date have indicated that there are many still-unresolved issues in regard to these camps and that the potential for abuse is high. The Department believes it is premature to establish such a program at this time.

RECOMMENDATION:

18. The Department should defer the establishment of shock incarceration programs until further evaluations of existing programs are available, sometime in 1993.

Option 10: Sentencing Reform.

Several changes in sentencing laws have occurred in the last few years. These changes have had or will have a dramatic affect on Maine's correctional system. In 1987, the Legislature doubled the upper range of maximum sentences for Class A crimes from 20 years to 40 years. This action will result in greater numbers of offenders serving longer prison terms, thus contributing to overcrowding.

There is currently a bill (L.D. 2314) before the Legislature, which would increase Vehicular Manslaughter from a Class B crime to a Class A crime. Since June 1986, 38 offenders have been committed to the Department of Corrections on convictions of Vehicular Manslaughter. The time served has averaged 4.75 years. Under L.D. 2314, the average time served would increase to 17.5 years. Costs would rise from \$423,400 in 1990 to \$1,524,240 in 2008, and space would be needed for an estimated additional 52 prisoners.

The Legislature has also established mandatory minimum sentences for some crimes, most notably for drug trafficking and other drug-related crimes. These mandatory minimum sentences require offenders to be sentenced to at least the required minimum term of incarceration, and such sentences often exceed the minimum term. In some cases, offenders who previously might have been sentenced to probation now must be incarcerated. Bills requiring mandatory sentences for certain crimes continue to be submitted to and passed by the Legislature.

Given the impact of mandatory minimum sentences and the increased length of sentences on the Department of Corrections' resources, it is imperative that the Department inform the Legislature of the impact that any bill dealing with sentencing would have on the Department.

The Department believes it is again time to review the impact of recent changes in sentencing in order to determine if any other changes should be made.

RECOMMENDATIONS:

19. The Department will develop impact statements, to include projected number of offenders affected, length of sentences, resultant effect on institutional overcrowding, fiscal costs, etc., for all bills affecting the Department of Corrections, beginning in January 1991.

20. The Legislature should establish a task force, comprising all elements of the criminal justice system, to examine current sentencing practices and their impact and to determine what, if any, changes should be proposed. The task force should submit its recommendations to the Governor, the Legislature, and the Commissioner by January 1, 1993.

Option 11: Pretrial Screening Programs.

During 1989, pretrial offenders comprised 47% of the county jails' average daily population (413 out of 881 offenders) and were detained for a total of about 150,000 days. Of the jail population, 48% of the average daily population, or about 200 pretrial offenders, were classified as minimum security by county jails. These numbers translate to about 73,000 detention days annually, at a cost of about \$430,700, based on the statewide, average daily county jail cost of \$59.00.

Counties could use funds they receive from the Community Corrections Act to develop and implement pretrial screening programs designed to assess the risk of pretrial offenders and provide the courts with alternatives to secure detention for those offenders who pose little or no risk. Alternative programs, such as increased release on personal recognizance, conditional release on bail, and supervised release on bail, to include electronic monitoring, would help reduce the jail population. These programs could be implemented under the existing bail laws.

If such programs were developed and implemented in all areas of the state, more offenders could remain in the community, while awaiting trial. A good risk - assessment tool would be necessary to ensure the safety and protection of the public. If these programs were successfully established, it would be possible to have all offenders with sentences of one year or less housed in county jails sooner than 1995.

RECOMMENDATION:

21. The Department should encourage counties to develop and implement pretrial screening programs, using funds available from the Community Corrections Act, by November 15, 1990.

The Department strongly supports implementation of all the recommendations made so far in this section. However, it recognizes that many of these recommendations involve additional resources and that many of them, such as a review of sentencing policies, will require time.

The chart below details the 1995 population projections by classification and the number of beds that will be required by 1995.

MAINE DEPARTMENT OF CORRECTIONS

Population Projections, Community Program Impacts

Year/Program	A D P	HMX	Mx	Md	Mn	Comm	Unclass
1995	2146	21	386	622	729	216	172
ReDistb Uncl	----	+2	+31	+58	+64	+17	-172
1995	2146	23	417	680	793	233	00

Cnty Jail 1yr	----	----	----	-40	-47	-13	
1995	2046	23	417	640	746	220	
Day Cnt/ISP	----	----	----	----	-77	-23	
1995	1946	23	417	640	669	197	
Diversio Cnts	----	----	----	-42	-44	-14	
1995	1846	23	417	598	625	183	

Year/Program	A D P	HMX	Mx	Md	Mn	Comm	Recv	MHealth
1995	1846	23	417	598	623	183	0	0
Redrb Recv.	----	-1	-23	-32	-34	-10	+100	0
1995	1846	22	394	566	591	173	100	0
Men.Health	----	-1	-29	----	----	----	----	+30
1995	1846	21	354	566	591	173	100	30

1995	BEDS	HMX	Mx	Md	Mn	Com	Recv	MHealth
Bedspace=	1939	22	383	594	621	182	105	32
ADP + 5%								

If nothing is done to divert offenders from incarceration in the Department's facilities, 893 beds will be needed by 1995. The Department, therefore, recommends that at least four of the options discussed above be implemented as soon as possible, but not later than 1995. The Department proposes to establish three Diversion Centers by 1995, which will reduce the incarcerated population by an estimated 100 prisoners. The Department also proposes to establish two Day Centers and to expand the use of ISP, which will reduce the incarcerated population by another 100 prisoners. It should be noted that implementation of these options will result in an increase in the Probation and Parole workloads and will require additional Probation and Parole personnel. The Department also plans to introduce legislation requiring offenders sentenced to one year or less to serve their sentences in county jails. This legislation should become effective as of 1994, when the county jails will be able to accommodate the increased numbers. The Department estimates that it could reduce its population by an additional 100 prisoners, if this option were implemented.

If these options are implemented, the Department should be able to reduce its 1995 projected population by 300 prisoners, resulting in a reduced projected total of 1846 prisoners. This reduction, in turn, would result in the need for 300 fewer beds. Consequently, with these options in place, the Department projects a need for an additional 593 beds by 1995.

HUMAN RESOURCES

The Department of Corrections employs 1284 people, of whom 37 are located in its Central Office, with the remainder in its facilities and field offices. This number includes those new positions required to staff four new buildings scheduled to open within the next three months. The number of employees has increased by 170 in the last two years.

Due to this increase and to additional requirements for documentation, more and more demands are being placed on the human resources' payroll people than ever before. However, in the past two years, only four positions have been added to meet these demands. A clerical support position has been added at the Maine State Prison and also at the Maine Correctional Center, and a Personnel Specialist and clerical support position were added at the Charleston Correctional Facility.

To adequately address Workers' Compensation, labor relations, payroll, and benefits and to continue to address the needs of the Department, it is imperative that sufficient staff be provided to both Central Office and the facilities.

Currently, the Central Office staff comprises the Director of Personnel and Employee Relations, a Personnel Officer, and a Secretary/Payroll Clerk. These three people handle all Central Office personnel functions, including those of the Division of Probation and Parole, such as payroll, labor and employee relations, Workers' Compensation, benefits, and compensation, etc. Even if the number of employees remains constant at the current level, Central Office will require a Workers' Compensation Specialist and an Agency Payroll Supervisor to do the payroll and provide support to the secretary.

The current resources in the Department's facilities, as well as their needs, are described below.

Maine State Prison

The Maine State Prison has a Personnel Officer, who is responsible for all human resource, employee, and labor relations, compensation, and Workers' Compensation functions, a Payroll/Personnel Clerk, and a Clerk Typist II. MSP requires a Personnel Specialist to assist the Personnel Officer in such areas as Labor Relations, Workers' Compensation, interviewing of candidates, and the hiring of employees, as well as another Clerk Typist II.

Maine Correctional Center

The Maine Correctional Center also has a Personnel Officer, a Payroll/Personnel Clerk, and a Clerk Typist II. MCC requires a Personnel Specialist and an additional Clerk Typist II.

Maine Youth Center

The Maine Youth Center has only a Personnel Officer. It, too, requires a Personnel Specialist. MYC also needs an Account Clerk II/Payroll Clerk to handle the payroll.

Charleston Correctional Facility

The Charleston Correctional Facility has a Personnel Specialist and a Clerk Typist III. These positions are sufficient to meet CCF's human resources' needs at this time.

Downeast Correctional Facility

The Downeast Correctional Facility has no specific human resources' staff and requires a part-time Personnel Specialist.

The personnel functions of the Bolduc Unit and the Pre-Release Centers are handled by their parent facilities. The Maine State Prison will handle the personnel responsibilities for the 100-bed facility at Warren, when it is completed.

RECOMMENDATION:

22. The Department should seek funds to hire the following personnel, as soon as resources permit.

Central Office

(1) Workers' Compensation Specialist		
Personal Services	\$	28,971
All Other		3,139
Capital		<u>555</u>
Subtotal:	\$	32,665

(1) Agency Payroll Supervisor		
Personal Services	\$	22,917
All Other		1,299
Capital		<u>1,364</u>
Subtotal:	\$	25,580
Central Office Total:	\$	58,245

Maine State Prison

Upgrade Personnel Officer to Personnel Manager		
Personal Services	\$	2,349
(1) Personnel Specialist		
Personal Services	\$	28,783
All Other		2,139
Capital		<u>555</u>
Subtotal:	\$	31,477
(1) Clerk Typist II		
Personal Services	\$	19,561
All Other		1,299
Capital		<u>1,364</u>
Subtotal:	\$	22,224
MSP Total:	\$	56,050

Maine Correctional Center

(1) Personnel Specialist		
Personal Services	\$	28,783
All Other		2,139
Capital		<u>555</u>
Subtotal:	\$	31,477
(1) Clerk Typist II		
Personal Services	\$	19,561
All Other		1,299
Capital		<u>1,364</u>
Subtotal:	\$	22,224
Upgrade Personnel Officer to Personnel Manager		
Personal Services	\$	2,349
MCC Total:	\$	56,050

Maine Youth Center

(1) Personnel Specialist		
Personal Services	\$	28,783
All Other		2,139
Capital		<u>555</u>
Subtotal:	\$	31,477
(1) Account Clerk II/Payroll Clerk		
Personal Services	\$	21,250
All Other		1,299
Capital		<u>1,364</u>
Subtotal:	\$	23,913
MYC Total:	\$	55,390

Downeast Correctional Facility

(.5) Personnel Specialist		
Personal Services	\$	14,392
All Other		2,139
Capital		<u>555</u>
Subtotal:	\$	17,086
DCF Total:	\$	17,086
TOTAL:	\$	242,821

Should additional facilities be built or should the Department assume responsibility for other facilities, additional staff would be needed to handle the increased work load. These positions should be established and filled prior to either of these events, so that those employees may assist in the planning efforts.

TOTAL HUMAN RESOURCES' COST: \$ 242,821

EMPLOYEE INCENTIVES

Employees are the Department of Corrections' most valuable resource, accounting for over 70% of the Department's total budget. Every effort should be made to retain employees by providing them with training, incentives, and the opportunity for career advancement. The Department should also make every effort to provide similar benefits to all employees. Employees should be encouraged to take advantage of educational and training opportunities and to learn as much as possible about the operation of the Department in all its aspects. The opportunity to gain experience in institutions, field work, and Central Office should be provided to interested employees, who should be encouraged to work in all three areas.

RECOMMENDATIONS:

23. The Department should provide more training opportunities for all staff, as soon as resources permit, by:
 - a. Providing training to supervisors in such areas as managing programs, management theories, conflict resolution, etc;
 - b. Providing cross training; and
 - c. Determining the future needs of the Department in the area of specialty skills and establishing a more liberal educational-leave policy to encourage qualified people to advance themselves.

24. The Department should establish a Task Force by September 1, 1990, to be chaired by the Director of Personnel and Employee Relations, to explore employee incentives and to make recommendations to the Commissioner by August 15, 1991. Such incentives may include, but not be limited to, the following:
 - a. Employee recognition;
 - b. Employee referral bonus;
 - c. Job share/flex time possibility, i.e., husband-wife job sharing, etc.;

- d. Job sharing between employees, whereby an employee would work 20 hours at one facility and 20 hours at another; and
 - e. Employees transferring between institutions, to include transferability of contractual rights, as well as providing temporary housing.
25. The Department should try to obtain financial assistance through the National Institute of Corrections for the purpose of having an outside consultant, with knowledge and experience in the field of corrections, determine an appropriate career ladder for employees of the Department by January 31, 1991. It is imperative that this study take into consideration the prognosis of where the Department of Corrections will be in 1995 and construct a career ladder that will be flexible enough to grow with the Department.

OVERTIME

Overtime, particularly unscheduled overtime, continues to be a major problem for the Department. The amount of overtime is increasing because of the continued increase in the number of prisoners sentenced to the Department. Excessive overtime leads to staff burnout, as well as staff reluctance to continue working the number of hours required, due to insufficient staff. In order to relieve staff from the demands of excessive overtime and to reduce the need for emergency appropriations to cover unscheduled overtime costs, the Department must take some action.

Unscheduled overtime presents a difficult challenge, since its use largely relates to medical needs of prisoners, to include transportation and hospital watches, and prisoner disturbances. Unscheduled overtime is also unbudgeted and results in the need for emergency appropriations. While additional staff would reduce overtime, there may be some action, short of hiring additional staff, that the Department could take.

RECOMMENDATIONS:

26. The Department should establish a Task Force, comprising representatives from each facility, who have knowledge and experience in security, scheduling, and staffing, to conduct an internal study to determine ways to reduce unscheduled overtime. The Task Force should present its recommendations to the Commissioner by August 15, 1991.
27. The Department should work with the Department of Finance and the Bureau of the Budget to establish a process by which unscheduled overtime can be budgeted. This effort should be completed by October 1, 1991.

RETIREMENT

Historically, Maine's most dangerous prisoners and those convicted of the most heinous crimes were sentenced to the Maine State Prison. As a result, the Legislature, recognizing the dangers inherent in working in that kind of environment, granted employees of the Maine State Prison "employed as a Guard or in the management of prisoners or any person employed as the supervising officer of those officers or employees..." a special retirement plan. Employees hired prior to September 1, 1984, are able to retire when they complete 20 years of creditable service and reach the age of 50. Employees hired after August 31, 1984, must complete 25 years of creditable service and be 55 years old before they are eligible to retire with full benefits.

With the massive overcrowding and the fact that inmates are sentenced to the Department of Corrections, rather than to a specific institution, for longer periods of time, the retirement benefits should be equalized throughout the Department.

At the present time, the cost to the state for each employee in the Special Retirement Plan at the Maine State Prison, those hired before September 1, 1984, (20 years, age 50), is 28.76% of that employee's gross wages. For those hired at MSP after August 31, 1984, (25 years, age 55), the cost to the state is 16.24%, or 12.5% less. All other employees cost the state 24.04%. Therefore, conceivably, the argument could be made that, by equalizing the retirement benefits to reflect those of MSP employees (25 years, age 55) the state would be saving 7.8% for each employee covered under the Special Retirement Plan. While the exact cost savings would probably not approach that figure, the actual cost/savings is difficult to determine, due to the fact the actuarial estimates determine the percentage cost of the retirement contributions.

The Department should propose legislation to equalize retirement benefits throughout the Department, so that all employees, except those MSP employees hired prior to September 1, 1984, would be eligible to retire at age 55, after 25 years. The state should pay 16.24% of each employee's gross wages. Under this proposal, the Department would essentially have two special retirement plans. One plan would be for MSP employees hired prior to September 1, 1984, (20 years, age 50), and the other would be for all other eligible employees (25 years, age 55).

RECOMMENDATION:

28. The Department should equalize retirement benefits throughout the Department by proposing legislation to amend Title 5, paragraph 17851, subsection 11, by January 15, 1993, as follows:

Department of Corrections Employees. Any officer or employee of the Department of Corrections employed in security or in the management of prisoners or any person employed as the supervising officer of those officers or employees, qualifies for a service retirement benefit if he/she:

- A. Was employed in one of those capacities at the Maine State Prison before September 1, 1984, and:
1. Completes twenty (20) years of creditable service in one or more of those capacities; and
 2. Retires upon or after reaching the age of fifty (50) years; or
- B. Was employed at the Maine State Prison in one of those capacities after August 31, 1984, or was employed in one of those capacities in the Department of Corrections and completed twenty-five (25) years of creditable service in one or more of those capacities.

STAFF DEVELOPMENT AND TRAINING

The Department of Corrections' 1985 Master Plan recommended that staff development and training resources be increased to keep pace with the expanding system and emerging training requirements. The Plan included recommendations to establish a Staff Development Coordinator responsible for designing, developing, implementing, and directing staff development and training for the entire Department. In addition, the Staff Development Coordinator would act as a liaison for the Department of Corrections with the Maine Criminal Justice Academy and the Sheriffs' Association, relative to training resources, needs, and curriculum content. Funds to establish this position were included and approved in this year's budget. The Department anticipates that this position will be filled by May 1990.

In addition, an eight-year study of Correctional Officer Training was completed by the Maine Criminal Justice Academy Board of Trustees, in conjunction with correctional training practitioners. As a result of this study, which included an analysis of the tasks required for a correctional officer to perform his/her duties, a new, statewide Correctional Officer Training Curriculum and Plan were developed to meet these specific training needs. This training plan stresses the need to focus training at the local level; certification of correctional officers, based on knowledge and performance, rather than on the number of hours spent in training; and the expansion of existing training resources to meet minimum training standards for correctional officers. While an implementation plan has been developed, the resources required to actually implement the plan at each institution do not exist. An expansion of existing resources is needed to fully implement this training plan.

In addition to the mandatory training of correctional officers, Probation and Parole Officers require training. The Division of Probation and Parole has developed a proposed training curriculum, which would, if implemented, provide the necessary training for all employees of the Division of Probation and Parole.

In addition to providing training to correctional officers, training should be provided to supervisory and management personnel, support-service personnel, and caseworkers, treatment providers, teachers, etc. The Staff Development Coordinator should develop a training plan for the above-mentioned groups, to include both in-state and out-of-state training opportunities. The Department should pursue the possibility of bringing particularly - worthwhile, out-of-state training programs to Maine, so that several employees might take advantage of the

training opportunities presented. This manner of presenting training would be more cost effective and would serve more people than sending one or two employees out of state.

In-state training opportunities should be catalogued and disseminated, so all employees are aware of them and can take advantage of them. All departments should make an effort to make relevant training available, in so far as possible, to employees of other state departments.

RECOMMENDATIONS:

29. Funds should be made available for each facility to hire the personnel necessary to implement the training plan, based on the newly-developed curriculum, as soon as resources permit. The resources required for each facility are as follow:

Maine State Prison

(1) Staff Development Specialist III		
Personal Services	\$	25,967
All Other		2,004
Capital		555
		<hr/>
Subtotal:	\$	28,526
MSP Total:	\$	28,526

Maine Correctional Center

(1) Staff Development Specialist III		
Personal Services	\$	25,967
All Other		2,004
Capital		555
		<hr/>
Subtotal:	\$	28,526
MCC Total:	\$	28,526

Downeast Correctional Facility

(1) Staff Development Specialist III		
Personal Services	\$	25,967
All Other (to include Training		4,504
Resource Materials/Equipment \$2,500)		
Capital		555
		<hr/>
Subtotal:	\$	31,026
DCF Total:	\$	31,026

Charleston Correctional Facility

(1) Staff Development Specialist III		
Personal Services	\$	25,967
All Other (to include Training Resource Materials/Equipment \$2,500)		4,504
Capital		<u>555</u>
Subtotal:	\$	31,026
CCF Total:	\$	31,026

Maine Youth Center

(1) Staff Development Specialist III		
Personal Services	\$	25,967
All Other		2,004
Capital		<u>555</u>
Subtotal:	\$	28,526
MYC Total:	\$	28,526
TOTAL:	\$	147,630

30. Funds to implement the Division of Probation and Parole's proposed training curriculum should be provided, as soon as resources permit. (This recommendation and cost are also included in the Probation and Parole Section.)

All Other	\$	104,000
P & P Total:	\$	104,000
TOTAL:	\$	104,000

31. The Staff Development Coordinator should develop a training plan for supervisory and management personnel, support staff, caseworkers, treatment providers, teachers, etc., by July 1, 1991.

TOTAL STAFF DEVELOPMENT AND TRAINING COST: \$ 251,630

OFFICE OF ADVOCACY

The Office of Advocacy is established by statute and is charged with investigating

the claims and grievances of committed offenders, informally-adjusted juveniles, and contract clients and to advocate for compliance by the department, any correctional facility, or any contract agency with all laws, administrative rules and institutional and other policies relating to the rights and dignities of committed offenders, informally adjusted juveniles, and contract clients.

In addition, the statutes require that the Office of Advocacy keep informed and updated on all laws and policies affecting correctional clients.

The Maine statutes provide that the Office of Advocacy shall be directly responsible to the Commissioner of Corrections. As such, the Office of Advocacy is a Central Office function and a part of the Commissioner's staff.

At the present time, personnel records and fiscal and payroll functions are not centralized, since only the Chief Advocate is on the Central Office payroll and carried as part of Central Office personnel. The other advocates are carried on institutional payrolls, and personnel and payroll records are handled by those institutions. This arrangement creates a logistical supervision problem, since time cards for these advocates are not being approved by the Chief Advocate, who is, by statute, directly responsible for them. In addition, the chain of command sometimes becomes blurred, and institution heads often consider these resident advocates as part of their staff. All personnel, fiscal, and payroll functions of the advocates should be transferred to Central Office.

At the present time, the staff, comprising the Chief Advocate, one full-time advocate, and two part-time advocates, attempt to provide advocacy services for the Maine State Prison, Maine Correctional Center, Maine Youth Center, Charleston Correctional Facility, Downeast Correctional Facility, Central Maine Pre-Release Center, Bangor Pre-Release Center, Southern Maine Pre-Release Center, and the Division of Probation and Parole. With the increased population and the distances between facilities, it is becoming extremely difficult to provide adequate advocacy services. MSP has a full-time advocate, and MCC and MYC each has a part-time advocate. The Chief Advocate, in addition to his other responsibilities, provides advocacy services to the

remaining facilities and the Division of Probation and Parole. At a minimum, there should be a full-time advocate at both MCC and MYC, and a full-time advocate to be shared by CCF, DCF, and BPRC. Now that the Division of Probation and Parole's caseload has surpassed 9000 clients, consideration should be given to assigning an advocate to the Division of Probation and Parole.

The Department is also responsible for investigating complaints relating to jail standards from county jail inmates. The number of such complaints is increasing, due to the increase in county jail inmates and the overcrowding in some jails. A full-time advocate to respond to these complaints would enable the Inspections' Unit staff to concentrate on their other essential duties.

The Office of Advocacy also requires a full-time Central Office secretary, who would help coordinate the paperwork and reports from the Chief Advocate and other advocates in the field. Confidentiality is extremely important, and, at present, advocates in the field must either do their own typing or find someone in the institution to provide this service for them. The secretary would also maintain the files and correspondence for the office, keeping in touch with advocates in the field, and ensuring that messages are delivered and contact with Central Office is maintained.

The statutes dealing with the Office of Advocacy should be reviewed, since there is a certain vagueness in the statutes which should be clarified. For example, MRSA-34-A, Subsection 12034-A, states that the Office should "take action only on complaints which it deems not trivial or moot or for which there is clearly not another remedy available." This subsection appears to imply legal action, but it does not specifically say so.

RECOMMENDATIONS:

32. The Department should centralize all personnel, fiscal, and payroll functions of the Office of Advocacy by July 1, 1991.
33. The Department should expand the Office of Advocacy by hiring three additional advocates and a secretary, as soon as resources permit.

(3) Advocates		
Personal Services	\$	86,913
All Other		3,921
Capital		<u>1,665</u>
Subtotal:	\$	92,499

(1) Clerk Typist III		
Personal Services	\$	21,250
All Other		1,299
Capital		<u>1,908</u>
Subtotal:	\$	24,457
TOTAL:	\$	116,956

34. The Department should review the need for an advocate for the Division of Probation and Parole by August 15, 1992.
35. The Advocates should review the relevant statutes and make recommendations to clarify or expand them, as necessary, to the Commissioner by October 1, 1990.

TOTAL OFFICE OF ADVOCACY COST: \$ 116,956

FEMALE PRISONERS

Female prisoners comprise a very small number of Maine's correctional population. Currently, there are 50 female prisoners, compared to 1535 male prisoners. Females comprise 3% of the total correctional population of 1585. Most of Maine's female prisoners are incarcerated at MCC and are housed in B Pod of the recently-opened Multipurpose Unit. There are five housing areas within B Pod: Administrative Segregation, Disciplinary Segregation, Medium Security, Minimum Security, and Community or the Pre-Release Unit. Currently, there is one female prisoner housed out-of-state and one at a community residential program.

Housing and programming for females present difficult problems for corrections because of the small numbers involved. While the new housing area provides female prisoners with access to progressive housing, it also places minimum and pre-release female offenders within the most secure building at MCC, which is now completely surrounded by a fence. This placement results in restrictions being placed on the movement and activities of female prisoners, which, if they were located in more appropriate facilities, would not occur. Male offenders have access to the Charleston Correctional Facility and the Bolduc Unit, which are free-standing, minimum-security facilities, without fences. Male prisoners also have access to three pre-release centers: Bangor Pre-Release Center, Central Maine Pre-Release Center, and Southern Maine Pre-Release Center, as well as to Pharos House, a halfway house located in Portland. One or two female prisoners are placed at H.O.M.E. in Orland, which is a private, contractual, community-residential facility for females.

Several options for more appropriate female housing exist. Among them are the following:

Option 1: Reactivate the Flagg Dummer Building or Cleveland Building at the Stevens School complex in Hallowell as a 30-bed, female minimum-security unit/pre-release center.

Both these buildings were designed and constructed as female correctional housing and could be returned to that use with minimal renovations. Central Maine Pre-Release Center, also located on the Stevens School complex, could provide administrative and programmatic support, as well as access to its community and work release programs, which are already established. The food service area at CMPRC could accommodate the 30 females on a scheduled basis. By sharing certain staff and programs with CMPRC, staffing needs and costs would be less than they would be if this unit were a free-standing one, located

away from any existing facility. In addition, this option could be implemented more quickly than others. New office space would have to be found for the agency(ies) currently housed in whichever building is deemed most appropriate, but the cost-savings to the state would be substantial.

There may be some negative community sentiment, which might be mitigated by the fact that Stevens School previously was used to house both juvenile and adult female offenders. The fact that the building would house minimum-security/pre-release female offenders should also help nullify community concerns.

If it is not possible to use either of these buildings, consideration should be given to establishing or building such a facility elsewhere.

Option 2: Build a minimum security/pre-release center for females in an urban area of the state.

A minimum-security/pre-release center for 25 to 35 female prisoners could be built in an urban area of the state. Such a center might be built in combination with a pre-release center for males, which would make it more cost-effective. Housing areas would be separate, but men and women could share, either separately or together, food services, recreation and visiting areas, program space, etc. A possible design for the housing areas already exists, so it would be necessary to design only the common space.

Option 3: Establish a halfway house for women.

A halfway house, operated by either the Department or on a contractual basis, would provide female prisoners with the opportunity to live in the community and participate in community programs and/or schools or to hold a job. Such a house would be comparable to Pharos House, a halfway house for males. The possibility of establishing such a house in conjunction with the Federal Bureau of Prisons should be explored.

Female prisoners have access to most programs within MCC, though many of these programs are designed for males. Participation on work crews within MCC by women is extremely limited, and, at the moment, there are no women on the public-service restitution work crews, which work outside MCC. Jobs available for women on community status are dictated by the jobs available to men because of transportation limitations. Women's jobs must be located on the same transportation route as men's.

In order to address these issues, among others, the Commissioner established a Task Force on Female Offenders in August 1989 and charged the Task Force with preparing a report, with recommendations, for him by July 1, 1990. It is expected that this report will include recommendations designed to ameliorate the conditions described above. Regardless of the findings and recommendations of this report, it is clear that the Department must begin to address the female housing issues.

RECOMMENDATIONS:

36. The recommendations contained in the Report of the Task Force on Female Offenders should be carefully considered and implemented, as appropriate, as soon as resources permit.
37. The Department should explore the possibility of reactivating the Flagg Dummer Building or the Cleveland Building at Stevens School as a minimum-security/pre-release unit for female prisoners by December 1, 1990. (The cost to reactivate a building is also included in the proposed Bond Issue.)

Capital	\$	50,000
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TOTAL:	\$	50,000
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38. If it is not possible to reactivate either of these buildings, the Department should build or rent a facility for use as a minimum-security/pre-release facility for female prisoners, as soon as resources permit.
39. The Department should establish a halfway house for female prisoners, as soon as resources permit.

All Other	\$	275,000
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TOTAL:	\$	275,000
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TOTAL FEMALE PRISONERS' COST:	\$	325,000
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CORRECTIONAL MANAGEMENT INFORMATION SYSTEM

The 1985 Master Plan recommended that the Department of Corrections continue to move forward with its plans to computerize client information and records. Since that time, computer systems have been installed at all major correctional facilities and Probation and Parole Districts and networked with the Central Office. After the initial software development, data entry into COMRS (Correctional Master Record System) on institutional clients was begun in July 1987. To date, data have been entered on about 5,400 prisoners. In addition, these systems support office automation and electronic mail, as well as networking with each other and the state's two major computer systems. At the present time, several activities with regards to the management information system are underway. These activities are:

- MIS Master Plan - At the present time, the Office of Information Services is working with the Department's Steering Committee to develop a five-year Master Plan for Management Information Systems. This Master Plan will set the goals and direction for continued upgrading of COMRS and the automation of Probation and Parole and juvenile data.
- MCJUSTIS - One of the major goals of the Maine Criminal Justice Information System (MCJUSTIS) is to make criminal history information on offenders available to all criminal justice components. This system will include the ability to track offenders through the criminal justice system, from complaint to release from a correctional facility. The Department of Corrections is an active participant in the development of MCJUSTIS and is committed to making COMRS data available to track offenders. One of the goals of the MIS Master Plan is to include MCJUSTIS as a key component of the information system.
- Continued Development of COMRS - The use of COMRS by the Department is still in its infancy. As the Department continues to use COMRS, work will need to be done to debug and expand COMRS to meet information needs. At the present time, the Bureau of Data Processing, which developed COMRS, has proposed several changes, which are necessary to meet the Department's information needs.

As a result of the work that has been accomplished to date, the Department now has information available on its incarcerated population that was not available just a year ago. However, much

work still needs to be done to upgrade and expand the use of COMRS, add additional remote sites, automate probation and parole and juvenile data, and network with MCJUSTIS for criminal history information and the ability to track offenders. These activities will require additional fiscal resources for system development, as well as technical personnel to administer and maintain this system.

RECOMMENDATIONS:

- 40. The Department should implement the recommendations in the MIS Master Plan, as appropriate, as soon as resources permit.
- 41. The Department should implement the changes proposed by the Bureau of Data Processing, as soon as resources permit.
- 42. The Department should complete the automation of Probation and Parole records by December 1993.
- 43. The Department should explore the possibility of developing a centralized financial record keeping system for all fees collected by the Division of Probation and Parole and develop recommendations for the Commissioner by December 15, 1990.
- 44. The Department should complete the development and automation of a database for juveniles by 1993.
- 45. The Department should develop the necessary systems and software for its MIS, as soon as resources permit.

All Other		\$ 125,000
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	TOTAL:	\$ 125,000
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- 46. The Department should hire a Computer Operations' Manager for Central Office, as soon as resources permit.

(1) Computer Operations Manager		
Personal Services	\$	43,828
All Other		3,139
Capital		555

	Subtotal:	\$ 47,522
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	TOTAL:	\$ 47,522
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47. The Department should hire six Computer Operations' Assistant Managers, one each for MSP, MCC, MYC, DCF, CCF, and the Division of Probation and Parole, as soon as resources permit.

(6) Computer Operations' Assistant Managers

Personal Services	\$	214,681
All Other		9,834
Capital		<u>3,330</u>
Subtotal:	\$	227,845

TOTAL: \$ 227,845

48. The necessary computer equipment should be purchased, as soon as resources permit.

Central Office

Capital	\$	200,000
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Maine Correctional Center

Renovations, computer hardware Capital	\$	85,646
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TOTAL: \$ 285,646

49. The Department should ensure that both basic and ongoing training is provided to all employees, including management, who use computers. This training should be offered on an ongoing basis, as soon as resources permit.

TOTAL CORRECTIONAL MANAGEMENT INFORMATION SYSTEM COST: \$ 686,013

CLASSIFICATION

The Department of Corrections, through Policy 18.1, "Classification Program," provides direction and parameters to all its adult correctional facilities regarding classification of prisoners sentenced to the Department. The Classification Policy provides for meeting the diverse needs of both society and the prisoners entrusted to the Department's care and custody. Policy and procedures for prisoner classification meet legal mandates and are equally sensitive to public safety, program limitations, economic limitations, the rights and needs of prisoners, the rights and needs of staff, and good management practices. The Prisoner Classification Policy and Procedures seek to provide prisoners opportunities for self-improvement in order that they may return to society as responsible, law-abiding citizens. The classification process uses the following disciplines and activities: education, casework, group work, psychology, psychiatry, productive work, vocational training, education, work release, and other appropriate treatment services.

Each facility has developed specific procedures to implement the Classification Policy. The Chair of each facility's Classification Committee serves on the Commissioner's Classification Advisory Committee, which is responsible for providing recommendations regarding classification to the Commissioner. This Committee is also responsible for ensuring that the classification system operates in a uniform and consistent manner. The Department's Assistant Attorney General serves as an adviser to this Committee.

The Classification Committees assess the security risks and programmatic needs of prisoners and then determine where prisoners should be housed in order to meet those needs. All Classification Committee recommendations must be approved by the Chief Administrative Officer of each correctional facility. Exceptions may be made by the Commissioner, or his designee.

The Department recently had a nationally-recognized expert review its Classification Policy. This review, funded by the National Institute of Corrections, consisted of visits to various facilities and meetings with key personnel, including the Classification Advisory Committee, as well as a review of the Classification Manual. The report of this review is expected to be received by March 31, 1990.

The Classification Policy and Procedures are continually being reviewed and refined. In order to ensure that any changes are being consistently implemented, training sessions for classification personnel are essential. Topics to be covered

during these sessions would include, but not be limited to, the following: understanding and interpretation of the custody-rating sheets; proper documentation of decisions and recommendations; proper use of classification forms; and updates by the Assistant Attorney General on case law affecting the classification system.

In order to ensure that classification records are transferred, in a uniform manner, with prisoners, as they are transferred to different facilities, the Department must develop a policy and procedure for the transfer of records.

RECOMMENDATIONS:

50. The Classification Advisory Committee should review the report of the classification expert and develop recommendations, as necessary and appropriate, to be presented to the Commissioner by July 15, 1990.
51. The Correctional Administrators should review the report and the recommendations of the Classification Advisory Committee and develop their recommendations for the Commissioner by October 15, 1990.
52. The Department should develop a policy on the transfer of classification records by November 30, 1990.
53. Quarterly training sessions for classification personnel should be conducted, beginning by January 1, 1991.

HANDICAPPED ACCESSIBILITY

The Department's most recently-revised policy relating to the Nondiscrimination of Handicapped Clients, Policy 14.7, adopted January 1, 1990, states "that no qualified-handicapped client be denied access to programs, benefits, or services available to Department of Corrections' clients on the basis of that client's handicap."

A qualified-handicapped client is defined as "a client who meets the essential eligibility requirements for the receipt of services or benefits or for participation in a program." A mobility-impaired client is defined as one "who has a permanent disability which substantially limits that client's ability to walk."

In order to assure that no qualified-handicapped adult or juvenile offender is denied the opportunity to participate in programs or receive benefits or services offered by the Department of Corrections, the following facilities have been designated as facilities accessible to the mobility-impaired offender:

Adult Clients: Maine Correctional Center (Once the Warren facility is completed, it will be used to house handicapped prisoners classified as maximum-security.)

Juvenile Clients: Maine Youth Center

In designating the Maine Correctional Center as the adult correctional facility accessible to mobility-impaired prisoners, the Department of Corrections has made the commitment to complete whatever structural modifications are necessary in order to be in compliance with Section 504 of the Rehabilitation Act of 1973 and the 1986 ANSI standard. In order for an adult prisoner to be assigned to the Maine Correctional Center because of a mobility impairment, medical documentation must be provided and a determination made accordingly. Consequently, prisoners with varying degrees and different types of mobility impairment may reside in other correctional facilities within the system. Additionally, prisoners with handicaps other than mobility impairments (e.g., hearing or sight impairment) do, in fact, reside in all adult correctional facilities, with proper consideration being given to and appropriate accommodations made for the prisoner.

The intent of the 504 legal requirement is that the Department of Corrections remove any architectural barrier that might prevent a

qualified-handicapped prisoner from accessing any program, benefit, or service because of that prisoner's handicap. In the years since the preparation/approval of the Department of Corrections' 504 Plan, correctional administrators have made the necessary adjustments/accommodations to provide comparable programs, benefits, and services to handicapped prisoners, even without the existence of physical access.

At least one Department of Corrections' pre-release center should be handicapped accessible; Southern Maine Pre-Release Center is reasonably close to being handicapped accessible. The remaining structural modifications to be completed at Southern Maine Pre-Release Center have more to do with public access than with prisoner access. The estimated cost for completing the structural modifications is \$3,000.

The handicapped-accessibility requirement at MCC will be fulfilled, once the new construction, along with some structural modifications, is completed. These structural modifications, which include the control entrance, cafeteria, school building, and reception entrance, are expected to go out for bid as a package this spring (1990). An elevator will be installed in the school building, and a transport van with a lift has already been purchased.

Each institution has established procedures to implement the Department's policy, but these procedures deal only with handicapped prisoners in each facility. The Department should develop a departmental procedure for determining the process by which handicapped prisoners are to be transferred to MCC, to include the necessary medical documentation. MCC, as the receiving institution, should ensure that its procedures conform to the departmental procedures, once they are developed.

MCC and MYC staff should be provided specialized training to enhance their awareness, knowledge, and skills necessary for supervising handicapped offenders.

RECOMMENDATIONS:

54. The Department should ensure that the structural modifications necessary to make SMPRC handicapped accessible are completed by January 1, 1991.

Capital	\$	3,000
TOTAL:	\$	3,000

PUBLIC RELATIONS/EDUCATION

There are many positive aspects of corrections, which, all too often, are never mentioned by the media and are unknown to the general public. Prisoner restitution/work crews have contributed greatly to state and local government and private nonprofit agencies, doing work that otherwise would not be done. Probation clients have paid over \$1,000,000 in restitution this past year alone. Prisoner firefighting crews have fought fires alongside volunteer firefighters. DOC Canine Units have found lost children and missing persons. Prisoners have received GEDs, Associate Degrees, and college degrees. They have learned vocational skills and been certified as boiler operators and welders. They have developed into fine craftspeople with the training they have received. They have been treated successfully for substance abuse. Some of them have earned money to help support their families, and some have learned how to be better parents.

In order to inform and educate the public, more time must be spent in telling the stories of corrections. These stories are the ones too often untold, and, yet, without them, a true picture of corrections will never emerge. With them, the public might learn to better understand and appreciate the complex field of corrections, its accomplishments, and its needs. The positive aspects must be emphasized, so that a more balanced picture is presented.

The employees of the Department work long and hard, doing a job which is enormously difficult and often dangerous and for which they receive little or no public recognition or gratitude. In times of crisis, they are there for the general public, fulfilling their responsibility to protect the citizens of Maine.

Unfortunately, the Department's resources are so limited at every level that the concerted effort necessary to inform and educate the public is extremely difficult to achieve. Corrections has never had a constituency, nor has the Department ever had the resources necessary to develop one. Public relations/education, which plays a key role in developing a constituency, has, of necessity, received short shrift from the Department. Much of corrections tends to be negative, given the population it serves, and the media seize on the negative information, because it is available, and it is "newsworthy."

However, it is critically important that the general public be educated about corrections, in order for the public to make informed decisions. The public needs to know the laws establishing crimes and sentences and the manner in which sentences are served. People need to understand the impact of these laws on their lives and pocketbooks. Furthermore, they must also understand that operating an effective correctional system is expensive, but failure to do so is even more expensive. Corrections is a very expensive proposition, and it affects everyone, as a taxpayer, a potential victim, or an actual victim.

People tend to support that which they know, and, therefore, in order to have an informed citizenry, the Department knows it is important to develop a public relations/education capability. In spite of limited resources, each component of the Department should have a Speakers' Bureau, a visual-presentation program (slides, videotapes), and informational and program brochures. All forms of the media should be used to present public service messages stressing the Department's positive points and accomplishments and presenting its views on various issues. Informational programs should be developed for law enforcement, prosecutors, the courts, schools and colleges, businesses, civic and church groups, and local government.

In order to more fully develop a public relations/education capability, the Department requires a full-time Public Relations and Information Specialist, who would be responsible for the Department's Public Relations and Information Program.

RECOMMENDATIONS:

- 58. Each institution and the Division of Probation and Parole should develop a Speakers' Bureau, a visual presentation program, and informational and program brochures by September 1, 1990.
- 59. Central Office should develop a Speakers' Bureau, a visual presentation program, and informational and program brochures by October 1, 1990.

60. The Department should seek funds to establish a public relations/education capability, as soon as resources permit.

(1) Director of Public Information		
Personal Services	\$	35,064
All Other		2,639
Capital		<u>555</u>
Subtotal:	\$	38,258

(1) Clerk Typist III		
Personal Services	\$	21,250
All Other		1,299
Capital		<u>1,908</u>
Subtotal:	\$	24,457

TOTAL: \$ 62,715

61. The Department should develop public service messages and informational programs by January 15, 1994.

TOTAL PUBLIC RELATIONS/EDUCATION COST: \$ 62,715

CORRECTIONAL ADVISORY COMMISSION

The Maine Correctional Advisory Commission, as established by Title 5, Section 12004, subsection 10, is within the Department of Corrections. By statute, the Commission consists of 12 members, with the Chairman being appointed by the Governor. The Commission acts in an advisory capacity to the Commissioner and advises the executive, legislative, and judicial branches of government concerning correctional policy. In addition, it is required to issue "a report containing the results of its studies to the Legislature, the Governor, and the Commissioner on December 31st of each year" and "a report concerning correction-service programs and rehabilitation services to the joint standing committee of the Legislature having jurisdiction over human resources no later than February 1st of each year... ."

For at least the past two years, this Commission has been inactive. The Department believes that the Commission should be reactivated, with new members having an interest in various aspects of corrections and the criminal justice system being appointed.

The Joint Select Committee on Corrections has introduced a bill (L.D. 43) to strengthen the Correctional Advisory Commission, by increasing its membership and expanding its responsibilities. However, given the limited resources of the Department to staff an expanded Commission and given the lack of resources available to state government to hire a person to staff this Commission, the Department and the Joint Select Committee have agreed on a compromise version. This version would increase the membership to 14, providing for two Representatives and two Senators to be members, along with a representative from juvenile justice and two public members. The Commission will still be required to issue two reports, but, rather than presenting one report to the Committee having jurisdiction over human resources, it will present it to the committee having jurisdiction over corrections.

Both the Department and the Joint Select Committee on Corrections believe a strong, active Correctional Advisory Commission will be of benefit to the Department, the Legislature, and the criminal justice system.

RECOMMENDATIONS:

62. The Department should support passage of L.D. 43, as amended.
63. If L.D. 43, as amended, is enacted, the Department should ensure its implementation by August 15, 1990.

CENTRAL OFFICE

In order to effectively manage the ever-increasing number of prisoners and additional staff employed by the Department of Corrections, administrative services must be expanded. The Central Office is understaffed and is having difficulty fulfilling all its responsibilities. As the population of its facilities, the number of clients of the Division of Probation and Parole, and the number of employees increase, Central Office will be increasingly unable to accomplish the many tasks for which it is responsible. In addition, the Central Office space is totally inadequate. There is not space enough now for current employees, never mind any additional ones. The only conference room available to Central Office is located three miles away in Hallowell.

The Department should assess the possibility of developing a support division, which would encompass planning, research, management information, policy development, training, and quality assurance on a system-wide basis. Such a division would enhance the Department's capability to research, plan, develop, implement, coordinate, and maintain system-wide, departmental functions. This division would consolidate some existing functions and positions but would require additional positions, to include a director, an additional planner, a management analyst to assist with the development of policies and procedures, a secretary, and a clerk typist. The Inspections Unit, which comprises a Director of Correctional Inspections, a Jail Inspector, a Correctional Plans Coordinator for Community Programs, and a secretary, would become part of the proposed support unit. The Inspections Unit is responsible for investigations, the development of standards, inspecting county jails for standards' compliance, providing technical assistance to counties, and inspecting the Department's own facilities. Management information and training, both of which are described in separate sections of this plan, would also become part of the support unit.

The Department also requires a Substance Abuse Program Coordinator to monitor, evaluate, and coordinate all the Department's substance-abuse programs/services. This person would also provide training to substance-abuse counselors and handle all contracts relating to substance-abuse services.

The Business Office comprises the Director of Budget and Fiscal Operations, a Business Manager II, an Accountant II, an Accountant I, and an Account Clerk II. The Business Manager also serves as the Business Manager for Probation and Parole, which is, itself, a full-time job. In order to provide the necessary

financial services to the Department, the Business Office requires an Accountant III and an additional Accountant I. The Department also requires an Auditor in order to ensure compliance with state auditing requirements. The personnel needs of the Department are addressed in the section on Human Resources.

RECOMMENDATIONS:

64. In addition to the positions mentioned elsewhere in this Master Plan Update, the Department should hire the following personnel for Central Office, as soon as resources permit:

(1) Director of Planning, Research, and Quality Assurance		
Personal Services	\$	40,063
All Other		2,799
Capital		<u>555</u>
Subtotal:	\$	43,417
(1) Corrections Planning Analyst		
Personal Services	\$	32,578
All Other		1,799
Capital		<u>555</u>
Subtotal:	\$	34,932
(1) Secretary		
Personal Services	\$	21,756
All Other		1,299
Capital		<u>1,908</u>
Subtotal:	\$	24,963
(1) Contract Specialist		
Personal Services	\$	35,064
All Other		2,799
Capital		<u>555</u>
Subtotal:	\$	38,418
(2) Clerk Typist III		
Personal Services	\$	42,500
All Other		2,598
Capital		<u>3,816</u>
Subtotal:	\$	48,914
(1) Management Analyst I		
Personal Services	\$	27,861
All Other		1,299
Capital		<u>555</u>
Subtotal:	\$	29,715

(1) Accountant III		
Personal Services	\$	27,861
All Other		1,374
Capital		<u>1,255</u>
Subtotal:	\$	30,490
(1) Accountant I		
Personal Services	\$	22,009
All Other		1,374
Capital		<u>1,255</u>
Subtotal:	\$	24,638
(1) Auditor II		
Personal Services	\$	30,081
All Other		4,924
Capital		<u>555</u>
Subtotal:	\$	35,560
(1) Substance Abuse Program Coordinator		
Personal Services	\$	37,570
All Other		2,799
Capital		<u>555</u>
Subtotal:	\$	40,924
TOTAL:	\$	351,971

65. The Department should acquire additional office space, as soon as resources permit.

TOTAL CENTRAL OFFICE COST, PER THIS SECTION: \$ 351,971

CONTRACTUAL COMMUNITY PROGRAMS

CONTRACTUAL COMMUNITY PROGRAMS

The Department of Corrections believes that community corrections is a key part of the correctional system. Its largest community program is the Division of Probation and Parole, which has a budget of \$5,710,955, 137 employees, of whom 104 are Probation and Parole Officers (52 adult officers, 12 ISP officers, and 40 juvenile caseworkers) and six are District Supervisors; community contracts totaling \$671,729; and the responsibility for supervising, as of February 1990, 9,244 offenders, of whom 2,208 were juveniles and 7,036 were adults. The average adult caseload is 137, and the average juvenile caseload is 60.

The Division of Probation and Parole, its needs, and recommendations to meet those needs are described in the section beginning on page 78.

The Department also provides funds to 48 community agencies for a variety of services to both its adult and juvenile offenders. The total amount of money awarded for Fiscal Year 1990 is \$3,287,985, of which approximately 67% is for juvenile services, and 33% is for adult services.

The amount of money available for community agencies has been increasing, but it still is not sufficient to pay for the community services needed by correctional clients. There are waiting lists for counseling services, particularly for substance abusers and sex offenders, who often must participate in counseling as a condition of probation. There are also waiting lists for many of the residential programs, particularly for juveniles. The residential services, which are funded by more than one department, are chronically underfunded. Funding sources often determine the clients to be served, resulting in trying to make clients fit specific slots, rather than tailoring slots to fit specific clients.

In addition, these services are not available throughout the state and, when available, are not always accessible to probationers. Consequently, it is often difficult to provide necessary services to correctional clients. Mental health services, in particular, pose an extremely difficult problem, since many of the Community Mental Health Centers have such long waiting lists that, even in crisis situations, correctional clients do not receive needed services in a timely manner. In addition, correctional clients often have no insurance or any capability to pay for these services. The fact that the Department does have funds to purchase some services ensures that at least some of its clients receive those services.

Additional funds for community services would enable the Department to provide a greater level of funding to those programs which require it, expand the provision of services through existing contracts, and fund new services.

Funds should also be made available for the Department to operate some community-based programs, particularly residential ones. Many of the community programs funded by the Department are operated by private, not-for-profit agencies, governed by Boards of Directors, which set policy and admissions criteria. They are also voluntary programs, in that clients must agree to participate and to abide by the rules. The Department has little control over these programs and, therefore, few ways of ensuring provision of services to some of its most difficult clients.

If the Department were to actually operate some of these programs, it would be able to control both the admissions and expulsion policies, as well as provide security in cases where it might be appropriate. Halfway houses, group homes, and treatment facilities/programs are examples of programs that might be more effective for correctional clients, if they were operated by the Department. The Department should explore the possibility of operating one or more such facilities/programs in order to compare their effectiveness with those operated by private, nonprofit agencies.

Recommendations regarding specific contractual community services, such as mental health, substance-abuse services, etc., are found in other sections of this plan.

DIVISION OF PROBATION AND PAROLE

DIVISION OF PROBATION AND PAROLE

The Division of Probation and Parole is responsible for all adult and juvenile probation services in Maine and is the Department of Corrections' largest community program. As of February 28, 1990, there were 9,244 offenders under the supervision of the Division of Probation and Parole. Of this number, 7,036 were adult offenders, and 2,208 were juvenile offenders.

The Division of Probation and Parole has six Districts, 137 employees, and a budget of \$5,710,955. There are 52 Adult Officers, 12 Intensive Supervision Officers, 40 Juvenile Officers, and six District Supervisors. Currently, the average adult caseload is 137, and the average juvenile caseload is 60.

However, caseload supervision is only one area of responsibility for field officers. Other duties include:

Adult Officers

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

Juvenile Officers

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

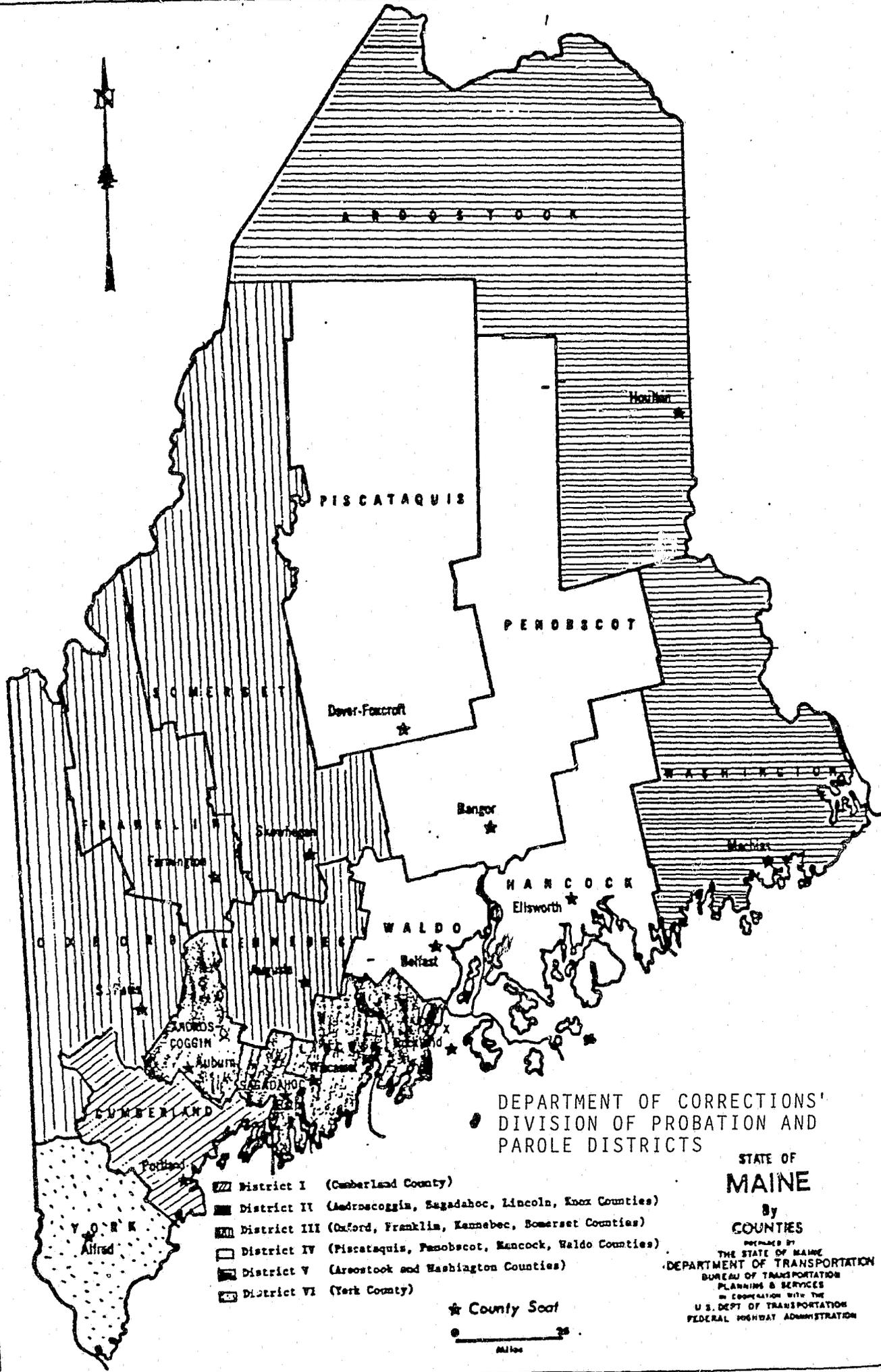
During the previous ten years, major responsibilities have been added to the Division. Some of these responsibilities are listed below:

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

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

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

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



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

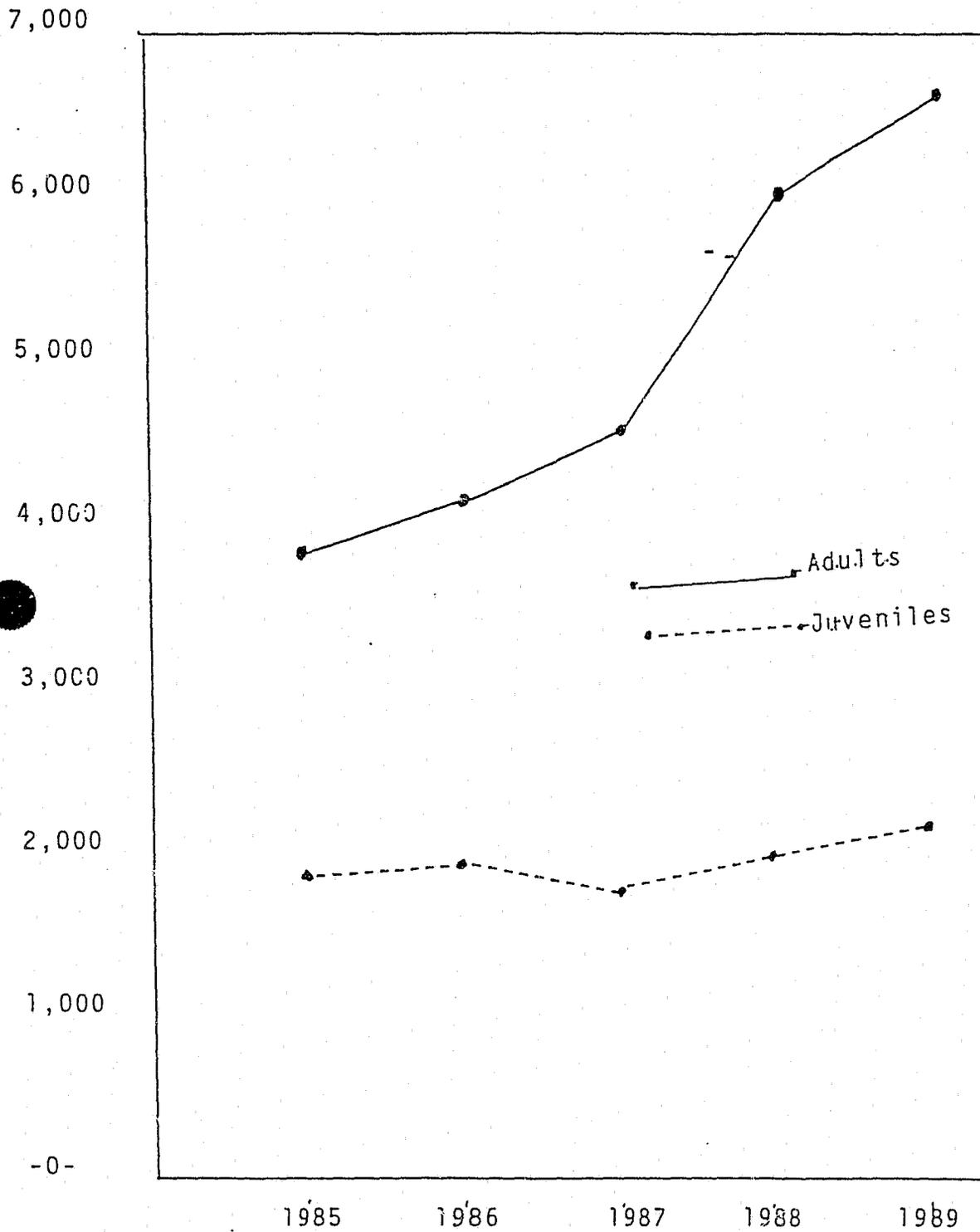
★ County Seat
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DEPARTMENT OF CORRECTIONS'
 DIVISION OF PROBATION AND
 PAROLE DISTRICTS

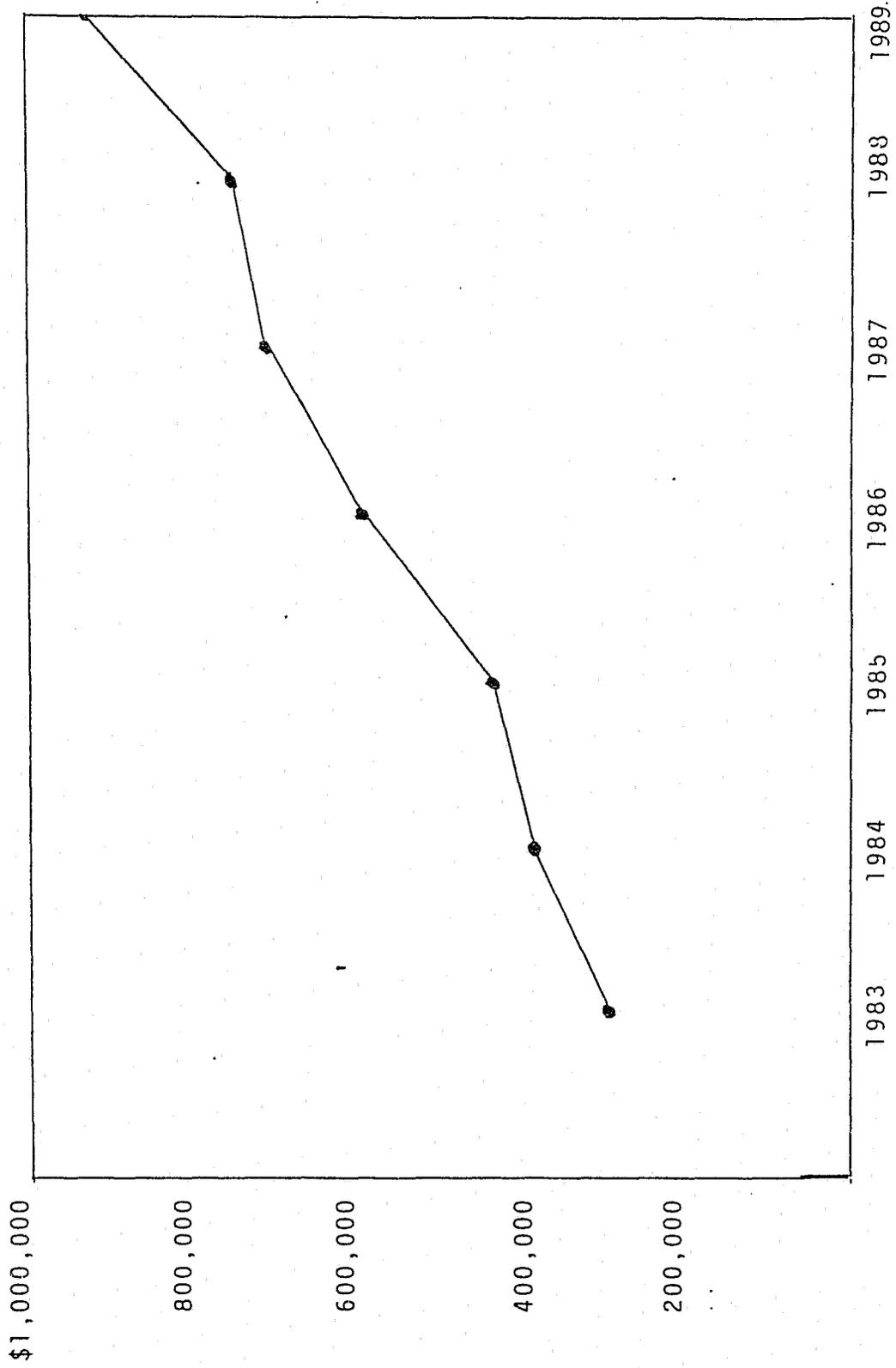
STATE OF
MAINE
 By
COUNTIES

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

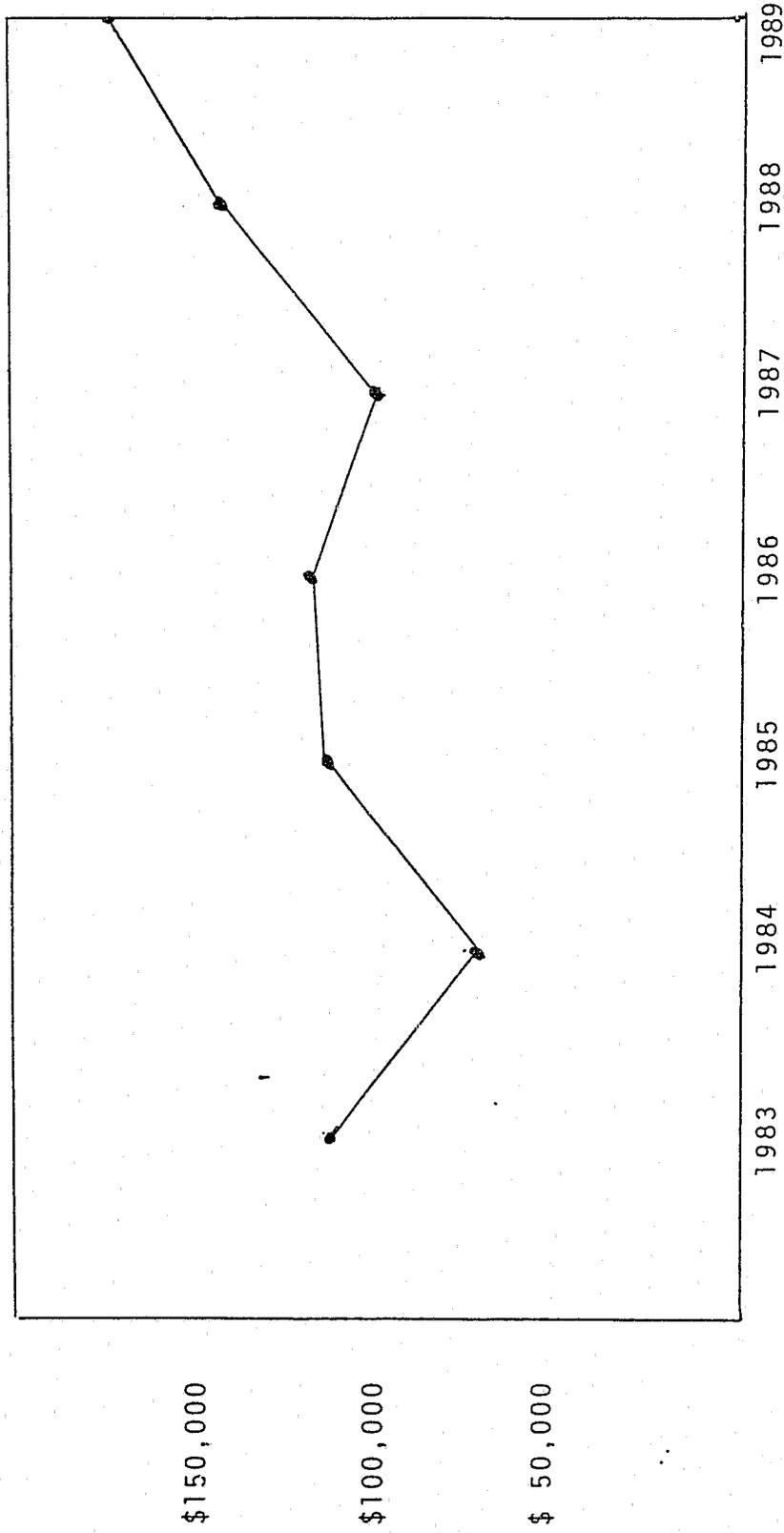
DEPARTMENT OF CORRECTIONS'
DIVISION OF PROBATION & PAROLE
CASELOAD GROWTH 1985 - 1989



RESTITUTION COLLECTED - ADULT PROBATION



RESTITUTION COLLECTED - JUVENILE PROBATION



Intensive Supervision Program (ISP)

Legislation authorizing the Intensive Supervision Program (ISP) was passed in 1986. This bill was very controversial and was passed by only one vote. Because of the many concerns expressed, it was imperative that the Division of Probation and Parole establish rigid guidelines for eligibility in order to ensure the safety of the community.

The purpose of the ISP program is to reduce the prison population. After evaluating the program for eleven months, the Department proposed new legislation that would reduce the minimum sentence for eligibility for ISP from three years to eighteen months. There is currently a bill pending that would allow higher-risk prisoners to be placed on ISP, but, by reducing the number of prisoners to be supervised and increasing the ISP teams to three people, the Department believes that the community would not be at greater risk. The bill would also provide an intermediate sanction for probation revocations by placing those who qualify on ISP.

The new changes would:

1. Allow those prisoners previously convicted of a crime that required a mandatory minimum sentence to be eligible for consideration for ISP, if they had served the mandatory time in an institution.
2. Enable those prisoners convicted of more serious crimes, e.g., assault or crimes committed with a dangerous weapon or firearm, to be eligible for consideration for ISP, after they had served a minimum of two years in an institution. These decisions would be at the judges' discretion, after concurrence by the Division of Probation and Parole.
3. In addition, those people who are on probation and have their probation revoked for a period of six to eighteen months could, if recommended by the Division and the court, serve their time on ISP.

The results of a study done in Penobscot County (1/1/86 to 2/8/87) showed that there were 251 convicted felons, 21 of whom were convicted of violent crimes. Of the 230 cases eligible by crime and sentence, only 34 met the sentencing requirements. Had the amendment to the statute, passed on April 6, 1988, reducing the minimum sentence from three years to 18 months, been in effect, 47 more convicted felons would have been eligible for consideration for ISP. If the currently-proposed legislation is passed, 25 additional offenders could be considered for ISP.

With the amended version and the proposed legislation together, an additional 72 offenders could have been considered for ISP in Penobscot County alone.

Because of the success of the present Intensive Supervision Program and the Department's ongoing attempt to reduce prison overcrowding, the expansion of the ISP program, to include at least one ISP Team in each county, is recommended. However, there would still be geographical limitations in most counties.

The ISP Teams should consist of three people, which would allow for additional coverage and for ISP Team members to take earned leave. In addition, the maximum number to be supervised by each Team should be reduced to 15 prisoners.

The addition of these 12 ISP Teams would increase the total capacity of ISP by 120 prisoners. The new legislation should enable the existing ISP Teams to operate at full capacity.

The following is a summary of ISP transactions completed as of February 28, 1990. (ISP became effective August 29, 1986, and the first ISP prisoner was sentenced in March of 1987.)

Number sentenced to ISP:

Directly to ISP	87
Split Time (required to serve some institutional time)	124
*Accepted from institutions after sentencing	<u>16</u>
Total	227
Number presently on ISP (in community)	73
Number satisfactorily completing ISP	94
Number of Revocations:	
Technical Violations:	22
**New Crime	5
Number serving time in institutions but to be released on ISP	<u>38</u>
Total	265
Total number on probation (as of February 28, 1989)	9,244

* Persons eligible, but not requesting ISP at the time of their sentencing, may, upon a motion submitted by the Department of

Corrections, have their sentences modified by the sentencing court to allow for ISP.

- ** 2 for OUI/Habitual Offender
 - 1 for Escape (left state, apprehended in Florida)
 - 1 for Operation of a Motor Vehicle After Suspension
 - 1 Possession of Marijuana

Training

The Division of Probation and Parole has developed a comprehensive training plan for both in-service and ongoing training programs.

Ongoing and in-service training allows for general professional development, with specialization in some areas, such as: self defense, search and seizure, legal and liability issues, confidentiality, basic counseling, substance-abuse specialization, etc. An additional advantage to ongoing training is that it allows officers to develop specialized expertise, which can be used in critical situations. Since liability issues are becoming a much greater concern, with the expansion of community corrections' programs, ongoing training is needed to reduce the risks inherent in community corrections.

The orientation and entry-level training focuses on the philosophy and mission of the Division, its relationship to the criminal justice system, juvenile diversion, probation, parole, supervision, casework, legal orientation, investigations, interstate compact, security and control, firearms, and all investigatory duties. The purpose of the entry-level and orientation training is to provide Probation and Parole Officers (PPOs) with the basic skills to perform the duties of an adult Probation and Parole Officer, a Juvenile Caseworker, or an Intensive Supervision Officer. This training is accomplished at the District level. The Division has compiled information for a training manual to assist the District Supervisors in the training of new personnel. The Department's proposed Staff Development Coordinator could organize, edit, and compile this information for the training manual.

The purpose of the entry-level and orientation training for secretaries is to provide them with an understanding of the Division of Probation and Parole and their role in it. It is proposed that a training program be developed by the Staff Development Coordinator.

The probation system must be strengthened so that it is an intermediate sanction/punishment, which is perceived as, and actually is, stringent, as well as the provider/broker of

treatment and other support services. In order to strengthen the system to make it more meaningful, additional resources are necessary. More Probation and Parole Officers and additional community programs, some of which have been previously described, are needed in order for the Division of Probation and Parole to more effectively supervise its clients.

RECOMMENDATIONS:

66. One Public Service Coordinator, who would also serve as an administrative assistant, should be hired for each District, as soon as resources permit.

(6) Administrative Assistants		
Personal Services	\$	166,566
All Other		16,194
Capital		<u>3,330</u>
	Subtotal:	\$ 186,090
	TOTAL:	\$ 186,090

67. The probation caseload ratio should be reduced to 1:75 for adults and 1:40 for juveniles by hiring 30 additional officers and creating two new districts, as soon as resources permit.

(30) Probation and Parole Officers		
Personal Services	\$	953,730
All Other		132,210
Capital		<u>46,650</u>
	Subtotal:	\$1,132,590

(2) District Supervisors		
Personal Services	\$	77,630
All Other		9,298
Capital		<u>2,798</u>
	Subtotal:	\$ 89,726

(2) Administrative Assistants		
Personal Services	\$	55,522
All Other		5,398
Capital		<u>1,110</u>
	Subtotal:	\$ 62,030

(2) Accountant II		
Personal Services	\$	48,608
All Other		5,398
Capital		<u>1,110</u>
	Subtotal:	\$ 55,116

(2) Clerk Typist III		
Personal Services	\$	42,500
All Other		2,598
Capital		<u>3,816</u>
Subtotal:	\$	48,914

(4) Clerk Typist II		
Personal Services	\$	78,244
All Other		5,196
Capital		<u>5,456</u>
Subtotal:	\$	88,896

TOTAL: \$1,477,272

68. The Department should strongly support L.D. 2098 to expand the use of Intensive Supervision so more prisoners would be eligible. The Department should establish ISP Teams in every county, which would result in twelve additional, three-person ISP Teams, plus six more ISP Officers to make current ISP Teams three-person teams, and 7 Clerk Typist IIs, as soon as resources permit.

(42) Probation and Parole Officers		
Personal Services	\$	1,335,222
All Other		193,368
Capital		<u>75,810</u>
Subtotal:	\$	1,604,400

(7) Clerk Typist II		
Personal Services	\$	148,750
All Other		9,093
Capital		<u>13,356</u>
Subtotal:	\$	171,199

TOTAL: \$1,775,599

69. Intensive Supervision should also be expanded to include a pilot project for juveniles. Three additional ISP Teams should be established, one each for Cumberland, Androscoggin, and Penobscot Counties, as soon as resources permit.

(6) Probation and Parole Officers		
Personal Services	\$	190,746
All Other		26,424
Capital		<u>9,330</u>
Subtotal:	\$	226,500

TOTAL: \$ 226,500

70. Each District should be provided with a restitution specialist, who has an accounting background, to handle both adult and juvenile restitution, as soon as resources permit.

(6) Accountant II		
Personal Services	\$	145,824
All Other		16,194
Capital		<u>3,330</u>
Subtotal:	\$	165,348
TOTAL:	\$	165,348

71. All probationers being transferred to another state should contribute to an escrow account to cover the cost of return to Maine, in case of a violation, by October 1, 1991. The amount would be contingent on the average cost of return from the state to which the individual is transferring, i.e., a small amount for New Hampshire and a large amount for California.

72. The Division of Probation and Parole should study the possibility of charging all adult probationers a probation fee, with such program to be handled by the restitution specialist in each District, and make recommendations to the Commissioner by September 30, 1990.

73. An additional seven clerical personnel should be hired to provide for at least one person in each suboffice, as soon as resources permit.

(7) Clerk Typist III		
Personal Services	\$	148,750
All Other		9,093
Capital		<u>13,356</u>
Subtotal:	\$	171,199
TOTAL:	\$	171,199

74. The Division of Probation and Parole should develop a comprehensive management plan, to include validation of risk scale items, addition of a formal needs scale, and development of a formal reassessment process, by January 1, 1991.

75. The Division of Probation and Parole's training proposal should be implemented, as soon as resources permit. (This recommendation and cost are also included in the Staff Development and Training Section.)

Annual Training Conference for PPOs	\$	20,000
Annual Training Conference for Secretaries	\$	6,000
Central Office Training Fund	\$	12,000
Individual Training Allotments for PPOs (\$610 per PPO)	\$	64,275
Individual Training Allotments for Secretaries (\$75 per secretary)	\$	<u>1,725</u>
All Other	\$	104,000
TOTAL:	\$	104,000

76. The Department should increase funding for Mental Health Counseling Services from \$382,495 to \$482,495, as soon as resources permit. (Note: Additional funds for sex-offender services for probationers are listed under the section on Sex-Offender Services.)

All Other	\$	100,000
TOTAL:	\$	100,000

77. The Department should increase the amount of money available to Probation and Parole for Emergency Services from \$69,000 a year to \$120,000 a year, as soon as resources permit.

All Other	\$	51,000
TOTAL:	\$	51,000

78. The Department should fund a pilot project in one District to provide a substance-abuse evaluation for all Pre-Sentence Investigations, to include recommended treatment programs, as well as the development of programs needed to provide that treatment, as soon as resources permit.

(2) Substance Abuse Counselors		
All Other	\$	60,644

Purchase/develop necessary treatment services, based on the evaluations

All Other \$ 100,000

Subtotal: \$ 160,644

TOTAL: \$ 160,644

79. The Department should establish a Substance-Abuse Halfway House for probationers, who would work during the day and receive substance-abuse counseling/programming evenings and weekends, as soon as resources permit.

Operating Costs (\$337,900)

Start-up Costs (\$60,000)

All Other \$ 397,900

TOTAL: \$ 397,900

80. Urinalysis testing should be expanded in all Districts, by ensuring all District Offices have urinalysis machines and by providing funds to purchase the necessary chemicals, as soon as resources permit.

All Other \$ 50,000

TOTAL: \$ 50,000

TOTAL DIVISION OF PROBATION AND PAROLE COST: \$4,865,552

INSTITUTIONAL PROGRAMS

MENTAL HEALTH SERVICES

The Department of Corrections offers an array of psychological/psychiatric services to prisoners at all its major facilities. Depending on the site, psychiatrists and psychologists are retained on either a full-time or contractual basis. In addition, caseworkers and other staff are employed for a variety of therapeutic and evaluative needs.

At the Maine State Prison and Maine Correctional Center, part-time contractual psychiatrists and full-time psychologists are employed to respond to the needs of the prisoners, staff, and administration. Services include individual, one-on-one therapy; group counseling; psychiatric evaluation and recommendations; prescriptive medication, with follow-up monitoring; and psychiatric therapy. The mental health staff also provide counseling and consultation to line staff and the administration, with respect to job stress, and advise on dealing with certain prisoners. All mental health services are coordinated through the classification process.

Mental Health services at the Department's adult facilities are described below.

Maine State Prison

Ongoing mental health services at the Maine State Prison are provided by seven full-time correctional caseworkers, three psychologists, and a part-time psychiatrist, for eight hours/week. The caseworkers, responsible for upwards of 600 prisoners, including the Bolduc Unit, have a ratio of one caseworker to eighty-five prisoners, and are able to see approximately forty clients each week, for a total of 280 prisoners. The forty contact hours per week, per caseworker, do not include the necessary administrative and report writing time. The caseworkers have extensive waiting lists.

The three, full-time psychologists provide both individual and group therapy sessions. Together, the psychologists see a total of seventy-five prisoners per week. Again, these contact hours do not include administrative time. There is an extensive waiting list for individual and group counseling.

The contract psychiatrist at the Maine State Prison is at the Prison for only four hours per week and may review up to twenty cases per week. The greatest need at the Prison in the area of mental health is for more psychiatric time, in order to reduce the extensive waiting list.

Maine Correctional Center

With a current population of approximately 513 prisoners, the Maine Correctional Center's mental health services include one casework supervisor, five full-time correctional caseworkers (not including one unfilled caseworker position), one consulting psychologist for 16 hours/week, two full-time psychologists, and one contractual psychiatrist, for eight hours/week. The current ratio of prisoners to caseworkers is 105 prisoners to one caseworker, with an extensive waiting list. The contractual psychiatrist is responsible for the care and treatment of all MCC prisoners. The current provider ratio for both the psychologists and the psychiatrist is totally inadequate, and additional services are desperately needed in all areas.

Charleston Correctional Facility

The Charleston Correctional Facility, with a population of about 122 prisoners, soon to be increased by 50 additional prisoners, has one full-time caseworker, two contractual psychologists, and no psychiatric services. One part-time psychologist, who visits the facility four hours a week, provides individual counseling and is responsible for all sex-offender services. The other psychologist works under a federal drug grant for four hours each week and provides clinical supervision for the substance-abuse counselors, as well as limited, one-to-one counseling for prisoners. As the population at Charleston grows, there will be a need for another caseworker and a psychologist to be shared between Charleston Correctional Facility and Bangor Pre-Release Center. This position would provide sex offenders with one-to-one counseling and possibly group therapy, in addition to meeting other psychological needs.

Downeast Correctional Facility

The Downeast Correctional Facility, with a population of 111 prisoners, has one full-time caseworker, one part-time (eight hours/week) psychologist, and a part-time (12 hours/week) MSW clinician, with a psychiatrist available on an emergency basis only. The caseworker sees between twenty-five and thirty prisoners per week, while the

psychologist and clinician each see approximately sixteen prisoners a week. When a prisoner needs a psychiatrist, he must be transported seventy miles to Ellsworth, since the psychiatrist will not travel to DCF. Consequently, one of Downeast's pressing needs is for psychiatric services at the facility. An additional 20 hours per week of psychological services are required.

Bangor Pre-Release Center

The Bangor Pre-Release Center, with a population of 50, has no in-house mental health services and requires one full-time correctional caseworker. Any prisoner in need of psychological services is referred to an institution that has these services available, generally Charleston Correctional Facility, Bangor Pre-Release Center's parent institution. As explained in the Charleston Correctional Facility's Mental Health Services' section, a full-time psychologist is needed to be shared between Charleston Correctional Facility and Bangor Pre-Release Center to meet both present and anticipated needs.

Central Maine Pre-Release Center

The Central Maine Pre-Release Center, with a current population of 57, has no in-house mental health services. Psychiatric emergencies are referred to Central Maine's parent facility, the Maine Correctional Center.

Bolduc Minimum Security Unit

The Bolduc Unit has no mental health services on site. Psychological and psychiatric services are provided by the Maine State Prison, on an as-needed basis. Prisoners in need of these services are returned to the Maine State Prison. The Bolduc Unit should have an on-site caseworker.

Because of the impact of an increasing population, the Department of Corrections' mental health services cannot meet the needs of its prisoners. Psychiatrists, psychologists, and social workers find themselves in a situation of crisis management, where relatively little time is devoted to ongoing therapeutic, diagnostic, and evaluative services, and more time is, by necessity, devoted to meeting with and evaluating prisoners, who have immediate, and often extreme, psychological needs. Consequently, the mental health staff in all facilities spend the majority of their time in dealing with immediate, rather than ongoing and follow-up, therapy. This method of operation prevents mental health staff from having any sense of continuity in their treatment procedures and places mental health services

on a day-by-day, incident-by-incident, mode of operation. Most prisoners who have either perceived psychological needs on a short-or long-term basis or those who have been diagnosed as having such, do not have the opportunity to meet with mental health staff, except in a crisis situation. There is little or no opportunity for ongoing mental health treatment. If more staff were available at the facilities, the work load could be better distributed among specialized staff. For example, a licensed clinical social worker could do initial work-ups, screening, and diagnosis, while psychologists offered in-depth counseling and continuing therapy.

RECOMMENDATIONS:

81. The Department of Corrections should hire additional mental health staff, to include psychology interns, licensed clinical social workers, and full-time psychologists and psychiatrists, as soon as resources permit.

Maine State Prison

(1) Mental Health Worker V		
Personal Services	\$	27,861
All Other		1,299
Capital		555
	Subtotal:	\$ 29,715
Psychiatric Services (24 hrs/week @ \$75.00/hr)		
All Other	\$	93,600
Computer Software for MMPI		
All Other	\$	2,250
	MSP Total:	\$ 125,565

Maine Correctional Center

(1) Mental Health Worker V		
Personal Services	\$	27,861
All Other		1,299
Capital		555
	Subtotal:	\$ 29,715
(2) Correctional Caseworkers		
Personal Services	\$	55,722
All Other		2,678
Capital		1,110
	Subtotal:	\$ 59,510

(1) Clerk Typist III		
Personal Services	\$	21,250
All Other		1,299
Capital		<u>1,908</u>
Subtotal:	\$	24,457
(1) Psychologist II		
Personal Services	\$	37,141
All Other		1,299
Capital		<u>555</u>
Subtotal:	\$	38,995
(1) Psychologist III		
Personal Services	\$	39,717
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	41,611
Psychiatric Services (8 hrs/week @ \$100.00/hr)		
All Other	\$	41,600
MCC Total:	\$	235,888

Charleston Correctional Facility

(1) Psychologist III		
Personal Services	\$	39,717
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	41,611
(1) Correctional Caseworker		
Personal Services	\$	27,861
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	29,755
CCF Total:	\$	71,366

Downeast Correctional Facility

(1) Psychologist III		
Personal Services	\$	39,717
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	41,611

Psychiatric Services (16 hrs/week @ \$75.00/hr)		
All Other	\$	62,400
Penile Plethysmograph and Lab Materials Capital	\$	7,500
DCF Total:	\$	111,511

Bangor Pre-Release Center

(1) Correctional Caseworker Personal Services	\$	27,861
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	29,755
BPRC Total:	\$	29,755

Central Maine Pre-Release Center

(1) Correctional Caseworker Personal Services	\$	27,861
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	29,755
Psychological Services (4 hrs/week @ \$85.00/hr)		
All Other	\$	17,680
CMPRC Total:	\$	47,435

Bolduc Unit

(1) Correctional Caseworker Personal Services	\$	27,861
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	29,755
Bolduc Total:	\$	29,755
TOTAL:	\$	651,275

82. The Department should determine the feasibility of establishing its own forensic unit by July 1, 1992.

TOTAL MENTAL HEALTH SERVICES' COST: \$ 651,275

SUBSTANCE-ABUSE SERVICES

Substance-abuse services in the Department of Corrections' facilities range from large, on-going programs in the larger facilities - Maine State Prison and Maine Correctional Center - to limited programs in the smaller facilities. All the substance-abuse programs operate on an outpatient, rather than an inpatient, treatment model. There is no substance-abuse treatment program isolated from the rest of an institution. Prisoners must attend substance-abuse counseling in competition with all other security and treatment requirements. In addition, the phases through which a prisoner must pass, from the substance-abuse introduction phase to final, individual counseling, may take longer than the prisoner has to serve, which means that, more often than not, treatment is incomplete by the prisoner's release date.

Each facility has a step program, the successful completion of which is necessary before entry into the next phase. Post-release follow-up is nonexistent. While all facilities combine in-house substance-abuse programming with both Alcoholics Anonymous and Narcotics Anonymous, no follow-up program, except continuation in outside AA and NA programs, is possible. Some institutional programs tie successful substance-abuse program involvement, whether voluntary or mandatory, into end-of-sentence privileges, such as furloughs or work release. While this approach encourages prisoners to avail themselves of substance-abuse programming, it puts pressure on the limited substance-abuse treatment staff, with respect to the number of prisoners applying to a particular program.

Prisoners convicted of drug crimes, such as possession of and/or trafficking in scheduled drugs, or alcohol-related crimes, such as vehicular manslaughter or habitual OUI offenses, are often sentenced to a period of incarceration, followed by a period of probation, with mandatory substance-abuse treatment as a condition of probation. Probation, with its conditions, is often ordered to begin concurrently with the incarceration. This mandated treatment places enormous demands on the current substance-abuse programs.

Substance-abuse services at the Department's adult facilities are described below.

Maine State Prison

Maine State Prison, with a population of 500 prisoners, plus 84 at the Bolduc Unit, provides substance-abuse treatment, in conjunction with AA and NA, to all prisoners,

both inside the walls and at the Bolduc Minimum Security Unit. The Prison contracts with a substance-abuse treatment provider for three counselors. By the end of March, the Prison will have hired two state substance-abuse counselors, one of whom will be licensed and responsible for the coordination of the program. There are 150 to 200 prisoners involved in the substance-abuse program at any one time. Thirty to fifty of those prisoners participate in AA, and a Narcotics Anonymous program has just begun. Alcoholics Anonymous meets weekly, both inside the Prison and at the Bolduc Unit. Narcotics Anonymous meets on a weekly basis in the Prison. Individual and group treatment sessions are provided, along with educational sessions. Currently, the Maine State Prison has a waiting list for these substance-abuse treatment programs and requires an additional substance-abuse counselor.

Maine Correctional Center

The Maine Correctional Center, with a population of approximately 557, including 44 at the Southern Maine Pre-Release Center, has a substance-abuse program enrollment of approximately 175 prisoners. Maine Correctional Center substance-abuse staff consist of two contractual positions and four state positions, of which three are new and are in the process of being filled.

At present, the three, full-time staff members, one of whom is a part-time administrator, provide services for all 175 substance-abuse program participants. Each caseworker serves about sixty prisoners, in various stages of substance-abuse therapy, per week. In addition, the three caseworkers conduct all assessments and all individual and group treatment. With the increasing population, MCC requires additional substance-abuse treatment staff.

The substance-abuse treatment program has close ties with Alcoholics Anonymous, Al-Anon, and Narcotics Anonymous. Al-Anon serves a total of ten female prisoners in a self-help group, for one and a half hours per week, with no waiting list. There are three Alcoholics Anonymous Groups a week, with an active membership of fifty prisoners, and no waiting list. Narcotics Anonymous involves twelve prisoners in a weekly group of one and a half hours. There is no waiting list for Narcotics Anonymous.

Since many prisoners are required to be involved in substance-abuse programs as a condition of probation, the Maine Correctional Center substance-abuse staff have far too many prisoners to handle effectively. With three new

positions recently authorized, the waiting list should be greatly reduced and a program established at the Southern Maine Pre-Release Center. There is an immediate need for program space for the incoming staff.

Charleston Correctional Facility

Charleston Correctional Facility, with a prisoner population of about 122, has two substance-abuse counselors, who are available for sixty hours a week. Each counselor provides approximately 30 hours of one-to-one services per week. Also, offered are two therapy groups, one educational group, one Alcoholics Anonymous meeting, and one Narcotics Anonymous meeting per week. One counselor is available on a forty-hour-per-week contract basis, while the second, a federal drug contract counselor, is available for twenty hours a week. In order to provide services to the additional 50 prisoners, once its new unit opens, CCF requires an additional full-time substance-abuse counselor, as well as a Clerk Steno III to do the necessary paperwork.

Downeast Correctional Facility

Downeast Correctional Facility, with a population of approximately 111 prisoners, provides substance-abuse counseling on a full-time, contractual basis. The substance-abuse counselor sees approximately thirty-two prisoners per week, conducts individual substance-abuse therapy, and runs the in-house Alcoholics Anonymous group. There is a waiting list for substance-abuse counseling. DCF needs an additional 20 hours/week of psychological services, as well as a full-time Clerk Steno III to do the necessary paperwork.

Bangor Pre-Release Center

Bangor Pre-Release Center, with a population of 50 prisoners, sponsors Alcoholics Anonymous and Narcotics Anonymous groups. Prisoners may attend one meeting weekly for both AA and NA. Prisoners are allowed to attend one AA meeting outside the facility, if escorted by an officer. Prisoners on the appropriate pass program level may attend up to two additional AA meetings outside the facility, with an approved sponsor. A full-time substance-abuse counselor is needed, as well as a Clerk Steno III for 20 hours/week.

Central Maine Pre-Release Center

Central Maine Pre-Release Center, with a current population of approximately 57 prisoners, does not have an established substance-abuse program, other than Alcoholics Anonymous and Narcotics Anonymous. All prisoners with substance-abuse problems are referred to one of those two programs. AA and NA are available once a week on grounds, and prisoners may participate in one off-grounds meeting per week. Central Maine Pre-Release Center needs a full-time substance-abuse counselor, as well as a Clerk Steno III for 20 hours/week.

Bolduc Minimum-Security Unit

The Bolduc Unit shares a substance-abuse counselor with the Prison. That counselor is available one evening per week for individual and group therapy at the Bolduc Unit. In addition, the Bolduc Unit sponsors Alcoholics Anonymous groups, which meet on Thursday nights, as well as a self-help group. The enrollment for AA is limited to ten prisoners, and there is no waiting list. Narcotics Anonymous, which just began at the Prison, is not yet being offered at the Bolduc Unit.

One of the substance-abuse counselor positions at the Prison will be used full-time for the Bolduc Unit and will provide individual and group sessions.

Since the Department estimates that 85% - 90% of its prisoners abuse substances or were under the influence of substances when they committed the offenses for which they are incarcerated, additional staff are necessary to provide these services to all prisoners in need of them. Other programs would enhance the provision of these services, as well.

Because the Maine Correctional Center has the most extensive substance-abuse treatment program, the Department should consider establishing an inpatient treatment unit in an existing housing unit. Many prisoners could benefit from an intensive residential treatment program, such as the 28-day programs provided at various hospitals, as well as a pre-release and post-release treatment component. A separate unit would permit substance-abuse treatment personnel to isolate substance-abusing and addicted prisoners for intensive therapy, without interference from other activities. Such a unit is especially important for incoming prisoners who need initial and intensive introduction and orientation to substance-abuse programming, as well as the intensive treatment.

With the increase in population at all facilities, it is necessary to increase substance-abuse services. Currently, prisoners must wait several weeks to be interviewed for substance-abuse counseling, and, many times, they are not able to avail themselves of such counseling before their release dates. An increase in staff coverage would accomplish two things: it would provide more constant contact with those prisoners whose involvement is tenuous, and it would allow for immediate access to services for new prisoners who otherwise might lose interest in the rehabilitation process or become too involved in work or other programming. As it is now, one of the key ingredients to any counseling procedure, follow up, is impossible with the limited number of staff.

In the pre-release centers, contractual substance-abuse counselors provide all substance-abuse counseling services, including end-of-sentence counseling. Often, the intensive individual and group therapy sessions that are needed before a prisoner is released are not possible because the substance-abuse counselor is only available once a week. If each of the pre-release centers had at least one substance-abuse counselor at the facility, ongoing substance-abuse counseling and follow-up services could be provided on a regular basis.

RECOMMENDATIONS:

83. MCC should determine if there is an existing unit which could serve as an intensive residential treatment unit for substance abusers by October 1, 1990.
84. The Maine Correctional Center should identify additional space for its substance-abuse treatment program, or, if no such space exists, it should develop recommendations regarding how to obtain such space for the Commissioner's consideration by August 1, 1990.
85. Additional substance-abuse counselors and support staff should be hired for all facilities, as soon as resources permit.

Maine State Prison

(1) Alcohol Rehabilitation Counselor II		
Personal Services	\$	28,971
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	30,865
MSP Total:	\$	30,865

Maine Correctional Center

(2) Alcohol Rehabilitation Counselor II		
Personal Services	\$	57,942
All Other		2,678
Capital		<u>1,110</u>
Subtotal:	\$	61,730
(1) Psychologist III		
Personal Services	\$	39,717
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	41,611
MCC Total:	\$	103,341

Charleston Correctional Facility

(1) Alcohol Rehabilitation Counselor II		
Personal Services	\$	28,971
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	30,865
(1) Clerk Typist III		
Personal Services	\$	21,250
All Other		1,299
Capital		<u>1,908</u>
Subtotal:	\$	24,457
CCF Total:	\$	55,322

Downeast Correctional Facility

(1) Clerk Typist III		
Personal Services	\$	21,250
All Other		1,299
Capital		<u>1,908</u>
Subtotal:	\$	24,457
DCF Total:	\$	24,457

Bangor Pre-Release Center

(1) Alcohol Rehabilitation Counselor II		
Personal Services	\$	28,971
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	30,865
(.5) Clerk Typist III		
Personal Services	\$	10,625
All Other		1,299
Capital		<u>1,908</u>
Subtotal:	\$	13,832
BPRC Total:	\$	44,697

Central Maine Pre-Release Center

(1) Alcohol Rehabilitation Counselor II		
Personal Services	\$	28,971
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	30,865
(.5) Clerk Typist III		
Personal Services	\$	10,625
All Other		1,299
Capital		<u>1,908</u>
Subtotal:	\$	13,832
CMPRC Total:	\$	44,697
TOTAL:	\$	303,379

TOTAL SUBSTANCE-ABUSE SERVICES' COST: \$ 303,379

SEX-OFFENDER SERVICES

Over the past several years, there has been a dramatic increase in the number of offenders committed to the Department of Corrections for sex offenses. According to the "Task Force Report to the Commissioner for the Management and Treatment of the Adult Sex Offender Under Custody to the Department of Corrections," dated May 11, 1988, in 1980, eight percent of the commitments to the Department were for sex offenses, while in 1987, the percentage jumped to 21%. As of March, 1990, 31% of prisoners were committed for sex offenses. These figures do not include prisoners who had previously been incarcerated for sex offenses but are now serving sentences for another charge nor did it include offenses which may have been sexually motivated but for which the charge was not for a sex offense.

A description of the existing services being provided at the adult institutions and by the Division of Probation and Parole follows.

Probation and Parole

The Division of Probation and Parole is supervising over 9,000 individuals, both juveniles and adults. The Division's staff conservatively estimate that about 15% of their clients have been convicted of a sex offense. The majority of sex offenders incarcerated in the state system also receive long sentences of probation on their release from incarceration or beginning simultaneously with their incarceration. For many of these offenders, a condition of probation is sex-offender counseling. The increasing number of convicted sex offenders, coupled with lengthy terms of probation requiring sex-offender counseling, will result in an increased need for community-based, sex-offender counseling services.

At the present time, each of the six Probation and Parole Districts has a minimal number of contractual services, which provide for the treatment of sex offenders. It has been very difficult to persuade the Community Mental Health Centers to provide these services, and, thus, the Department has found it necessary to designate funds to increase the capability of the Division of Probation and Parole to purchase the necessary services for sex offenders.

Maine State Prison/Bolduc Minimum Security Unit

The Maine State Prison began offering special treatment services for sex offenders in 1981. The program began with one psychologist and a Correctional Caseworker, each dedicating approximately 20 hours a week to the program. The treatment program currently consists of two components:

1. The first component requires the offender to complete an educational class, which meets once a week, for about an hour and a half, for four months.
2. The second component consists of group therapy, involving eight to 12 offenders, with cofacilitators, in each group. Each group meets weekly for two to three hours. At the present time, there are an educational program and one group at MSP and one group at the Bolduc Unit. Referrals to appropriate treatment programs in the community are made, when available, for those prisoners being discharged directly from the Prison to the community.

Maine Correctional Center

The Maine Correctional Center had a similar sex-offender treatment program, consisting of an orientation/educational component and a group therapy component. The two-hour orientation classes were held once a week for eight weeks. The therapy groups, with cofacilitators, met approximately for one and one-half hours each week. It was necessary to suspend the sex-offender treatment program at MCC in November 1989, because the 20 hours a week that the psychologist was devoting to this program had to be used for general and emergency psychological services, due to a temporary lack of psychological services at the facility. MCC has recently hired a new, full-time psychologist, and the existing psychologist will again provide at least 20 hours a week to the sex-offender program. MCC has also hired a cofacilitator to work with the psychologist, and the program is expected to begin again by the end of March.

Downeast Correctional Facility

The Downeast Correctional Facility provides a sex-offender treatment program through a contractual psychologist and contractual social worker. This program is structured in a manner similar to the Maine State Prison's, in that there is an ongoing educational group, with open enrollment. At

this time, Downeast has one therapy group. It will soon be necessary to expand the program by starting a second therapy group, since there is currently a waiting list. Presently, the majority of the prisoners (60%) at the Downeast Correctional Facility are sex offenders.

Charleston Correctional Facility

The Charleston Correctional Facility currently provides no specific treatment program for sex offenders. There is a psychologist under contract to CCF for four hours per week. He deals primarily with crisis intervention but, occasionally, will provide services to a few sex offenders. As recommended in the section on Mental Health Services, Bangor Pre-Release Center and Charleston Correctional Facility should share the services of a full-time Psychologist III, who would provide individual sex-offender counseling and possibly group therapy.

Bangor Pre-Release Center

In the past, some prisoners at the Bangor Pre-Release Center have been able to participate in the sex-offender treatment program offered by the Bangor Community Mental Health Agency. However, for the past year, no prisoners have been able to participate in that program, due to the long waiting list. As recommended in the section on Mental Health, the Charleston Correctional Facility and Bangor Pre-Release Center should share the services of a full-time Psychologist III to provide sex-offender counseling.

Central Maine Pre-Release Center

The Central Maine Pre-Release Center is able to offer, on a very limited basis through contractual arrangements, one or two sex offenders the opportunity to participate in a group therapy program offered by a private provider in the Augusta area. CMPRC has not been able to use any of the Regional Mental Health Services or any services from the Augusta Mental Health Institute because of the long waiting lists. Due to limited contractual dollars, it is currently not possible to meet the needs of sex offenders housed at CMPRC

Southern Maine Pre-Release Center

At this time, the Southern Maine Pre-Release Center offers no treatment program for sex offenders. Special exceptions to participate in the MCC program were occasionally made if a prisoner had been involved in the program while at the

Maine Correctional Center. Once the program at MCC is reestablished, it may be possible for a few sex offenders at SMPRC to participate in that program.

All facilities with sex-offender treatment programs have waiting lists. In addition, none of the sex-offender treatment staff has time to try to convince prisoners who are in denial to admit that they have a problem and should enter the treatment program.

The Department's recommended treatment program for sex offenders, which consists of four components, is described below.

1. Support groups would be available for sex offenders wherever they are located within the correctional system. This component would consist of a general education program and ongoing group therapy/individual treatment.
2. An Intensive Treatment Component, located within a correctional facility or in a separate facility, which would have a residential program where all staff, from security officers to caseworkers, psychologists, psychiatrists, etc., would have specialized training in the treatment of sex offenders, would be established. At this time, the Department would like to develop such a residential treatment program at both the Downeast Correctional Facility and at the Maine Correctional Center. An intensive treatment program would include the use of behavioral and psychological measurement techniques. The program would involve sex education individually prescribed to meet a prisoner's needs, victim empathy training, individual behavior therapy for relapse prevention, psychotherapy, family therapy, and behavioral therapy to address deviant sexual-arousal disorders. The length of stay in an intensive treatment program would depend on the needs and progress of each prisoner. The average stay would probably be between nine and 18 months, with some prisoners staying for as long as two and one-half to three years.
3. The Transitional Component would provide sex offenders, who are being released under supervision, with access to halfway houses, which would be established for the continuing treatment of sex offenders. These facilities would be operated by the Department. The programs within these facilities would be a continuation of the intensive residential treatment program. Prisoners would work in the

community and, whenever possible, would participate in community sex-offender treatment programs.

4. The Community-Based Treatment Component would be for sex offenders who are placed directly on probation at the time of sentencing, those who have completed a short period of incarceration, or those who are reentering the community after completing the intensive treatment program. In order to be successful, the community-based treatment program will require trained Probation and Parole Officers and sufficient sex-offender treatment programs throughout the state.

Probation and Parole Officers should be specially trained to supervise sex offenders in the community. Caseloads should be limited in order to provide the intensive supervision necessary. Immediate and long-term community services for sex offenders must be available on a statewide basis. These services must meet basic standards and quality assurance provisions.

According to the Task Force Report, the success of treatment programs depends on the continuum of care that is provided.

The Task Force concluded that a continuum of care is the most efficient and most important condition to create the highest likelihood for success and is the best protection against perpetrator recidivism. The way to expect treatment to have an impact on recidivism is to require the perpetrator to complete an entire course of comprehensive treatment. The perpetrator's participation in any one segment of a treatment plan does not indicate that the risk to the community has been lowered. It is only through participation in a complete treatment process, with a well-established continuum of care, that there is a meaningful rehabilitative process.

The Task Force recognized that the treatment of the sex offender is an ongoing and dynamic process. The various state-of-the-art programs all recognize that treatment, needs, and services continually change. The primary focus of sex offender treatment within the Department of Corrections is to protect the community and decrease the potential for recidivism and subsequent

victims. One important way to impact sexual abuse is to treat the sex offender.

Additional resources are necessary for all facilities in order to provide sex-offender treatment for prisoners who have mandated sex-offender treatment as a condition of probation or who are serving a split sentence, with probation beginning simultaneously with incarceration.

RECOMMENDATIONS:

86. The Department should attempt to persuade the Department of Mental Health and Mental Retardation to provide additional services to sex offenders through its Community Mental Health Centers by July 1, 1991.
87. The Department should establish new and expand existing community-based services for sex offenders, as soon as resources permit.
88. The Department should increase sex-offender treatment services in all facilities, to include an intensive treatment component at DCF by 1993 and one at MCC by 1995; through contractual community-service treatment funds for the Division of Probation and Parole; and in Central Office, as soon as resources permit.

Central Office

(1) Psychologist III		
Personal Services	\$	39,717
All Other		1,339
Capital		555
Subtotal:	\$	41,611
(.5) Computer Programmer		
Personal Services	\$	13,930
All Other		1,299
Capital		555
Subtotal:	\$	15,784
(.5) Clerk Typist II		
Personal Services	\$	9,781
All Other		1,299
Capital		1,364
Subtotal:	\$	12,444
Central Office Total:	\$	69,839

Probation and Parole

Community Programs		
All Other	\$	300,000
Management Information Program		
All Other		<u>50,000</u>
Subtotal:	\$	350,000
P & P Total:	\$	350,000

Maine State Prison

(1) Psychologist III		
Personal Services	\$	39,717
All Other		<u>1,339</u>
Capital		555
Subtotal:	\$	41,611
(.5) Teacher		
Personal Services	\$	13,930
All Other		<u>1,299</u>
Capital		555
Subtotal:	\$	15,784
(1) Human Services Caseworker Supervisor		
Personal Services	\$	32,830
All Other		<u>1,299</u>
Capital		555
Subtotal:	\$	34,684
(.5) Psychology Assistant		
(Behavioral Lab Technician)		
Personal Services	\$	12,152
All Other		<u>1,299</u>
Capital		555
Subtotal:	\$	14,006
(1) Clerk Typist II		
Personal Services	\$	19,561
All Other		<u>1,299</u>
Capital		1,364
Subtotal:	\$	22,224
MSP Total:	\$	128,309

Maine Correctional Center

(1) Human Services Caseworker Supervisor		
Personal Services	\$	32,830
All Other		1,299
Capital		<u>555</u>
Subtotal:	\$	34,684

Teacher (increase by 4 hours to bring up to 20 hours/week)		
Personal Services	\$	2,786

(1) Psychology Assistant (Behavioral Lab Technician)		
Personal Services	\$	12,152
All Other		1,299
Capital		<u>555</u>
Subtotal:	\$	14,006

(1) Correctional Caseworker		
Personal Services	\$	27,861
All Other		723
Capital		<u>399</u>
Subtotal:	\$	28,983

(1) Clerk Typist II		
Personal Services	\$	19,561
All Other		1,299
Capital		<u>1,364</u>
Subtotal:	\$	22,224

MCC Total: \$ 102,683

Downeast Correctional Facility

(1) Psychologist III		
Personal Services	\$	39,717
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	41,611

(2) Human Services Caseworker Supervisor		
Personal Services	\$	65,660
All Other		2,598
Capital		<u>1,110</u>
Subtotal:	\$	69,368

(1) Psychology Assistant (Behavioral Lab Technician)		
Personal Services	\$	12,152
All Other		1,299
Capital		555
Subtotal:	\$	14,006
(1) Correctional Caseworker		
Personal Services	\$	27,861
All Other		723
Capital		399
Subtotal:	\$	28,983
(1) Clerk Typist II		
Personal Services	\$	19,561
All Other		1,299
Capital		1,364
Subtotal:	\$	22,224
DCF Total:	\$	176,192

Charleston Correctional Facility

(.5) Correctional Caseworker		
Personal Services	\$	13,931
All Other		723
Capital		399
Subtotal:	\$	15,053
CCF Total:	\$	15,053

Central Maine Pre-Release Center

(.5) Correctional Caseworker		
Personal Services	\$	13,931
All Other		723
Capital		399
Subtotal:	\$	15,053
CMPRC Total:	\$	15,053
TOTAL:	\$	857,129

89. The Department should explore the possibility of establishing halfway houses for sex offenders, who require a structured setting while transitioning from a correctional facility to the community, by 1995.

TOTAL SEX-OFFENDER SERVICES' COST: \$ 857,129

MEDICAL SERVICES

The Department of Corrections operates outpatient clinics at all its facilities, except Central Maine Pre-Release Center. These facilities vary in the sophistication of medical care they provide. The Department presently does not have any infirmaries nor does it have a hospital where medical and rehabilitative services are offered for prisoners who have had a medical crisis or who are returning from surgery, chemotherapy, etc., from a community hospital.

When a prisoner is in need of nursing home care, he/she is placed under the supervision of the Maine Correctional Center and is transferred to a nursing home, with which the Maine Correctional Center contracts. Caseworkers, security, and support services from the Maine Correctional Center are provided to the prisoner at the nursing home in order to ensure that not only are his/her medical needs being met but also the necessary security coverage is being provided. It is not unusual to have from four to seven prisoners in a nursing home at any one time. As the prison population grows older, given the longer sentences, there will be a continuing and increasing need for long-term, nursing-home care.

No correctional facility specializes in the care of or provides an adequate physical plant for geriatric prisoners. Currently, many prisoners requiring geriatric care are housed at the Maine Correctional Center, but MCC does not provide all the necessary physical plant refinements for geriatric prisoners, let alone the caseworkers, psychologists, and other members of the Classification Committee, who have had special training in the care of geriatric prisoners.

As of February 2, 1990, the Department had 47 prisoners 50 years of age or older, of whom 13 are serving natural life sentences. The chart below shows the number of prisoners who are 50 or older.

<u>Age</u>	<u>Number</u>
50-55*	12 (6 serving life)
56-59*	6 (2 serving life)
60-65	17 (2 serving life)
66-70	9 (2 serving life)
71+	3 (1 serving life)

*Prisoners who will be at least 60 before their releases.

In addition to the above, there are 35 prisoners who are younger than 50, who are serving life sentences.

<u>Ages</u>	<u>#</u>								
48	2	43	6	38	2	32	1	23	1
47	1	42	2	37	3	28	3		
46	1	41	1	36	2	26	3		
44	2	40	2	33	2	24	1		

Given the number of prisoners serving life sentences or very long sentences of 25 years or more, it is essential that the Department take action to accommodate its growing elderly population. Prisoners who are 60 or older have a higher rate of medical impairments/problems than do nonincarcerated people who are 60 or older. Consequently, as long as the sentencing structure does not change, the need for a special housing area for geriatric prisoners will continue to increase.

For the last several years, the Department has recognized the need for a medical complex. One possibility the Department has considered is building such a complex on the grounds of the Maine Correctional Center. This option, however, is not feasible until the perimeter security fence of the Maine Correctional Center is completed.

A medical complex could also be included as part of a larger facility, which would also serve as a reception, diagnostic, and mental health facility. One advantage to this idea would be that all the medical, psychological, psychiatric, social work services, etc., would all be housed in one facility and could be shared by all components, as necessary. If such a complex were to be built some place other than the Maine Correctional Center, MCC would require an expanded outpatient clinic to serve its growing population. In this case, funds should be made available for a professional assessment of the medical needs of MCC and the best way in which to address those needs.

If located at the Maine Correctional Center, the medical complex could consist of four components. Medical staff and much of the common medical equipment, such as x-ray machines and whirlpool baths, etc., could be shared. The four components would include:

1. Outpatient clinic for the Maine Correctional Center:
The outpatient clinic would function as it currently does by taking care of the administration of medication, sick call, minor medical care, dental care, and psychiatric care for prisoners who are housed at the Maine Correctional Center.

2. Nursing Home Area: Within the building, there would be a designated area specializing in nursing home care for prisoners who require such care.
3. Rehabilitative Hospital Area: A hospital area would be designed to provide rehabilitative medical services for prisoners, whose illnesses, such as diabetes, cancer, severe digestive problems, AIDS, etc., are apt to have frequent crisis periods. This component would also provide services for prisoners returning from community hospitals after surgery or treatment, such as chemotherapy.
4. Geriatric Area: The fourth area in the medical complex would be designed to meet the special needs of geriatric prisoners. This area would contain equipment, ramps, chairs, showers, etc., necessary for both geriatric and physically-impaired prisoners.

This medical complex could have the necessary medical, nursing, psychiatric, psychological, and casework services, as well as correctional officers specially trained to deal with these special-needs offenders.

The Department is presently working with a subcommittee of the Joint Select Committee on Corrections to examine this area of concern and to develop recommendations regarding the location of such a complex and the number of beds needed.

The medical services currently available at the Department's adult correctional facilities are described below.

Maine State Prison

The Maine State Prison presently provides nursing coverage 24 hours a day, seven days a week, and has a full-time physician's assistant, a contractual medical doctor 20 hours a week, and a psychiatrist for eight hours per week. The clinic contains a dental room and an eye examination area, where the services are provided by contractual licensed agencies or individuals. The clinic requires more office, patient examination, and conference space. At a minimum, four more office spaces are needed, along with a general conference area where medical staff can meet to discuss cases with other medical people and staff of the Prison. Some of these renovations will be able to be accomplished through the recently-authorized 1989 Bond Issue.

Adjacent to that medical area, there should be a four-to six-bed infirmary for prisoners with temporary medical problems, such as flu, diabetic imbalance, etc., and for prisoners being returned from community hospitals and needing further recuperation. This facility could consist of a three-bay ward area and three separate rooms that could be secured, if necessary. This area would not serve prisoners who have long-term medical needs. Those prisoners should be housed in another facility outside the Maine State Prison.

Maine Correctional Center

The Maine Correctional Center presently has an outpatient clinic, with 16 hours-a-day coverage by nurses, two full-time physician's assistants, a medical doctor eight hours per week, and a contractual psychiatrist eight hours per week. The clinic has a dental area where a contractual agency provides dental services. The present clinical area requires additional office space, examination rooms, and conference space. There is no nursing coverage between 11 p.m. and 7 a.m., and those in need of medical attention during those hours must be taken to the emergency room of a local hospital to receive treatment. Nursing coverage should be extended to 24 hours a day. At this time, a small, auxiliary medication and examination area is provided in the new Multipurpose Unit, which serves to divide the limited medical staff.

Downeast Correctional Facility

The Downeast Correctional Facility provides 40 hours of nursing coverage a week. A Nurse II will be hired to provide weekend and additional weekday coverage. Sick call is conducted five days a week, and referrals are made to outside medical services, based on the findings and recommendations of the physician, who is under contract to the facility for up to two hours per week. A contractual psychiatrist provides services in Ellsworth for three or four prisoners, as needed. The dental services are provided by a contractual dentist in Machias. The prisoners at the Downeast Correctional Facility self-administer their medications. Nursing coverage should be provided 16 hours a day, seven days a week, so the nurses can administer medications to the prisoners. The Department has a number of medium-security prisoners who cannot be housed at DCF, because they are not competent enough to self-administer their medications.

The majority of DCF's population (60%) are sex offenders. There are many older prisoners at DCF, who require additional hours of nursing and psychiatric coverage.

Charleston Correctional Facility

The Charleston Correctional Facility operates a small, sick call area, with nursing coverage of up to 60 hours per week. Sufficient funds have been allotted to address the needs of the expanded prisoner population. The additional medical services will provide for the possibility of weekend coverage. Sick call is conducted, and, in consultation with the contracting physician, prisoners are referred to appropriate medical/dental services in the surrounding communities. Prisoners self-administer their medications. At this time, the medical program at the facility meets most of the medical needs of its prisoners.

Bolduc Minimum-Security Unit

The Bolduc Unit, which is within three and one-half miles of the Maine State Prison, brings prisoners, who are sick, to the attention of the medical clinic at the Maine State Prison. The clinic staff either go to the Bolduc Unit to make an assessment and provide treatment or refer the prisoner to the necessary medical services, either in the community or at the Maine State Prison clinic. Medications at this facility are administered by nurses from the Maine State Prison. This facility needs a small medical area in which to conduct sick calls, physicals, and the administration of medication. This unit should be run by a Nurse III, for at least eight hours a day, five days a week. It is inefficient for medical staff to come from the MSP clinic to the Bolduc Unit to do sick calls and administer medications four times a day, is a waste of professional time, and is a drain on the existing medical services that should be provided to prisoners inside the Prison itself.

Bangor Pre-Release Center

Bangor Pre-Release Center contracts for physician and nursing services to conduct sick calls and refer prisoners to community medical services, as deemed necessary by the contractual physician/nurse. This service is adequate to meet the needs of prisoners who are in this pre-release setting. Prisoners self-administer their medications.

Central Maine Pre-Release Center

The Central Maine Pre-Release Center currently contracts with a private agency for medical services and needs to contract for up to ten hours a week of nursing services, which will provide for a nurse to come to the facility to conduct sick calls and to meet medical needs upon demand. This facility refers prisoners to community medical services, as deemed appropriate by the contractual agency.

Southern Maine Pre-Release Center

Southern Maine Pre-Release Center, located adjacent to the Maine Correctional Center, provides medical services to its prisoners through the outpatient clinic located at the Maine Correctional Center.

RECOMMENDATIONS:

90. The Department should seek funds to expand current medical coverage, support, and space, to include infirmaries, to provide needed services and coverage in all facilities, as soon as resources permit.

Maine State Prison

The Department should develop a plan for expanding the medical area to include at least four more offices, conference space, and a four-to-six bed infirmary by October 1, 1990.

Maine Correctional Center

(1) Nurse III		
Personal Services	\$	35,100
All Other		90
Subtotal:	\$	<u>35,190</u>

If the auxiliary clinic is to continue, an additional 3.5 Nurse IIs will be necessary.

(3.5) Nurse II		
Personal Services	\$	113,673
All Other		315
Subtotal:	\$	<u>113,988</u>

Provide funds for a professional assessment of MCC medical needs, if the medical complex is not located at MCC.

All Other \$ 100,000

MCC Total: \$ 249,178

Downeast Correctional Facility

(1.5) Nurse II
Personal Services \$ 48,717
All Other 135

Subtotal: \$ 48,852

Funds should be made available to design a small infirmary for DCF.

All Other \$ 45,000

DCF Total: \$ 93,852

Bolduc Unit

(1) Nurse III
Personal Services \$ 35,100
All Other 90

Subtotal: \$ 35,190

Bolduc Total: \$ 35,190

Central Maine Pre-Release Center

Nursing Services (10 hrs/wk @ \$25.00/hr)
All Other \$ 13,000

CMPRC Total: \$ 13,000

TOTAL: \$ 391,220

91. The Department should seek funds, as soon as resources permit, to assess the medical needs of the Department and to develop a plan to meet those needs. The plan should address, at a minimum, the need for rehabilitative hospital care, nursing homes, and geriatric care, as well as the number of beds necessary to meet those needs into the next century.

All Other \$ 75,000

TOTAL: \$ 75,000

TOTAL MEDICAL SERVICES' COST: \$ 466,220

EDUCATIONAL PROGRAMS

The Department of Corrections' commitment to educational programming is inclusive of all facilities for which the Department is responsible: Maine Correctional Center, Maine State Prison, Maine Youth Center, Downeast Correctional Facility, Charleston Correctional Facility, the Bolduc Unit, Bangor Pre-Release Center, Southern Maine Pre-Release Center, and Central Maine Pre-Release Center.

Depending on the site involved, the Department offers broadbased educational programming, ranging from preliterate reading skills through adult basic education programs and vocational training to post-secondary college degree programs. In addition, the Department is working with the Department of Educational and Cultural Services to address the needs of prisoners who are mentally retarded and/or learning disabled and to clarify the role of the Department of Corrections and the Department of Educational and Cultural Services in regard to the law, with respect to responsibility for mentally-retarded and learning-disabled prisoners.

The Maine State Prison does not offer vocational education programs. It sends prisoners to the Bolduc Unit or the Charleston Correctional Facility for such programs. Pre-release centers, such as Central Maine Pre-Release Center, provide for secondary educational needs of prisoners through contract GED teachers or by using community educational programs.

All academic and vocational teachers in the system are certified through the Department of Educational and Cultural Services. Teachers are required, under both Department of Corrections' administration and Department of Educational and Cultural Services' requirements, to maintain State Teacher Certification.

The following breakdown of educational and vocational programs within the Department's adult facilities will provide a specific overview of each facility's educational programs.

Maine State Prison

The Maine State Prison, with a population of 500 prisoners, many of whom are older than the average prisoner in other facilities, has a small academic educational program. The Prison's academic offerings are divided into several categories. The first category is GED Training, which is provided to enrolled prisoners an average of two to three hours per week. This program offers a high school equivalency diploma, on a continuing basis, to all

interested prisoners. Currently, there are eleven prisoners pursuing their GEDs. Remedial Reading is offered on the same basis as GED Training. Because of the specialized nature of remedial reading, the Literacy Volunteer Program is used exclusively. There is no waiting list for the GED Program.

Maine State Prison has had an agreement with the University of Maine at Augusta for several years, whereby University faculty visit the prison regularly to offer basic courses in college science and English. Prisoners may work toward associate degrees in Liberal Studies. The program is ongoing in the spring and fall semesters, with two and one-half to three hours per week, per program. The present prisoner enrollment in the University of Maine at Augusta College Program is 28, and there is no waiting list.

In addition, the Maine State Prison offers typing, an art program, and an extensive computer science laboratory. Included in the computer science program, which involves up to ten prisoners at any one time, is the "combat group," a regularly-scheduled, individual computer-use program, which involves 23 prisoners, who pay \$10.00 a year to use the computers. The computer program depends on qualified prisoner instructors and would be greatly enhanced if there were a qualified computer instructor and more computers. The Maine State Prison has a prisoner teacher program, with six prisoner teachers, who assist the certified teachers in instructing their peers.

Some MSP classrooms require renovation, and additional equipment and support capital are also needed.

Bolduc Unit

The vocational unit at the Bolduc Minimum Security Unit has well-maintained and ongoing vocational programs, which include woodshop, wood refinishing, printing, upholstery, culinary arts, a Craftroom for for-profit crafts, and a number of auxiliary programs. At present, prisoners are involved in the combined academic vocational programming, taught by one teacher, seven vocational instructors, and one academic/vocational counselor. The Bolduc Unit requires some minimum capital improvements for its academic program.

Maine Correctional Center

The Maine Correctional Center's academic and vocational education department is the largest education department in

the Department of Corrections' adult facilities. The academic department includes a GED Program, currently enrolling 22 prisoners, who are involved an average of four and one-half hours per week. There are 30 prisoners in the Remedial Reading Program, which provides an average of five and one-half hours of programming per week. There is a waiting list of about 29 prisoners for these programs. It should be noted that 40% to 50% of the population reads below the fourth reader level. Twenty-two prisoners are enrolled in college courses, which ultimately lead to Associate Degrees in Liberal Studies. Prisoners have seven and one-half hours of courses per week. Two or three college courses are offered each semester through the University of Southern Maine and are open to all qualified prisoners. A program in math and reading for high school graduates, who do not have enough skills to continue with further education, is provided. An art program, which enrolls forty prisoners for four hours a week, and a pilot life-skills program, which has six participants for 20 hours per week, round out the academic program. If successful, the life-skills program will eventually involve a total of 20 prisoners.

The vocational program at MCC includes Graphic Arts, which involves eight prisoners for thirty hours a week; Business Education and Computers, with twenty-five prisoners; Automotive Reconditioning and Front-end Alignment, with ten prisoners; Meatcutting, with six prisoners; Welding and Metal Shop, with eight prisoners; Building Trades, with eight prisoners; and a Fleet Maintenance Program, with five prisoners.

The Educational Department at Maine Correctional Center involves approximately 239 prisoners, 42% of the total population at MCC. The educational staff comprises seven full-time academic faculty, including one School Principal, one Guidance Counselor, one Art Teacher, three teachers, and a Librarian. The vocational staff comprises eight full-time vocational instructors, including a non-certified meatcutting and slaughterhouse instructor. All academic and vocational instructors, with the exception of the meatcutting instructor, who is a Correctional Trades Instructor, are certified by the Department of Educational and Cultural Services.

However, to accommodate the continuing increase in population, three additional academic teachers, as well as a Clerk Typist, will be needed to eliminate the current waiting lists, develop an evening educational program, and provide basic education/GED to prisoners in the

Multipurpose Unit. The vocational program requires a Vocational Teacher for the meatcutting program, which is now taught by a Correctional Trades Instructor, and a Driver Education Teacher, as well as industrial machinery and additional computers.

Charleston Correctional Facility

Charleston Correctional Facility, which has a population of 122 prisoners, has an academic and vocational department which serves sixty prisoners, or approximately 50% of its population. Included in the academic department are GED courses, remedial reading, and computer-assisted instruction.

The vocational program, which includes Wood-Harvesting, Sawmill Operations, Building Trades, and Welding, enrolls twenty-four prisoners for 35 hours per week. There are waiting lists for the Building Trades and Welding programs.

There are three full-time academic teachers and four vocational teachers, as well as two teacher aides, funded under the federal Carl Perkins Act. This Act also funds the Wood-Harvesting and Sawmill Programs. Charleston requires two teacher aides to accommodate its growing population.

Downeast Correctional Facility

Downeast Correctional Facility's academic programs enroll 32 prisoners for an average of 2 hours per prisoner, per week. The principal focus of the academic programs is on the GED program and, for those prisoners whose skills are less advanced, the Adult Basic Education program. An External Credit Option, which leads to a high school diploma from Machias Memorial High School, is also available. Individual tutoring is available to all prisoners who wish to improve their skills in a particular area, such as reading, writing, or spelling, without enrolling in an academic program. Three prisoners are enrolled in a conversational French course. There is no waiting list for prisoners in any of the above-listed programs. A part-time Special Education teacher to work with learning-disabled prisoners would provide necessary services for those prisoners with special educational needs.

DCF offers no college courses but does provide assistance to prisoners interested in pursuing college-level correspondence courses. Such assistance includes, but is

not limited to, seeking financial aid and providing course monitors and test proctors. Three inmates are currently involved in correspondence courses.

Three vocational programs are offered: Building, Electrical, and Welding Trades. The Building and Welding Trades' programs are each six-months long, with a capacity of six prisoners at a time in each program. The programs are "open-ended," thus permitting a prisoner to enroll as openings occur, rather than wait for the beginning of a new class. Vacancies in the program are filled almost immediately, as each program has a waiting list of about four prisoners at any given time.

The Electrical Trades program, with an enrollment of six prisoners, was originally designed as a formal, six-month course, leading to licensure as an apprentice electrician. Last year, the Legislature passed a bill which would allow restructuring of the program to a full year and would lead to a Journeyman-in-Training license. This change has not yet been implemented, due to a lack of funds necessary to purchase the additional training materials required.

All vocational programs serve a dual function, in that the prisoners perform facility- and community-support projects as part of the instruction. Each prisoner involved in the programs works an average of 33 hours per week, not including any study required outside the classroom. Only the salaries of the teachers and the vocational trades instructors are funded. To make the vocational programs fully accreditable, additional funding for equipment and training materials is required, and additional space is needed for the Electrical Trades' program.

The 1989 bond issue authorized the installation of a boiler in the Training Center (location of the adult education department and two of the vocational programs) and additional classroom space.

Bangor Pre-Release Center

Most of Bangor Pre-Release Center's educational programming takes place at the Learning Center at Bangor Adult Basic Education Program. One prisoner is enrolled in the University of Maine at Orono. Prisoners are offered the opportunity for GED, remedial reading, and college courses on a part-time basis. Currently, no one is participating in these programs. Prisoners wishing to participate in vocational educational programs may attend the Eastern Maine Vocational Technical Institute one or two evenings a

week. The current educational programs at the Bangor Pre-Release Center are sufficient to meet the needs of the prisoners housed there.

Central Maine Pre-Release Center

The only educational programming at Central Maine Pre-Release Center involves one prisoner who studies part time at the University of Maine at Augusta. There is no GED or Remedial Reading Program at this time, due to the resignation of the contract teacher. Three prisoners attend the Capitol Area Regional Vocational Training Center part time.

The school departments at each of the Department's adult facilities are neither traditional schools nor are they separate departments within each institution. They provide education in the sense that they offer various levels of schooling to the prisoner population, including basic reading and basic literacy skills, GED preparation and diploma certification, college courses and associates degrees. The Department's educational curricula do not have to be approved by any state department, there is little or no classroom teaching, and there is no one administrative unit to oversee all the necessary interaction between disciplines. Most school units would benefit from more coordination among their own programs. For example, in many cases, reading operates as its own unit, GED is an independent program, and vocational education has no direct link with anything but its own craft.

In addition to the need for more cohesiveness within the academic sector of correctional education and between the ordinarily disparate units of activity, which include vocational education, more prisoners should be encouraged to become involved in educational programming. At present, prisoners prefer to be involved in vocational education, because they can earn additional good time and what they believe to be more valuable skills in terms of work. In addition, many prisoners are not made aware of the benefits of education, be it academic or vocational. If present school departments are seen as isolated units of activity, which have no connection to each other or to the remainder of the institution, there is little attraction for the reluctant prisoner to become involved. School participation, if appropriate, should be an essential component of correctional programming, i.e., a prerequisite for work release, furloughs, etc., provided the necessary resources are in place for all eligible prisoners to participate.

Traditionally, correctional education has involved itself in basic educational skills and vocational trades. Today, the world of work offers a much broader range of basic skill occupations, to even those with minimum formal education, that far transcends GED and a vocational welding course. A broader range and a more sophisticated spectrum of correctional education need to be considered for current correctional education. For example, there are many occupations requiring basic computer skills that did not exist ten years ago. Entry-level data processing is a skill that could be acquired by most prisoners with moderate skills within a relatively short period of time. It also contains the hidden value of requiring basic education, such as literacy and high school diploma equivalency.

In summary, the basic correctional educational programming in Maine needs to be brought up-to-date. Instead of islands of activity represented by basic academic and vocational course work, a coordinated and comprehensive educational system should be instituted, to include modern, up-to-date, world-of-work skills. Moreover, the concept of correctional education as a viable rehabilitative tool should be encouraged and fostered throughout the Department. Correctional education, from basic literacy through advanced academic and vocational skill training, should be seen as a potent force against recidivism. Other states have recognized the importance of education and have, as a result, significantly reduced the number of recidivists. For example, since 1976, the Illinois Department of Corrections' Vienna Correctional Center has maintained a close relationship with Southeastern Illinois College, which sponsors and maintains Vienna's comprehensive academic and vocational program. As of 1989, Vienna has a 2% recidivism rate. Virginia has instituted a policy to prevent prisoners in its custody from being released before they have achieved either basic reading skills or a GED. There is also pending federal legislation (S. 181) to "require states to assure that prisoners have training in a marketable job skill and basic literacy before releasing them on parole."

There are several options, which the Department might pursue, to develop such an educational philosophy.

Option 1: In order to bring correctional school departments on line with public schools, there are two possibilities to examine. The first possibility involves having the Department of Educational and Cultural Services approve the school departments in the two largest facilities, MSP and MCC. In this case, both school departments would come under the aegis of the Department of Educational and Cultural Services and would be required to file curricula and educational

plans with DECS, in order to comply with the same standards of education as the public schools.

The second possibility involves registering one or both of these facilities as a School Administrative District. Both of these suggestions would, in one way, force a superficial sense of organization on the respective school departments and would require them to comply with a statewide mandate on school organization and performance. Moreover, linkages would be established between correctional education in Maine and the public school system. Teachers would be required to conform to the same standards to which all public school teachers must adhere. School administrators would be in contact with superintendents and principals from public school administrative districts, and the Commissioner of the Department of Educational and Cultural Services would have some oversight responsibility for education within the facilities.

Although teachers might benefit if correctional educators were included in the greater system of state education and although the benefits of the Department of Educational and Cultural Services' resources and counsel might enhance the quality of correctional education, there is one overriding factor to be considered. Educational programming within correctional facilities bears little resemblance to the framework of education in public schools. State education specialists and administrators have little or no understanding of the educational needs and academic requirements of prisoners, who often have been alienated from the public school system. Correctional education is, of necessity, tailored to the needs of a special population of students. The combination of correctional education and the Department of Educational and Cultural Services would, in all likelihood, have the potential for misunderstanding and the possibility of negligible positive results. While facility school departments might gain some benefits from student teacher resources and would clearly benefit from access to academic and vocational material, the concept of student teachers inside correctional facilities presents problems, from both perspectives. Student teachers would not gain the required classroom experience, and the requirement that they be supervised by teachers would be difficult to meet, given the tutorial emphasis in correctional education. The facilities' concerns would include screening, security, and supervision.

In addition, a Department of Corrections' School Department in an adult facility would find itself in the difficult position of trying to serve two masters, the Department of Educational and

Cultural Services and the Department of Corrections, whose primary functions are very different.

In discussing these options with officials at the Department of Educational and Cultural Services, it appears that both these suggestions would require a facility to be recognized as a municipality under state law. A municipality is, by definition, a township or group of townships, permitted by statute to borrow money, levy taxes, organize a police force, etc. School Administrative Districts are quasi-municipalities, which must contain a minimum number of students, a number that far exceeds the total population of the Department's major facilities.

For these reasons, the solution to the lack of cohesion within the different educational units in and among the Department's facilities lies in reforming the concept of education from within the Department. However, the Department believes both the above options should be discussed to determine if, even if statutes permitted one or both of these options to be implemented, either option would be advantageous. These options will be referred to the Commissioner's Educational Administrators' Advisory Committee for further review.

RECOMMENDATION:

92. The Commissioner's Educational Administrators' Advisory Committee should develop recommendations regarding evaluation and integration of correctional education programming within each facility, coordination among all facilities, and the advisability of implementing either of the above-referenced options, to be presented to the Commissioner by June 15, 1991.

Option 2: Award additional good time for a long-term, goal-oriented commitment to academic and vocational programming.

Presently, there is no real incentive, beyond self-motivation and the need to escape the confinement of dormitories and cells, to participate in a long-term educational program. If a prisoner can be awarded three days-a-month good time for sweeping out his cell in the morning and doing a few rudimentary tasks during the day, why should he/she commit to a six-hour-a-day, intensive educational program? It could be argued that self-motivation should be the only reason for inclusion in a program. However, since many prisoners have had a negative experience with schools and since many of them see little value in an education, efforts to motivate prisoners should be increased and incentives for participation developed.

Additional good time for prisoners enrolled in educational programs could be a powerful incentive. Current statutes presently permit the awarding of five days-a-month good time for work release and public restitution for those prisoners involved in such work. Consideration should be given to awarding five days-a-month good time for successful progress through a long-term educational program, as well as awarding three to five days a month for those prisoners working 15 or more hours a week on GEDs or basic education. Criteria, to include the extent of participation, goals to be reached, eligible programs, etc., would have to be developed. In addition, the Department would have to ensure that all prisoners meeting the criteria would have access to the necessary programs and that those programs were available in sufficient quantities at all facilities, so all prisoners would have an opportunity to participate and earn additional good time.

RECOMMENDATION:

93. The Department should charge the Task Force to be established to review good time (see p. 30) to consider the possibility of awarding additional good time for successful completion of or involvement in an educational program, to include the development of criteria and any necessary statutory changes, by November 1, 1991.

Option 3: Institute the Training Industries Education (TIE) concept.

TIE is a concept growing in popularity nationwide among departments of corrections. TIE involves a prisoner's progress through a correctional system, from initial assessment through industrial training, education, and post-release follow-up. Among other benefits, implementation of this concept would reduce the isolation of educational units within each facility. TIE involves planning ahead for a prisoner's education and training from the time he or she enters the institution to the time of release. Instituting TIE would require substance-abuse counselors to cooperate and interact with academic education teachers, who, in turn, would interact with vocational training teachers, who would cooperate with supervision and training in the Industries Program. This concept makes a prisoner's education and training one unit of activity, rather than a number of separate, and often conflicting, units of activity.

The Department's Industries Program would be greatly enhanced if the training education component were also instituted. For example, if a facility were manufacturing a certain, private-

sector product, participating prisoners, in order to hold positions and earn money and good time, would be required to address such things as substance-abuse needs, reading deficiencies, lack of a high school diploma, and any other issues, which, together, may have contributed to their incarceration. Implementation of this process would require otherwise separate treatment units within a facility to cooperate, in order to assist each prisoner to successfully complete the entire process, resulting in a better trained and better educated prisoner.

RECOMMENDATION:

94. The Department of Corrections should consider including the TIE concept in the development of its Industries Program, in order to enhance and coordinate the educational, vocational, industrial, and treatment programs of prisoners, by August 15, 1992.

Option 4: Increase educational and vocational staff and equipment and expand course offerings, to include more nontraditional learning experiences.

One of the deterrents to successful education and vocational skill acquisition is the long waiting lists many prisoners must endure to be included in school programming. As a result, many prisoners are discharged before they have a chance to become involved in such programming, and many others, if they are admitted, never complete a GED or a vocational program, because the time remaining on their sentences is too short. An increase in the number of available academic and vocational staff, together with sufficient equipment for programs such as computer literacy, would enable more prisoners to participate in these programs.

RECOMMENDATIONS:

95. The Commissioner's Educational Administrators' Advisory Committee should review the course offerings in all facilities in order to assess their availability and appropriateness to the prisoners in each facility by September 15, 1991, and should develop recommendations for the Commissioner by September 15, 1992.
96. The Department should increase the educational and vocational staff at all its facilities in order to reduce waiting lists, as soon as resources permit.

Maine State Prison

(1) Computer Instructor		
Personal Services	\$	27,861
All Other		500
Capital		<u>555</u>
Subtotal:	\$	28,916
(1) Clerk Typist II		
Personal Services	\$	19,561
All Other		1,299
Capital		<u>1,264</u>
Subtotal:	\$	22,124
MSP Total:	\$	51,040

Maine Correctional Center

(3) Teachers		
Personal Services	\$	83,583
All Other		1,500
Capital		<u>1,197</u>
Subtotal:	\$	86,280
Convert one Chapter I position to a state position.		
(1) Teacher		
Personal Services	\$	37,159
(1) Clerk Typist II		
Personal Services	\$	19,561
All Other		1,299
Capital		<u>1,264</u>
Subtotal:	\$	22,124
(1) Vocational Teacher		
Personal Services	\$	27,861
All Other		500
Capital		<u>555</u>
Subtotal:	\$	28,916
(1) Vocational Trades Instructor		
Personal Services	\$	27,861
All Other		500
Capital		<u>555</u>
Subtotal:	\$	28,916
MCC Total:	\$	203,395

Charleston Correctional Facility

(2) Teacher Aides		
Personal Services	\$	42,500
All Other		1,000
Capital		<u>798</u>
Subtotal:	\$	44,298
(1) Teacher (Business/Computer)		
Personal Services	\$	27,861
All Other		500
Capital		<u>555</u>
Subtotal:	\$	28,916
(1) Library Assistant		
Personal Services	\$	21,250
All Other		500
Capital		<u>555</u>
Subtotal:	\$	22,305
CCF Total:	\$	95,519

Downeast Correctional Facility

(1) Library Assistant		
Personal Services	\$	21,250
All Other		500
Capital		<u>555</u>
Subtotal:	\$	22,305
Contract with a Special Education Teacher for 8 hrs./week @ \$13.00/an hour.		
All Other	\$	5,408
DCF Total:	\$	27,713

Central Maine Pre-Release Center

Contract with a GED and Remedial Reading Teacher for 10 hrs./week @ \$10.00/hour.		
All Other	\$	5,000
CMPRC Total:	\$	5,000
TOTAL:	\$	382,667

97. The Department should seek funds to renovate/create additional educational and vocational space and purchase additional equipment, as soon as resources permit.

Maine State Prison

Computer Hardware Capital	\$ 18,000
MSP Total:	\$ 18,000

Maine Correctional Center

Embosser (Art Department)	(\$ 500)
Meat Freezer (Slaughterhouse)	(\$25,000)
Drill Press (Welding)	(\$ 3,500)
Grinder (Welding)	(\$ 1,200)
Storage & Work Area (Building Trades)	(\$ 3,000)
2 Electric Static Exhausts (Building Trades)	(\$12,000)
2 Sanders (Building Trades)	(\$ 5,000)
Computer Air Conditioner	(\$ 600)
4 Wheel Alignment Machines (Front End)	(\$ 9,000)
Light Table (Graphic Arts)	(\$ 1,000)
Electronic Course Startup Equipment	(\$15,000)
Plumbing Startup Equipment	(\$ 2,000)
Fleet Maintenance Equipment	
Laser Printer/Computer	(\$ 7,400)
Paper Folder Machine	(\$ 3,700)
Test Equipment/Tools	(\$ 3,000)
Engine Measuring Device	(\$ 3,000)
Safety Equipment & Materials	(\$ 8,000)
 Capital	 \$ 102,900
MCC Total:	\$ 102,900

Charleston Correctional Facility

4-wheel tractor (\$27,000)
Expansion of Program Space (\$21,000)

Capital \$ 48,000
CCF Total: \$ 48,000

Downeast Correctional Facility

Renovations and Fire and
Safety Alarm System
Capital \$ 27,000

Create audiovisual learning
center and purchase necessary
equipment
Capital \$ 3,500

Educational materials, to
include funds for the
Electrical Trades Program
All Other \$ 3,961

DCF Total: \$ 34,461

TOTAL: \$ 203,361

Option 5: Hire a Director of Correctional Education.

Since each facility within the Department of Corrections has particular needs relative to the nature of its population and since correctional education in itself demands more and different expertise from its teachers than does noncorrectional education, it is necessary to not only involve correctional education in the whole philosophy of corrections in Maine but also to ensure that the Department is apprised of national trends in correctional education. A Director of Correctional Education could facilitate the development of correctional education holistically, could serve as a conduit to state and national networks and resources, and, as the coordinator for the various school units, could provide resource information, including grant sources, to enhance correctional education programming.

RECOMMENDATION:

98. The Department should hire a Director of Adult Correctional School Facilities, as soon as resources permit.

(1) Director of Adult Correctional School Facilities		
Personal Services	\$	40,145
All Other		500
Capital		<u>555</u>
Subtotal:	\$	41,200
TOTAL:	\$	41,200

Option 6: Recruit prisoner teachers to supplement and complement existing academic and vocational staff.

With the increase in population at all the Department's facilities, voluntary programming is becoming increasingly understaffed, particularly in the education departments. More prisoners are availing themselves, or would like to avail themselves, of academic and vocational programming. Many prisoners who have been involved in education for an extended period of time, due to both their interests and length of sentences, have become trusted and expert enough in various disciplines to become instructors themselves. With strict guidelines, proper training, and close supervision by existing academic and vocational staff, it is possible that the untapped resources of educated prisoners could be used to assist in teaching responsibilities, as they do at the Maine State Prison. Prisoner teachers might be used in basic educational programs, such as pre-GED training, basic literacy, math, and language tutoring. From a vocational aspect, prisoner teachers might be used to assist vocational trade instructors in teaching safety techniques, basic skill competency, and shop procedures. Prisoner Teachers would work under the direct supervision of a full-time academic/vocational staff member.

Policies and procedures would have to be developed to ensure that a consistent means of background investigation, competency testing, and training were given to prisoner teachers. With proper controls and adequate guidelines, such as a record of positive institutional behavior and cooperation, plus documented academic/vocational background and endorsements from academic, vocational, and security representatives, the use of prisoner teachers might enhance the availability of current staff and, at the same time, create a meaningful liaison between correctional education and the prisoners themselves.

RECOMMENDATION:

99. The Commissioner's Educational Administrators' Advisory Committee should consider the possibility of using prisoner teachers and, if feasible, should develop recommendations for the Commissioner's consideration by April 15, 1991.

TOTAL EDUCATIONAL PROGRAMS' COST: \$ 627,228

INDUSTRIES PROGRAM

The 1985 Master Plan recommended that a correctional industries program be developed. Since then, the Department has taken several steps to implement that recommendation.

The Maine Department of Corrections is one of 20 correctional jurisdictions to be certified by the federal government to participate in the Private Sector/Prison Industries Enhancement Program. This certification also allows the county jails to establish industries programs under that certification. This certification means that the Department will be able to enter into agreements with private sector firms to draw upon their expertise in manufacturing, training, and marketing of products and services. The prohibition against use of prisoner labor in jobs funded by federal contracts and production of goods and services entered into Interstate Commerce is nullified by this certification.

Legislation permitting county jails to qualify as cost centers under the Department's certification and providing for counties to pay into the Crime Victim Assistance Program was passed during the second session of the 114th Legislature. This legislation also clarifies the composition of the required advisory committee.

In November, 1989, the Commissioner appointed a Commissioner's Advisory Committee on Correctional Industries. This committee, comprising representatives from MSP, MCC, DCF, CCF, and Central Office, is charged with the development of recommendations and proposals to create a unified and orderly development and implementation of correctional industries within the Department. Development, coordination, implementation, and ongoing review must occur at the Central Office level, in order to assure that the Department does not, within its own structure, operate industries which are in competition with each other or which unfairly compete with programs in the community.

It is expected that the industries ultimately developed will be based on the following premises:

1. Prisoners will be paid for their labors;
2. Adequate measures will be taken to ensure that there is no displacement of nonprison workers or any significant adverse impact on nonprison industries;

3. An attempt will be made, wherever feasible, to build in incentives for prisoners to successfully complete academic, vocational, and treatment programs during their incarceration;
4. The industries will, to the extent possible, be expected to operate as "real world" industries, to produce revenues to help cover the cost of operation, to produce quality products, which will be able to compete on their own merits, and to provide a realistic work setting for those involved; and
5. Prisoners in these programs will pay room and board to help defray the cost of their incarceration.

A description of the current status of industries programs in the Department's facilities follows:

Maine State Prison

The Maine State Prison is the only facility which operates industries programs. Those programs currently consist of a woodshop, in which tables, chairs, desks, and similar items are produced; a print shop, where mostly black and white printed matter is produced; and an upholstery shop, where furniture is refinished and recovered. There is also a craft program, where prisoners produce goods, in their spare time, for sale in the Prison store. Prisoners receive the money for each item sold.

Bolduc Unit

The Bolduc Unit operates a small agricultural program in which various crops are produced and recently began raising beef cattle. Although it is a function of the Department of the Secretary of State, there is a building at the Bolduc Complex, in which a metal license plate manufacturing operation is housed. Prisoners make Maine license plates and are paid by the Motor Vehicle Bureau.

Maine Correctional Center

The Maine Correctional Center, although it has produced some novelty items, is essentially without an industries program. One of the reasons for this lack of industries at MCC is that the building designed for industries is currently being used for housing. It is expected that, when the new buildings at MCC open this spring, this building will revert to its intended use as an Industries Building.

With the recent hiring of an Industries Manager at MCC, planning is well underway to create MCC's first industry, a commercial sewing operation, which will initially produce basic items, such as towels and washcloths, for departmental use.

Other facilities have no industries programs, although, at times, various items are produced for other agencies at no profit to the facility.

Many issues regarding industries remain to be addressed, chief among them being the compensation of prisoner employees. The current practice of providing paid employment only at MSP creates two problems:

1. The number of paid prisoner employment slots available is restricted, since many of these jobs are held by prisoners with long-term sentences; and
2. Prisoners do not willingly leave MSP for the other facilities, since they will lose their sources of income.

The Department should explore providing unified compensation to all participating inmates and should develop a pay plan. Such a plan might consist of the following steps:

1. During the initial intake, orientation, and observation periods, a prisoner would be assigned to unpaid, unskilled service-type jobs.
2. Following successful completion of the preceding step, the prisoner would be placed in an unskilled, very minimum pay (such as \$1.00 per day) job. The prisoner would be advised of the various employment opportunities in basic industries and would be required to reach certain minimum educational and/or skill levels in order to qualify. He/she also would be required to participate in recommended counseling, educational programs, etc. Upon the attainment of the necessary goals, the prisoner would be eligible to apply for promotional opportunities and, concurrently, would have to maintain all necessary educational and programmatic activities, as well as a clean disciplinary record.
3. At this point, a prisoner could be considered for employment in a certified industry, which would pay a wage comparable to that paid on the outside for comparable work. Continued participation in

counseling, educational, and treatment programs, as appropriate, would be required, as would counseling on handling personal finances, applying for jobs, how to be interviewed, etc.

It is hoped that the Industries Program will eventually generate sufficient income to pay the prisoners for work performed.

In order to provide necessary advice on the development and operations of the Industries Program, many people, from the Department and its facilities, business, labor, the legislature, etc., must be involved. A Citizens' Advisory Committee, comprising representatives from business, labor, the Chamber of Commerce, law, the legislature, etc., is in the process of being established by the Commissioner. In addition to the Commissioner's Advisory Committee and the Citizens' Advisory Committee, each facility should have an Industries Advisory Committee, comprising representatives from academic and vocational programs, security, and industries.

In order to coordinate the Industries Program, including all the committees, there should be a Director of Industries, located in Central Office, whose responsibilities would also include oversight of any industries programs established by county jails.

In addition, seed money to purchase equipment and create industry space will be needed. Such money would have to come from the General Fund, unless a private employer were willing to provide it.

RECOMMENDATIONS:

100. The Department should hire a Director of Corrections Industries, as soon as resources permit.

(1) Director of Corrections Industries		
Personal Services	\$	37,315
All Other		2,639
Capital		<u>555</u>
Subtotal:	\$	40,509
TOTAL:	\$	40,509

101. The Maine State Prison should hire two Industrial Shop Supervisors and an Industries Salesperson, as soon as resources permit.

(2) Industrial Shop Supervisors		
Personal Services	\$	50,132
(1) Industries Salesperson		
Personal Services	\$	25,066
All Other		3,299
Capital		<u>555</u>
Subtotal:	\$	28,920
TOTAL:	\$	79,052

102. The Department should request funds for industries buildings, renovations, and equipment, as soon as resources permit.

Maine State Prison

Industries Storage Building	\$	200,000
Site preparation and miscellaneous		<u>75,000</u>
Subtotal:	\$	275,000
MSP Total:	\$	275,000

Maine Correctional Center

Industries Space (60' X 100')	\$	180,000
Site preparation and miscellaneous		37,500
Equipment		<u>37,500</u>
Subtotal:	\$	255,000
MCC Total:	\$	255,000

Downeast Correctional Facility

Industries Space (40' X 60')	\$	72,000
Site preparation and miscellaneous		15,000
Equipment		<u>17,000</u>
Subtotal:	\$	104,000
DCF Total:	\$	104,000

Charleston Correctional Facility

Industries Space (40' X 60')	\$ 72,000
Site preparation and miscellaneous	15,000
Equipment	<u>16,000</u>
Subtotal:	\$ 103,000

CCF Total: \$ 103,000

Bolduc Unit

Industries Space (40' X 60')	\$ 72,000
Site preparation and miscellaneous	15,000
Equipment	<u>16,000</u>
Subtotal:	\$ 103,000

Bolduc Total: \$ 103,000

TOTAL: \$ 840,000

103. Each facility should establish an Industries Advisory Committee by August 1, 1990.
104. The Commissioner's Advisory Committee should develop proposals for a pay plan to be presented to the Commissioner by December 1, 1990.

TOTAL INDUSTRIES PROGRAM COST: \$ 959,561

RECREATIONAL SERVICES

Recreational services at the Department of Corrections' facilities are considered an integral part of correctional programming. A prisoner's ability to relieve stress, while learning socially-acceptable recreational skills, is absolutely critical to the smooth functioning of an institution. Selected staff and well-equipped recreational areas are available at most sites to facilitate regularly-scheduled recreational activities. The purpose of recreational programming is three-fold: positive use of unscheduled time, effective rehabilitation, and relief of stress due to confinement.

With the growing population and without a proportionate increase in staff and programming, it has become increasingly important to enhance recreational activities. Prisoners who are unable to access academic or vocational programming or to be included on work crews find themselves with a great deal of unscheduled time on their hands. In addition, the waiting lists for such programming/work crews is so long that a new prisoner faces months of inactivity before he or she can become involved with either schooling or a work assignment. During this period of time, recreation programs are often the only activities available to prisoners. As such, they play a crucial role in providing prisoners with a supervised, structured means of engaging in constructive activities.

Part of any rehabilitative effort involves the creative teaching and training in the necessary and many times as-yet-unlearned skills of nonaggressive socialization. Learning how to follow rules and relate peaceably and positively to fellow prisoners is a necessary component to any rehabilitative process. A structured, organized, and carefully-designed recreational program is sensitive to these primary needs that many prisoners have. Well-designed recreational programs help teach prisoners how to constructively use unscheduled time and how to compete in a positive manner, as well as provide opportunities for intense physical activity.

Many prisoners learn these skills, beginning with solitary competition in such activities as weight lifting and progressing to more competitive sports, such as basketball. In the final analysis, a prisoner who has learned to participate in positive recreational activities learns that all competition is not destructive.

A final aspect of correctional rehabilitation involves the relief of pressures that result from a concentration of inmates. Any activity that can remove one group of inmates and place them in a

situation of creative activity, ^{relieves}relieves the pressures on security. With cells and dormitories under increasing pressure from the sheer weight of numbers, any programming that takes prisoners from a situation of potentially-destructive idleness into one of positive activity supports the peaceful order of the institution.

Each facility's recreational status and needs are described below.

Maine State Prison

The Maine State Prison's recreation department has four, full-time recreational staff members. Recreational programming is organized to accommodate all prisoners, who desire recreation and leisure time activities. Because MSP's population is, on the average, older than that at other facilities, much of the programming centers on activities such as pool, cribbage, Ping-Pong, and bingo. However, highly competitive and more physical needs are met by use of a gymnasium, game room, and fully-equipped weight room. In addition, the Prison has three athletic leagues: softball, basketball, and volleyball. There are boxing, horseshoe pits, holiday tournaments, with outside invitational teams, and musical events twice a year. The Prison softball team plays approximately 35 to 40 games per year and the basketball team plays 20 games with outside teams. The Maine State Prison's softball field needs some extensive work.

The Maine State Prison is able to provide for all its equipment needs through the Inmate Benefit Fund. Moreover, the recreation program is designed so that any prisoner who desires recreational activity is able to be included. There is no waiting list for recreational activities.

Maine Correctional Center

Maine Correctional Center offers a program of recreational activities to its male and female population. MCC encourages participation in these activities in order to address both the physical and mental conditioning of the prisoners and to reduce stress in the population and among staff. The recreation program provides a wide selection of group and individual activities, to include basketball, softball, weight lifting, organized fitness programs, sporting events, and performing arts events. Competitive sports are arranged with community teams, and special holiday events, such as summer and winter olympics, are conducted during the year. Professional music and theatre

programs are offered on a regular basis, as well as invitational tournaments between MCC teams and community teams.

Awards and recognition are offered regularly for both team and individual achievement. The Maine Correctional Center has seven full-time recreational staff. The physical plant at MCC consists of a gymnasium, two weight rooms, and a fully-equipped game room in both the main building and the minimum-security unit. Outside recreational programs consist of two softball teams and one basketball team, both of which play community teams. There is a women's Health and Fitness Program that is directed by an outside consultant. Local officials regularly officiate at weight-lifting competitions. The Inmate Welfare Fund at MCC contributes almost 100% of the money for equipment and recreational program needs.

The Maine Correctional Center needs two additional outdoor recreational areas, one for female prisoners and one for the new minimum-security units. The new areas would include a walking/jogging track and horseshoe pits. The Maine Correctional Center also needs to renovate the existing basketball courts to provide for two cross-court playing areas, which would enable more prisoners to participate. MCC also wishes to begin a soccer program and needs startup funding to provide goals and equipment.

Downeast Correctional Facility

The Downeast Correctional Facility's organized recreational programs are limited to individual activities. The only team efforts are those organized by the prisoners themselves and involve volleyball and basketball. Recreational equipment consists of weights, pool, shuffleboard, and Ping-Pong. There is also a room in which prisoners may play musical instruments. All recreational equipment is purchased from the Inmate Welfare Fund. Since the average age of prisoners at Downeast Correctional Facility is approximately 37 years, individual recreational programming is often preferred over strenuous team activity.

Downeast Correctional Facility needs a recreational director and two recreational aides to organize a program of team sports.

Charleston Correctional Facility

Charleston Correctional Facility's recreation program closely resembles that of Downeast's. Recreational programming is largely individual, with slightly more team participation and tournament activity. Charleston has a gymnasium, a weight room, and a recreation area, with pool tables. Team sports include basketball, volleyball, and softball. There is also a room in which prisoners may play musical instruments. Charleston will be hiring a Recreational Supervisor this summer, when its new minimum-security building opens.

RECOMMENDATIONS:

105. The Department should provide funds to restore/build athletic areas and purchase necessary equipment, as soon as resources permit.

Maine State Prison

Restoration of softball field Capital	\$	3,000
MSP Total:	\$	3,000

Maine Correctional Center

Two outdoor recreational areas with horseshoe pits and walking/jogging tracks at \$2500 for each area Capital	\$	5,000
Soccer goals and equipment Capital	\$	1,500
Cross-Court basketball court Capital	\$	2,000
Equipment for A Pod and Segregation Unit Capital	\$	<u>2,000</u>
Subtotal:	\$	10,500
MCC Total:	\$	10,500
TOTAL:	\$	13,500

106. The Department should provide funds to hire the following recreational personnel, as soon as resources permit.

Downeast Correctional Facility

(1) Recreational Supervisor		
Personal Services	\$	28,783
All Other		1,299
Capital		<u>555</u>
Subtotal:	\$	30,637
(2) Recreational Aides		
Personal Services	\$	42,700
All Other		2,598
Capital		<u>1,110</u>
Subtotal:	\$	46,408
DCF Total:	\$	77,045

Charleston Correctional Facility

(2) Recreational Aides		
Personal Services	\$	42,700
All Other		2,598
Capital		<u>1,110</u>
Subtotal:	\$	46,408
CCF Total:	\$	46,408
TOTAL:	\$	123,453

TOTAL RECREATIONAL SERVICES' COST: \$ 136,953

OTHER PROGRAMS

Helping Incarcerated Parents (H.I.P.) Program - MCC

The Maine Correctional Center operates three programs specific to that institution. One program is the H.I.P. (Helping Incarcerated Parents) Program, which is a joint effort by MCC and the Human Services Development Institute (HSDI) at the University of Southern Maine and is funded for three years by the federal Department of Health and Human Services.

The program is designed to help incarcerated parents continue their roles as parents, even though they are incarcerated. Classes on information helpful to these parents, such as child development issues, legal rights, parenting skills, community resources, etc., are presented during an eight-week program, with ample opportunity for questions and discussion. As part of each program, two visiting days with the involved parents and their children are scheduled. These visits are structured to provide opportunities for parents to play with and talk to their children. Project staff are available to assist parents and provide ideas and suggestions as to ways to more appropriately and/or effectively deal with their children. An ongoing support group has been established for parents interested in meeting, once they have completed the program.

A Planning Committee, comprising representatives from MCC and HSDI and two incarcerated parents from the Parents' Advisory Board, oversees the program. The Parents' Advisory Committee provides recommendations to the Planning Committee and encourages other incarcerated parents to participate.

The planning portion of the program began October 1, 1988, and the first class began March 8, 1989. To date, 50 prisoners have participated in the five sessions which have been held. There are 28 prisoners involved in the current session, with the next session scheduled to begin April 11, 1990. Before the current year's grant ends in September 1990, 12 sessions will have been conducted, and approximately 150 prisoners and 300 children will have participated in the program.

Results from this program have been positive, with most participants finding the program interesting and helpful. They have particularly enjoyed the opportunity to spend time with their children in a setting especially designed for them. The federal grant which supports this program, in the amount of \$64,794 a year, will end in October 1991. The Department should make every effort to continue this program and, in time, perhaps

expand it, or certain parts of it, to the Charleston Correctional Center, the Bolduc Unit, and the Pre-Release Centers.

RECOMMENDATIONS:

107. The Department should seek funds to continue the H.I.P. Program when the federal grant terminates in October 1991.

Contracts for Trainers and Presenters

10/1/91 - 6/30/92 - \$7,500

7/1/92 - 6/30/93 - \$12,000

All Other \$ 19,500

H.I.P. Total: \$ 19,500

108. The H.I.P. Planning Committee should meet with representatives from CCF, the Bolduc Unit, and the Pre-Release Centers to determine what aspects, if any, of the program might be suitable for those facilities and should develop recommendations for the Commissioner by August 15, 1991.

109. If the recommendations developed by the above group indicate that this program would be appropriate for other facilities, the Department should seek the necessary funding to establish it, as soon as resources permit.

Drivers' Rehabilitation Program - MCC

A Drivers' Rehabilitation Program was started at the Maine Correctional Center in September, 1989, when the need for such a program became apparent, because a growing number of prisoners had either lost their licenses or had never had licenses. Since Maine is a rural state, many prisoners need licenses, once they leave the institution, in order to obtain and keep jobs. Consequently, receiving a license is a necessary step in a successful reentry program.

There are four components of the program, based on a needs assessment of the population: orientation, defensive driving, DEEP, for first offenders and for multiple offenders, and MADD (Mothers Against Drunk Drivers) sessions. The four components are described below.

1. Orientation to explain the program takes place on a regular basis. One hundred seventy-three prisoners

have attended the orientation sessions since September, 1989.

2. All participants in the program are screened in order to determine needs and are required to complete the defensive driving course. Since October, 1989, 89 prisoners have completed the Defensive Driving Course, which is taught by state police instructors, who come to MCC. Courses are offered approximately once a month. The \$5.00 fee, payable by MCC to the State Police, includes a manual for each person.
3. The Drivers' Education and Evaluation Program (DEEP) is available through the Department of Human Services, which determines, after license checks, the category into which a prisoner falls: initial licenses, renewals, OUI charges, fines, and tickets. Guidelines were established for operating DEEP at MCC and for coordinating it with the substance-abuse program. Those prisoners, who complete the program, have their documentation of completion held until they have paid \$100.00 for the course, which, through special arrangement, is less than community program fees. The multiple-offender program runs from Friday afternoon through Sunday and involves a team of eight instructors. Eighty prisoners have completed DEEP.
4. Two Impact Panels, presented by Mothers Against Drunk Driving (MADD), have been held, with one Impact Panel now scheduled for once every month. Victims speak to the group, and others talk about what it is like to lose loved ones from drunk-driving-related accidents. This message is a powerful one. To date, 81 prisoners have participated in these sessions, at a cost of \$5.00, paid by MCC to MADD.

RECOMMENDATIONS:

110. The Department should seek funding to continue the Drivers' Rehabilitation Program, as soon as resources permit.

Fees and Materials		
All Other	\$	2,500
Projector		
Capital		500
Subtotal:	\$	<u>3,000</u>
TOTAL:	\$	3,000

FACILITIES

FACILITIES

The Maine Department of Corrections operates eight adult facilities. These facilities have a total capacity of 1056 but are housing 1471 prisoners. An additional 89 prisoners are being housed out-of-state, at AMHI, nursing homes, halfway houses, the federal system, etc. There are 25 prisoners housed in county jails. The Department is responsible for a total of 1585 prisoners, all of whom could be, at any given time, housed in the Department's facilities.

The eight adult facilities are described below.

Maine State Prison

The Maine State Prison is located in Thomaston, has a rated capacity of 399, and currently houses about 500 prisoners on an average daily basis. MSP houses Maine's maximum-security prisoners, although it does not meet current criteria or standards for a maximum-security facility. MSP also houses medium-security prisoners and some minimum-security prisoners, who are in need of medical services or reclassification, disciplinary processing, or placement in a minimum-security facility.

Bolduc Unit

The Bolduc Minimum-Security Unit, or Prison Farm, is located in Warren (three and one-half miles from Thomaston) and is operated by the Maine State Prison. It is a minimum-security facility, with a rated capacity of 72. Currently, there are 84 prisoners at Bolduc. A new, 56-bed unit is under construction at Bolduc and is expected to be in operation by June 1990. Another 56-bed unit was authorized by the 1989 bond issue and is expected to be operational sometime in 1991. The current housing unit will be renovated for improved and expanded program space. The capacity of Bolduc will increase to 112 prisoners upon completion of the two new units, resulting in a net gain of 40 minimum-security beds.

Maine Correctional Center

The Maine Correctional Center is located in South Windham, has a rated capacity of 293, and currently houses about 513 prisoners. MCC is a medium/minimum-security institution, with the ability to house a few maximum-security prisoners in special housing sections. Most female prisoners are housed at MCC. A new, 136-bed, medium-security unit was opened at MCC in May, 1989, and two, 50-bed units are currently under

construction. One minimum-security unit will open in March of 1990, and the other is scheduled to open in April.

Southern Maine Pre-Release Center

The Southern Maine Pre-Release Center is located just outside the perimeter of MCC. This facility has a capacity of 30 males and currently houses 44 prisoners on community status.

Central Maine Pre-Release Center

Central Maine Pre-Release Center is located in Hallowell and is operated by the Maine Correctional Center. It has a capacity of 40 males and currently houses 57 prisoners on community status.

Downeast Correctional Facility

Downeast Correctional Facility is located in Buck's Harbor. It is a minimum/medium-security facility, with a rated capacity of 96. It currently houses 111 prisoners.

Charleston Correctional Facility

The Charleston Correctional Facility is located in Charleston and is a minimum-security facility. It has a capacity of 93 and currently houses 122 prisoners. A 50-bed unit is under construction and is expected to open in late March 1990.

Bangor Pre-Release Center

The Bangor Pre-Release Center is located in Bangor and is operated by the Charleston Correctional Facility. It has a capacity of 35 males and currently houses 50 prisoners on community status.

Many of the housing units within these facilities and many of the facilities themselves are old and in need of repair. The 1985 Plan stated that 80% of all the available bedspace was at least 40 years old. Questionable fire and life-safety conditions exist at several of the older institutions, though funds have recently been made available to correct some of the most egregious situations. There are no infirmaries at any of the facilities and no hospital. Appropriate facilities to house maximum-security prisoners, prisoners with mental health needs, and new prisoners received by the Department do not exist. The sewage treatment plants at many of the facilities are problematic because of their age and lack of capacity to handle the growing population and will require expansion and/or replacement in the near future.

While construction of the 100-bed, maximum-security facility in Warren is expected to begin this summer (1990), the facility is not expected to be operational until late 1991 or early 1992. Unfortunately, the 1989 bond issue question to authorize the addition of 200 beds and program space for 400 prisoners at Warren was defeated. This defeat will further delay the construction of the additional, critically-needed, maximum-security beds and has resulted in a threatened lawsuit by the ACLU (National Prisoners' Project) and the MCLU because of overcrowding and the conditions of confinement at the Maine State Prison. The Department is currently negotiating with the ACLU/MCLU to prevent the lawsuit from being filed and is developing a proposal to address double-celling in several areas of the Maine State Prison.

Regardless of the number of community alternatives developed, given the capacity of these facilities, there will be a critical need for additional bedspace, particularly in the areas of maximum-security prisoners, newly-committed prisoners, and prisoners with mental-health needs.

Based on updated population projections, the Department will face a shortfall of 893 beds by 1995, even with the completion of construction authorized to date. The three charts, beginning on p. 160, detail the population growth from 1981 to 1989, population projections to the year 2010, and the distribution of population projections by classification to the year 2000.

Chart 1 summarizes the growth of the Department's population for the past nine years and shows an average annual growth of 6.5%. This average growth - 6.5% - is used in Chart 2 to project the Department's average daily population (Column 3) to the year 2010. The average daily population for the year 1995 is 2146. This figure (2146) forms the basis for establishing bedspace needs and deficits. Chart 3 distributes the population projections from Chart 2, Column 3, by classification levels.

The Department has considered several intermediate community-based options aimed at reducing its bedspace needs by 1995. These options are outlined in the Overcrowding Section, beginning on page 28. The four options being proposed by the Department and their impact on the projected population figures are shown in Chart 4. These options include the establishment of three Diversion Centers, two Day Centers, expanded use of ISP, and all sentences of one year or less being served in county jails. If implemented, these options would result in an estimated decrease in the projected population of 300 prisoners by 1995, thus reducing the 1995 population projection of 2146 to 1846.

Chart 4 also redistributes the projected 1995 population of 1846 prisoners to identify the classification levels for receiving and mental health prisoners. The last line in Chart 4 converts population projections to bedspace projections by adding a 5% utilization factor, resulting in a projected bedspace need of 1939 beds by 1995.

In order to project the number of beds needed (deficit) by 1995, the Department has established the capacity of its facilities, based on standards, wherever possible, as well as all currently-authorized new construction, to be 1346 beds by 1995. Chart 5 details the 1995 capacities, compared with the bedspace projections, to establish the bedspace needed. Based on existing and future capacities to the year 1995, the Department has a projected deficit of 593 beds. It should be noted that this deficit of 593 beds is contingent upon reducing the population projections through community options (Chart 4) by 300 prisoners. If none of these options is implemented, there will be a deficit of 893 beds by 1995.

Based on these figures, the proposed \$20,250,000 1990 Bond Issue attempts to address, in part, the projected bed deficit. This Bond Issue proposes funds to construct an additional 100, maximum-security beds at Warren for general population, mental health, and receiving prisoners. These beds will reduce the number of maximum-security beds needed from 308 to 208. It also proposes funds to build a 50-bed, minimum-security unit at Downeast Correctional Facility and make improvements to the sewage system, thus reducing the need for minimum-security beds from 177 to 127. Funds to build two of the three Diversion Centers are also included. Projected deficits are based on the establishment of three, rather than two, Diversion Centers, thereby creating an additional deficit of 15 community beds and 15 minimum beds. Therefore, the overall deficit of community beds is 82, rather than 67, and of minimum, 177, rather than 162. Funds to reactivate an existing facility as a pre-release center for 30 female prisoners are also included, thus reducing the need for community beds from 82 to 52. Another pre-release center is proposed for southern Maine, perhaps at the Maine Correctional Center. This center would house 50 males and would further reduce the deficit of community beds from 52 to 2.

If this Bond Issue passes and if all the community options are implemented, there will still remain a projected deficit of 393 beds in 1995.

The Bond Issue also includes planning monies to study the feasibility of establishing another correctional facility, to possibly include a mental health unit, a nursing home/geriatric unit, and centralized receiving, on the I-95 Corridor to further address the bedspace deficit, and the future use of the Maine State Prison and the Maine Youth Center.

Proposed Bond Issue

100 maximum-security cells in So. Warren for interim mental health and receiving needs, program, visiting, and kitchen space, and general population, maximum-security beds	\$14,250,000
50-bed, pre-release center in Cumberland or York County	\$ 1,400,000
Two community-based diversion/restitution centers, one each in Androscoggin and Penobscot Counties	\$ 2,800,000
50-bed, minimum-security housing unit and improvements to sewage treatment facilities at Downeast Correctional Center	\$ 1,500,000
30-bed, female pre-release unit in Hallowell	\$ 50,000
Feasibility study for future operations/additions, establishment of new resources regarding Maine Youth Center; for establishing a multi-purpose correctional facility with reception, diagnostic, mental health, medical, and geriatric services; and for possible future uses for the Maine State Prison	\$ 250,000
TOTAL:	\$20,250,000

CHART 1

MAINE DEPARTMENT OF CORRECTIONS

Adult Inmate Population Growth
1981 to 1989

Year	Actual Population Data				% Of Change		
	ADP*	Low	Peak	T.Days*	+T.Days	+Days	+ADP%
1981	851.8	836	866	310901			
1982	927.5	865	956	338538	+9.4%	+8.2%	+8.2%
1983	1007.5	970	1052	367738	+9.2%	+7.5%	+7.5%
1984	1022.3	997	1044	373140	-0.7%	+1.4%	+1.4%
1985	1180.3	1024	1254	430810	+16.7%	+13.4%	+13.4%
1986	1288.7	1230	1342	470387	+6.6%	+8.4%	+8.4%
1987	1339.5	1312	1379	488903	+2.7%	+3.8%	+3.8%
1988	1347.7	1318	1375	491908	-0.3%	+0.6%	+0.6%
1989	1470.2	1352	1554	536617	+11.5%	+8.3%	+8.3%
				Total%	+55.1%	+51.6%	+51.6%
				Annual Averg%	+6.9%	+6.5%	+6.5%

*ADP= Average Daily Population

*T.Days+ Total Days Served

CHART 2

MAINE DEPARTMENT OF CORRECTIONS

Adult Inmate Population Projections
Year 2010

<u>Year</u>	<u>Ehrenkrantz</u>	<u>Projections</u> <u>A D P*</u>	<u>Peak*</u>	<u>Bedspace*</u> <u>Projections +5%</u>
1989	1415	1470	1554	1554
1990	1497	1557	1661	1635
1991	1586	1668	1769	1751
1992	1680	1776	1884	1865
1993	1779	1891	2007	1986
1994	1884	2014	2137	2115
1995	1995	2146	2276	2253
1996		2285	2425	2400
1997		2433	2582	2555
1998		2591	2749	2721
1999		2760	2928	2890
2000		2939	3118	3086
2001		3130	3321	3287
2002		3334	3537	3500
2003		3551	3767	3728
2004		3781	4012	3970
2005		4027	4272	4228
2006		4289	4550	4503
2007		4568	4846	4796
2008		4865	5161	5018
2009		5181	5496	5440
2010		5517	5854	5793

*A D P = 6.5% Growth Annual

*Peak = 6.9% Growth Annual

*Bedspace = ADP + 5%

CHART 3

MAINE DEPARTMENT OF CORRECTIONS

Adult Inmate Population Projections By Classifications

Year 2000

<u>YEAR</u>	<u>ADP</u>	<u>HiMax</u>	<u>Max</u>	<u>Med</u>	<u>Min</u>	<u>Comm</u>	<u>Unclas</u>
1989	1470	15	265	426	500	147	118
1990	1557	16	280	452	529	156	125
1991	1668	17	300	484	567	167	133
1992	1776	18	320	515	604	178	142
1993	1891	19	340	548	643	189	151
1994	2014	20	362	584	685	201	161
1995	2146	21	386	622	729	216	172
1996	2285	23	411	663	777	229	183
1997	2433	24	438	706	827	243	195
1998	2591	26	466	751	881	259	207
1999	2760	28	497	800	938	276	221
2000	2939	29	529	852	999	294	235
		1%	18%	29%	34%	10%	8%

CHART 4

MAINE DEPARTMENT OF CORRECTIONS

Population Projections, Community Program Impacts

Year/Program	A D P	HMX	Mx	Md	Mn	Comm	Unclass
1995	2146	21	386	622	729	216	172
ReDistb Uncl	----	+2	+31	+58	+64	+17	-172
1995	2146	23	417	680	793	233	00
Cnty Jail 1yr		----	----	-40	-47	-13	
1995	2046	23	417	640	746	220	
Day Cnt/ISP	----	----	----	----	-77	-23	
1995	1946	23	417	640	669	197	
Diversion Cnts	----	----	----	-42	-44	-14	
1995	1846	23	417	598	625	183	

Year/Program	A D P	HMX	Mx	Md	Mn	Comm	Recv	MHealth
1995	1846	23	417	598	623	183	0	0
Redrb Recv.	----	-1	-23	-32	-34	-10	+100	0
1995	1846	22	394	566	591	173	100	0
Men.Health	----	-1	-29	----	----	----	----	+30
1995	1846	21	354	566	591	173	100	30
1995	BEDS	HMX	Mx	Md	Mn	Com	Recv	MHealth
Bedspace= ADP + 5%	1939	22	383	594	621	182	105	32

CHART 5

MAINE DEPARTMENT OF CORRECTIONS

Facility Capacity

Facility	HMax	Max	Md	Mn	Comm	Recv	Mh	Total	Seg
MSP	0	0	355	44	0	0	0	399	31
Bolduc	0	0	0	0	0	0	0	0	
MCC	0	0	233	12	10	36	0	291	39
SMPRC	0	0	0	0	30	0	0	30	
CMPRC	0	0	0	0	40	0	0	40	2
BPRC	0	0	0	0	35	0	0	35	
CCF	0	0	0	93	0	0	0	93	6
DCF	0	0	48	48	0	0	0	96	7
								984	
New CCC	0	0	0	50	0	0	0	50	
New Bolduc	0	0	0	112	0	0	0	112	
New MCC	0	0	0	100	0	0	0	100	
New Warren	25	75	0	0	0	0	0	100	
1995 Capacity	25	75	636	459	115	36	0	1346	85
1995 Bedspace Projections	22	383	594	621	182	105	32	Total 1939 Beds	
1995 Deficit	+3	-308	+42	-162	-67	-69	-32	-593	+85
1990 Bond									
Warren	---	+50	---	---	---	+25	+25*	-493	
DCF	---	---	---	+50	---	---	---	-443	
Fem PR	---	---	---	---	+30	---	---	-413	
MCC/PR	---	---	---	---	+50	---	---	-363	
From 3 to 2 Div.Cnts	---	---	---	-15	-15	---	---	-393	
	+3	-258	+42	-127	-2	-44	-7	-393	+85

* HMax & Max beds

NOTE: Includes 3 Restitution/Diverson Centers. Impact on State system is 100 and county system 50.

RECOMMENDATIONS:

114. The Department should continue to work with interested parties to improve conditions of confinement at the Maine State Prison, during 1990 and beyond, if necessary.

115. The Department should make a concerted effort to persuade the Legislature and the voters to support the proposed Bond Issue in November.

Total: \$20,250,000

TOTAL FACILITIES' (BOND ISSUE) COST: \$20,250,000

INSTITUTIONAL SECURITY/SUPPORT

The Department's adult facilities require additional security, clerical, and support staff to deal with their ever-increasing populations. In addition to staff needs mentioned elsewhere in this Master Plan Update, the following staff are required to provide a safe and secure correctional environment and the necessary support services. Staffing packages for proposed new facilities or units within existing facilities will be developed as those facilities and units are authorized and designed.

RECOMMENDATION:

116. The Department should seek authorization to hire the following personnel at its adult facilities, as soon as resources permit.

Maine State Prison

(1) Assistant to Deputy Warden for Care and Treatment		
Personal Services	\$	24,304
All Other		1,299
Capital		555
Subtotal:	\$	26,158
(1) Clerk Typist III		
Personal Services	\$	21,250
All Other		1,299
Capital		1,908
Subtotal:	\$	24,457
(1) Grievance Officer		
Personal Services	\$	30,416
All Other		150
Capital		1,000
Subtotal:	\$	31,566
(1) Standards' Compliance Officer		
Personal Services	\$	32,830
All Other		1,299
Capital		555
Subtotal:	\$	34,684

(1) Clerk Typist II		
Personal Services	\$	19,561
All Other		1,299
Capital		<u>1,364</u>
Subtotal:	\$	22,224
(15) Guards		
Personal Services	\$	375,285
All Other		<u>8,325</u>
Subtotal:	\$	383,610
(2) Correctional Maintenance Mechanics		
Personal Services	\$	44,220
All Other		<u>1,000</u>
Subtotal:	\$	45,220
(1) Guard Sergeant/Property Officer		
Personal Services	\$	27,602
All Other		555
Capital		<u>555</u>
Subtotal:	\$	28,712
MSP Total:	\$	596,631

Maine Correctional Center

(1) Administrative Assistant		
Personal Services	\$	27,761
All Other		98
Capital		<u>858</u>
Subtotal:	\$	28,717
(2) Clerk Typist II		
Personal Services	\$	39,122
All Other		2,598
Capital		<u>2,728</u>
Subtotal:	\$	44,448
(1) Legal Assistant		
Personal Services	\$	27,071
All Other		98
Capital		<u>858</u>
Subtotal:	\$	28,027
(1) Safety Compliance Officer		
Personal Services	\$	25,968
All Other		1,299
Capital		<u>555</u>
Subtotal:	\$	27,822

(1) Assistant Classification and Rehabilitation Officer		
Personal Services	\$	23,521
All Other		98
Capital		<u>1,149</u>
Subtotal:	\$	24,768
(1) Job Service Manager I		
Personal Services	\$	30,081
All Other		98
Capital		<u>399</u>
Subtotal:	\$	30,578
(2) Correctional Cooks		
Personal Services	\$	47,254
(1) Laundry Worker		
Personal Services	\$	20,354
(1) Storekeeper		
Personal Services	\$	21,756
All Other		98
Capital		<u>4,399</u>
Subtotal:	\$	26,253
(1) Retail Store Manager II		
Personal Services	\$	23,521
All Other		89
Capital		<u>555</u>
Subtotal:	\$	24,165
(1) Boiler Operator		
Personal Services	\$	21,250
(1) Sanitary Engineer I		
Personal Services	\$	31,518
All Other		1,148
Capital		<u>8,555</u>
Subtotal:	\$	41,221
(2) Correctional Maintenance Mechanics		
Personal Services	\$	44,220
All Other		<u>1,000</u>
Subtotal:	\$	45,220

(1) Accountant I		
Personal Services	\$	22,009
All Other		1,374
Capital		<u>1,255</u>
Subtotal:	\$	24,638
X-Ray Machine and computer hardware		
Capital	\$	34,000
(2) Correctional Officer III		
Personal Services	\$	60,830
All Other		300
Capital		<u>2,000</u>
Subtotal:	\$	63,130
(6) Correctional Officer II		
Personal Services	\$	158,430
Capital		<u>6,000</u>
Subtotal:	\$	164,430
(18) Correctional Officer I		
Personal Services	\$	436,896
Capital (Transport Van/Radio)		<u>19,200</u>
Subtotal:	\$	456,096
MCC Total:	\$	1,152,371

Charleston Correctional Facility

(1) Baker II		
Personal Services	\$	23,627
(1) Storekeeper		
Personal Services	\$	21,756
All Other		98
Capital		<u>399</u>
Subtotal:	\$	22,253
(7) Correctional Officer I		
Personal Services	\$	169,904
(3) Correctional Officer II		
Personal Services	\$	79,215
Capital		<u>3,000</u>
Subtotal:	\$	82,215

(2) Correctional Officer III		
Personal Services	\$	60,830
All Other		300
Capital		<u>2,000</u>
Subtotal:	\$	63,130
CCF Total:	\$	361,129

Downeast Correctional Facility

(3) Clerk Typist II		
Personal Services	\$	58,683
All Other		3,897
Capital		<u>4,092</u>
Subtotal:	\$	66,672
(1) Electrician II		
Personal Services	\$	23,521
All Other		500
Capital		<u>800</u>
Subtotal:	\$	24,821
(1) Correctional Maintenance Mechanic		
Personal Services	\$	22,110
All Other		<u>500</u>
Subtotal:	\$	22,610
(1) Correctional Officer III		
Personal Services	\$	30,415
All Other		150
Capital		<u>1,000</u>
Subtotal:	\$	31,565
(1) Laundry Supervisor II		
Personal Services	\$	22,917
(5) Correctional Officer I		
Personal Services	\$	121,360
(1) Assistant Director Correctional Facility		
Personal Services	\$	33,915
All Other		2,299
Capital		<u>555</u>
Subtotal:	\$	36,769
DCF Total:	\$	326,714

Central Maine Pre-Release Center

(1) Community Programs Coordinator		
Personal Services	\$	30,081
All Other		1,048
Capital		<u>858</u>
Subtotal:	\$	31,987
(1) Clerk Typist II		
Personal Services	\$	19,561
All Other		1,299
Capital		<u>1,364</u>
Subtotal:	\$	22,224
(1) Account Clerk I		
Personal Services	\$	21,756
All Other		1,288
Capital		<u>1,155</u>
Subtotal:	\$	24,199
(1) Correctional Officer III		
Personal Services	\$	30,415
All Other		150
Capital		<u>1,000</u>
Subtotal:	\$	31,565
(1) Correctional Officer II		
Personal Services	\$	26,405
Capital		<u>1,000</u>
Subtotal:	\$	27,405
(5) Correctional Officer I		
Personal Services	\$	121,360
CMPRC Total:	\$	258,740

Bolduc Unit

(2) Clerk Typist II		
Personal Services	\$	39,122
All Other		2,598
Capital		<u>2,728</u>
Subtotal:	\$	44,448
(1) Unit Manager (Guard Lieutenant)		
Personal Services	\$	30,415
All Other		1,299
Capital		<u>1,555</u>
Subtotal:	\$	33,269

(5) Correctional Cooks		
Personal Services	\$	118,135
(6) Guards		
Personal Services	\$	150,114
All Other		<u>3,330</u>
Subtotal:	\$	153,444
Bolduc Total:	\$	349,296

Bangor Pre-Release Center

(2.5) Correctional Cooks		
Personal Services	\$	59,068
(4) Correctional Officer I		
Personal Services	\$	97,088
(1) Correctional Officer II		
Personal Services	\$	26,405
Capital		<u>1,000</u>
Subtotal:	\$	27,405
(1) Clerk Typist III		
Personal Services	\$	21,250
All Other		1,299
Capital		<u>1,908</u>
Subtotal:	\$	24,457
BPRC Total:	\$	208,018

TOTAL INSTITUTIONAL SECURITY/SUPPORT: \$3,252,899

RECOMMENDATIONS

RECOMMENDATIONS

This section contains all the recommendations included in the Master Plan Update. The recommendations are organized by the date by which the Department of Corrections recommends they be implemented or, if no date is given, in the order in which they are found in the plan to be implemented as soon as resources permit. The page number in parentheses refers to the page in the Master Plan Update on which the recommendation is found. It should be noted that implementation of these recommendations is dependent on factors beyond the control of the Department of Corrections. These factors include the amount of money available in the state's General Fund, the Legislature, and the voters of the State of Maine. Since the Department has no control over these factors, it may not be possible to implement these recommendations within the time frames or to the extent suggested by the Department.

Nonetheless, the Department believes it is critically important that these recommendations be implemented in as timely a manner as possible, so that the Department can provide the programs and beds necessary to care for the ever increasing population for which it is statutorily responsible.

RECOMMENDATIONS TO BE IMPLEMENTED
AS SOON AS RESOURCES PERMIT

- . The Department will support the future expansion of programs for substance abusers, as soon as resources permit. (Rec. 8, p. 33)
- . The Department will continue to propose the expansion of community counseling services for Probation and Parole clients, as soon as resources permit. (Rec. 10, p. 33)
- . The Department should establish a halfway house for males, in Kennebec or York County, and operate it, in order to compare state operations with contractual operations, as soon as resources permit. In addition, the Department should enter into a contractual agreement for a halfway house for males in Kennebec or York County, as soon as resources permit. (Rec. 12, p. 34)
- . The Department should determine if the Federal Bureau of Prisons is still interested in establishing a halfway house with the Department in Bangor, and, if so, the Department should seek to provide the necessary funds, as soon as resources permit. (Rec. 13, p. 34)
- . The Department should establish a halfway house for females, as soon as resources permit. (Rec. 14, p. 35)
- . The Department should add additional staff to existing facilities, in order to increase the number of outside restitution crews, as soon as resources permit. (Rec. 17, p.36)
- . The Department should seek funds to hire the following Human Resources' personnel, as soon as resources permit. (Rec. 22, p. 42)

Central Office

(1) Workers' Compensation Specialist		
Personal Services	\$	28,971
All Other		3,139
Capital		555
	Subtotal:	\$ 32,665

(1) Agency Payroll Supervisor		
Personal Services	\$	22,917
All Other		1,299
Capital		<u>1,364</u>
Subtotal:	\$	25,580
Central Office Total:	\$	58,245

Maine State Prison

(1) Personnel Specialist		
Personal Services	\$	28,783
All Other		2,139
Capital		<u>555</u>
Subtotal:	\$	31,477
(1) Clerk Typist II		
Personal Services	\$	19,561
All Other		1,299
Capital		<u>1,364</u>
Subtotal:	\$	22,224
Upgrade Personnel Officer to Personnel Manager		
Personal Services	\$	2,349
MSP Total:	\$	56,050

Maine Correctional Center

(1) Personnel Specialist		
Personal Services	\$	28,783
All Other		2,139
Capital		<u>555</u>
Subtotal:	\$	31,477
(1) Clerk Typist II		
Personal Services	\$	19,561
All Other		1,299
Capital		<u>1,364</u>
Subtotal:	\$	22,224
Upgrade Personnel Officer to Personnel Manager		
Personal Services	\$	2,349
MCC Total:	\$	56,050

Maine Youth Center

(1) Personnel Specialist		
Personal Services	\$	28,783
All Other		2,139
Capital		<u>555</u>
Subtotal:	\$	31,477
(1) Clerk Typist II/Payroll Clerk		
Personal Services	\$	21,250
All Other		1,299
Capital		<u>1,364</u>
Subtotal:	\$	23,913
MYC Total:	\$	55,390

Downeast Correctional Facility

(.5) Personnel Specialist		
Personal Services	\$	14,392
All Other		2,139
Capital		<u>555</u>
Subtotal:	\$	17,086
DCF Total:	\$	17,086
TOTAL:	\$	242,821

The Department should provide more training opportunities for all staff, as soon as resources permit, by: (Rec. 23, p. 45)

- a. Providing training to supervisors in such areas as managing programs, management theories, conflict resolution, etc;
- b. Providing cross training; and
- c. Determining the future needs of the Department in the area of specialty skills and establishing a more liberal educational-leave policy to encourage qualified people to advance themselves.

Funds should be made available for each facility to hire the personnel necessary to implement the training plan, based on the newly-developed curriculum, as soon as resources permit. The resources required for each facility are as follow: (Rec. 29, p. 51)

Maine State Prison

(1) Staff Development Specialist III		
Personal Services	\$	25,967
All Other		2,004
Capital		<u>555</u>
Subtotal:	\$	28,526
MSP Total:	\$	28,526

Maine Correctional Center

(1) Staff Development Specialist III		
Personal Services	\$	25,967
All Other		2,004
Capital		<u>555</u>
Subtotal:	\$	28,526
MCC Total:	\$	28,526

Downeast Correctional Facility

(1) Staff Development Specialist III		
Personal Services	\$	25,967
All Other (to include training resource materials/equipment)		4,504
Capital		<u>555</u>
Subtotal:	\$	31,026
DCF Total:	\$	31,026

Charleston Correctional Facility

(1) Staff Development Specialist III		
Personal Services	\$	25,967
All Other (to include training resource materials/equipment)		4,504
Capital		<u>555</u>
Subtotal:	\$	31,026
CCF Total:	\$	31,026

Maine Youth Center

(1) Staff Development Specialist III		
Personal Services	\$	25,967
All Other		2,004
Capital		<u>555</u>
Subtotal:	\$	28,526
MYC Total:	\$	28,526
TOTAL:	\$	147,630

- The Division of Probation and Parole's proposed training curriculum should be implemented, as soon as resources permit. (This recommendation and cost are also included in the Probation and Parole Section.) (Rec. 30, p. 52)

All Other	\$	104,000
TOTAL:	\$	104,000

- The Department should expand the Office of Advocacy by hiring three additional advocates and a secretary, as soon as resources permit. (Rec. 33, p. 54)

(3) Advocates		
Personal Services	\$	86,913
All Other		3,921
Capital		<u>1,615</u>
Subtotal:	\$	92,499
(1) Clerk Typist III		
Personal Services	\$	21,250
All Other		1,299
Capital		<u>1,908</u>
Subtotal:	\$	24,457
TOTAL:	\$	116,956

- The recommendations contained in the Report of the Task Force on Female Offenders should be carefully considered and implemented, as appropriate, as soon as resources permit. (Rec. 36, p. 58)
- If it is not possible to reactivate either of the Stevens School buildings, the Department should build or rent a facility for use as a minimum-security/pre-release facility for female prisoners, as soon as resources permit. (Rec. 38, p. 58)

- The Department should establish a halfway house for female prisoners, as soon as resources permit. (Rec. 39, p. 58)

All Other \$ 275,000

TOTAL: \$ 275,00

- The Department should implement the recommendations in the MIS Master Plan, as appropriate, as soon as resources permit. (Rec. 40, p. 60)
- The Department should implement the changes proposed by the Bureau of Data Processing, as soon as resources permit. (Rec. 41, p. 60)
- The Department should develop the necessary systems and software for its MIS, as soon as resources permit. (Rec. 45, p. 60)

All Other \$ 125,000

TOTAL: \$ 125,000

- The Department should hire a Computer Operations' Manager for Central Office, as soon as resources permit. (Rec. 46, p. 60)

(1) Computer Operations Manager
 Personal Services \$ 43,828
 All Other 3,139
 Capital 555

Subtotal: \$ 47,522

TOTAL: \$ 47,522

- The Department should hire six Computer Operations' Assistant Managers, one each for MSP, MCC, MYC, DCF, CCF, and the Division of Probation and Parole, as soon as resources permit. (Rec. 47, p. 61)

(6) Computer Operations Assistant Managers
 Personal Services \$ 214,681
 All Other 9,834
 Capital 3,330

Subtotal: \$ 227,845

TOTAL: \$ 227,845

- The necessary computer equipment should be purchased, as soon as resources permit. (Rec. 48, p. 61)

Central Office

Capital \$ 200,000

Maine Correctional Center

Renovations, computer hardware

Capital \$ 85,646

TOTAL: \$ 285,646

- The Department should ensure that both basic and ongoing training is provided to all employees, including management, who use computers. This training should be offered on an ongoing basis, as soon as resources permit. (Rec. 49, p. 61)
- The Department should seek funds to establish a public relations/education capability, as soon as resources permit. (Rec. 60, p. 69)

(1) Director of Public Information
 Personal Services \$ 35,064
 All Other 2,639
 Capital 555
 Subtotal: \$ 38,258

(1) Clerk Typist III
 Personal Services \$ 21,250
 All Other 1,299
 Capital 1,908
 Subtotal: \$ 24,457

TOTAL: \$ 62,715

- In addition to the positions mentioned elsewhere in this Master Plan Update, the Department should hire the following personnel for Central Office, as soon as resources permit: (Rec. 64, p. 72)

(1) Director of Planning, Research, and Quality Assurance
 Personal Services \$ 40,063
 All Other 2,799
 Capital 555
 Subtotal: \$ 43,417

(1)	Corrections Planning Analyst		
	Personal Services	\$	32,578
	All Other		1,799
	Capital		<u>555</u>
	Subtotal:	\$	34,932
(1)	Secretary		
	Personal Services	\$	21,756
	All Other		1,299
	Capital		<u>1,908</u>
	Subtotal:	\$	24,963
(1)	Contract Specialist		
	Personal Services	\$	35,064
	All Other		2,799
	Capital		<u>555</u>
	Subtotal:	\$	38,418
(2)	Clerk Typist III		
	Personal Services	\$	42,500
	All Other		2,598
	Capital		<u>3,816</u>
	Subtotal:	\$	48,914
(1)	Management Analyst I		
	Personal Services	\$	27,861
	All Other		1,299
	Capital		<u>555</u>
	Subtotal:	\$	29,715
(1)	Accountant III		
	Personal Services	\$	27,861
	All Other		1,374
	Capital		<u>1,255</u>
	Subtotal:	\$	30,490
(1)	Accountant I		
	Personal Services	\$	22,009
	All Other		1,374
	Capital		<u>1,255</u>
	Subtotal:	\$	24,638
(1)	Auditor II		
	Personal Services	\$	30,081
	All Other		4,924
	Capital		<u>555</u>
	Subtotal:	\$	35,560

(1) Substance Abuse Program Coordinator		
Personal Services	\$	37,570
All Other		2,799
Capital		<u>555</u>
Subtotal:	\$	40,924
TOTAL:	\$	351,971

- The Department should acquire additional office space, as soon as resources permit. (Rec. 65, p. 73)
- One Public Service Coordinator, who would also serve as an administrative assistant, should be hired for each Probation and Parole District, as soon as resources permit. (Rec. 66, p. 87)

(6) Administrative Assistants		
Personal Services	\$	166,566
All Other		16,194
Capital		<u>3,330</u>
Subtotal:	\$	186,090
TOTAL:	\$	186,090

- The probation caseload ratio should be reduced to 1:75 for adults and 1:40 for juveniles by hiring 30 additional officers and creating two new districts, as soon as resources permit. (Rec. 67, p. 87)

(30) Probation and Parole Officers		
Personal Services	\$	953,730
All Other		132,210
Capital		<u>46,650</u>
Subtotal:	\$	\$1,132,590

(2) District Supervisors		
Personal Services	\$	77,630
All Other		9,298
Capital		<u>2,798</u>
Subtotal:	\$	89,726

(2) Administrative Assistants		
Personal Services	\$	55,522
All Other		5,398
Capital		<u>1,110</u>
Subtotal:	\$	62,030

(2)	Accountant II		
	Personal Services	\$	48,608
	All Other		5,398
	Capital		<u>1,110</u>
	Subtotal:	\$	55,116
(2)	Clerk Typist III		
	Personal Services	\$	42,500
	All Other		2,598
	Capital		<u>3,816</u>
	Subtotal:	\$	48,914
(4)	Clerk Typist II		
	Personal Services	\$	78,244
	All Other		5,196
	Capital		<u>5,456</u>
	Subtotal:	\$	88,896
	TOTAL:		\$1,477,272

The Department should strongly support L.D. 2098 to expand the use of Intensive Supervision so more prisoners would be eligible. The Department should establish ISP Teams in every county, which would result in additional, three-person ISP Teams, plus six more ISP Officers to make current ISP Teams three-person teams, and 7 Clerk Typist IIs, as soon as resources permit. (Rec. 68, p. 88)

(42)	Probation/Parole Officers		
	Personal Services	\$	1,335,222
	All Other		193,368
	Capital		<u>75,810</u>
	Subtotal:	\$	1,604,400
(7)	Clerk Typist III		
	Personal Services	\$	148,750
	All Other		9,093
	Capital		<u>13,356</u>
	Subtotal:	\$	171,199
	TOTAL:		\$1,775,599

- Intensive Supervision should also be expanded to include a pilot project for juveniles. Three additional ISP Teams should be hired, one each for Cumberland, Androscoggin, and Penobscot Counties, as soon as resources permit. (Rec. 69, p. 88)

(6) Probation and Parole Officers		
Personal Services	\$	190,746
All Other		26,424
Capital		<u>9,330</u>
Subtotal:	\$	226,500
TOTAL:	\$	226,500

- Each District should be provided with a restitution specialist, who has an accounting background, to handle both adult and juvenile restitution, as soon as resources permit. (Rec. 70, p. 89)

(6) Accountant II		
Personal Services	\$	145,824
All Other		16,194
Capital		<u>3,330</u>
Subtotal:	\$	165,348
TOTAL:	\$	165,348

- An additional seven clerical personnel should be hired to provide for at least one person in each suboffice, as soon as resources permit. (Rec. 73, p. 89)

(7) Clerk Typist III		
Personal Services	\$	148,750
All Other		9,093
Capital		<u>13,356</u>
Subtotal:	\$	171,199
TOTAL:	\$	171,199

- The Division of Probation and Parole's training proposal should be implemented, as soon as resources permit. (This recommendation and cost are also included in the Staff Development and Training Section.) (Rec. 75, p. 90)

Annual Training Conference for PPOs	\$	20,000
Annual Training Conference for Secretaries		6,000
Central Office Training Fund		12,000
Individual Training Allotments for PPOs (\$610 per PPO)		64,275

Individual Training Allotments 1,725
for Secretaries (\$75 per secretary)

All Other \$ 104,000

TOTAL: \$ 104,000

. The Department should increase funding for Mental Health Counseling Services from \$382,495 to \$482,495, as soon as resources permit. (Note: Additional funds for sex-offender services for probationers are listed under the section on the Sex-Offender Program.) (Rec. 76, p. 90)

All Other \$ 100,000

TOTAL: \$ 100,000

. The Department should increase the amount of money available to Probation and Parole for Emergency Services from \$69,000 a year to \$120,000 a year, as soon as resources permit. (Rec. 77, p. 90)

All Other \$ 51,000

TOTAL: \$ 51,000

. The Department should fund a pilot project in one Probation and Parole District to provide a substance-abuse evaluation for all Pre-Sentence Investigations, to include recommended treatment programs, as well as the development of programs needed to provide that treatment, as soon as resources permit. (Rec. 78, p. 90)

(2) Substance Abuse Counselors
All Other \$ 60,644

Purchase/develop necessary treatment services, based on the evaluations

All Other \$ 100,000

Subtotal: \$ 160,644

TOTAL: \$ 160,644

- The Department should establish a Substance-Abuse Halfway House for probationers, who would work during the day and receive substance-abuse counseling/programming evenings and weekends, as soon as resources permit. (Rec. 79, p. 91)

Operating Costs	(\$337,900)	
Start-up Costs	(\$ 60,000)	
All Other		\$ 397,900
TOTAL:		\$ 397,900

- Urinalysis testing should be expanded in all Districts, by ensuring all District Offices have urinalysis machines and by providing funds to purchase the necessary chemicals, as soon as resources permit. (Rec. 80, p. 91)

All Other		\$ 50,000
TOTAL:		\$ 50,000

- The Department of Corrections should hire additional mental health staff, to include psychology interns, licensed clinical social workers, and full-time psychologists and psychiatrists, as soon as resources permit. (Rec. 81, p. 96)

Maine State Prison

(1) Mental Health Worker V		
Personal Services		\$ 27,861
All Other		1,299
Capital		555
Subtotal:		\$ 29,715
Psychiatric Services (24 hrs/ week @ \$75.00/hr)		
All Other		\$ 93,600
Computer Software for MMPI		
All Other		2,250
MSP Total:		\$ 125,565

Maine Correctional Center

(1) Mental Health Worker V		
Personal Services	\$	27,861
All Other		1,299
Capital		<u>555</u>
Subtotal:	\$	29,715
(2) Correctional Caseworkers		
Personal Services	\$	55,722
All Other		2,678
Capital		<u>1,110</u>
Subtotal:	\$	59,510
(1) Clerk Typist III		
Personal Services	\$	21,250
All Other		1,299
Capital		<u>1,908</u>
Subtotal:	\$	24,457
(1) Psychologist II		
Personal Services	\$	37,141
All Other		1,299
Capital		<u>555</u>
Subtotal:	\$	38,995
(1) Psychologist III		
Personal Services	\$	39,717
All Other		1,399
Capital		<u>555</u>
Subtotal:	\$	41,611
Psychiatric Services (8 hrs/ week @ \$100/hr)		
All Other	\$	41,600
MCC Total:	\$	235,888

Charleston Correctional Facility

(1) Psychologist III		
Personal Services	\$	39,717
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	41,611

(1) Correctional Caseworker		
Personal Services	\$	27,861
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	29,755
CCF Total:	\$	71,366

Downeast Correctional Facility

(1) Psychologist III		
Personal Services	\$	39,717
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	41,611
Psychiatric Services (16 hrs/ week @ \$75.00/hr)		
All Other	\$	62,400
Penile Plethysmograph and Lab Materials		
Capital	\$	7,500
DCF Total:	\$	111,511

Bangor Pre-Release Center

(1) Correctional Caseworker		
Personal Services	\$	27,861
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	29,755
BPRC Total:	\$	29,755

Central Maine Pre-Release Center

(1) Correctional Caseworker		
Personal Services	\$	27,861
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	29,755
Psychological Services (4 hrs/week @ \$85.00/hr)		
All Other	\$	17,680
CMPRC Total:	\$	47,435

Bolduc Unit

(1) Correctional Caseworker		
Personal Services	\$	27,861
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	29,755
Bolduc Total:	\$	29,755
TOTAL:	\$	651,275

Additional substance-abuse counselors and support staff should be hired for all facilities, as soon as resources permit. (Rec. 85, p. 103)

Maine State Prison

(1) Alcohol Rehabilitation Counselor II		
Personal Services	\$	28,971
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	30,865
MSP Total:	\$	30,865

Maine Correctional Center

(2) Alcohol Rehabilitation Counselor II		
Personal Services	\$	57,942
All Other		2,678
Capital		<u>1,110</u>
Subtotal:	\$	61,730
(1) Psychologist III		
Personal Services	\$	39,717
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	41,611
MCC Total:	\$	103,341

Charleston Correctional Facility

(1) Alcohol Rehabilitation Counselor II		
Personal Services	\$	28,971
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	30,865

(1) Clerk Typist III		
Personal Services	\$	21,250
All Other		1,299
Capital		<u>1,908</u>
Subtotal:	\$	24,457
CCF Total:	\$	55,322

Downeast Correctional Facility

(1) Clerk Typist III		
Personal Services	\$	21,250
All Other		1,299
Capital		<u>1,908</u>
Subtotal:	\$	24,457
DCF Total:	\$	24,457

Bangor Pre-Release Center

(1) Alcohol Rehabilitation Counselor II		
Personal Services	\$	28,971
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	30,865
(.5) Clerk Typist III		
Personal Services	\$	10,625
All Other		1,299
Capital		<u>1,908</u>
Subtotal:	\$	13,832
BPRC Total:	\$	44,697

Central Maine Pre-Release Center

(1) Alcohol Rehabilitation Counselor II		
Personal Services	\$	28,971
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	30,865

(.5) Clerk Typist III		
Personal Services	\$	10,625
All Other		1,299
Capital		<u>1,908</u>
Subtotal:	\$	13,832
CMPRC Total:	\$	44,697
TOTAL:	\$	303,379

- The Department should establish new and expand existing community-based services for sex offenders, as soon as resources permit. (Rec. 87, p. 111)
- The Department should increase sex-offender treatment services in all facilities, to include an intensive treatment component at DCF by 1993 and one at MCC by 1995; through contractual community-service treatment funds for the Division of Probation and Parole; and in Central Office, as soon as resources permit. (Rec. 88, p. 111)

Central Office

(1) Psychologist III		
Personal Services	\$	39,717
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	41,611
(.5) Computer Programmer		
Personal Services	\$	13,930
All Other		1,299
Capital		<u>555</u>
Subtotal:	\$	15,784
(.5) Clerk Typist II		
Personal Services	\$	9,781
All Other		1,299
Capital		<u>1,364</u>
Subtotal:	\$	12,444
Central Office Total:	\$	69,839

Probation and Parole

Community Programs	\$	300,000
All Other		
Management Information Program		
All Other	\$	<u>50,000</u>
Subtotal:	\$	350,000
P & P Total:	\$	350,000

Maine State Prison

(1) Psychologist III		
Personal Services	\$	39,717
All Other		1,330
Capital		<u>555</u>
Subtotal:	\$	41,611
(.5) Teacher		
Personal Services	\$	13,930
All Other		1,299
Capital		<u>555</u>
Subtotal:	\$	15,784
(1) Human Services Caseworker Supervisor		
Personal Services	\$	32,830
All Other		1,299
Capital		<u>555</u>
Subtotal:	\$	34,684
(.5) Psychology Assistant		
(Behavioral Lab Technician)		
Personal Services	\$	12,152
All Other		1,299
Capital		<u>555</u>
Subtotal:	\$	14,006
(1) Clerk Typist II		
Personal Services	\$	19,561
All Other		1,299
Capital		<u>1,364</u>
Subtotal:	\$	22,224
MSP Total:	\$	128,309

Maine Correctional Center

(1) Human Services Caseworker Supervisor		
Personal Services	\$	32,830
All Other		1,299
Capital		<u>555</u>
Subtotal:	\$	34,684
(1) Teacher (increase by 4 hours to bring up to 20 hrs/week)		
Personal Services	\$	2,786
(.5) Psychological Assistant (Behavioral Lab Technician)		
Personal Services	\$	12,152
All Other		1,299
Capital		<u>555</u>
Subtotal:	\$	14,006
(1) Correctional Caseworker		
Personal Services	\$	27,861
All Other		723
Capital		<u>399</u>
Subtotal:	\$	28,983
(1) Clerk Typist II		
Personal Services	\$	19,561
All Other		1,299
Capital		<u>1,364</u>
Subtotal:	\$	22,224
MCC Total:	\$	102,683

Downeast Correctional Facility

(1) Psychologist III		
Personal Services	\$	39,717
All Other		1,339
Capital		<u>555</u>
Subtotal:	\$	41,611
(2) Human Services Caseworker Supervisors		
Personal Services	\$	65,660
All Other		2,598
Capital		<u>1,110</u>
Subtotal:	\$	69,368

(.5) Psychology Assistant (Behavioral Lab Technician)		
Personal Services	\$	12,152
All Other		1,299
Capital		<u>555</u>
Subtotal:	\$	14,006
(1) Correctional Caseworker		
Personal Services	\$	27,861
All Other		723
Capital		<u>399</u>
Subtotal:	\$	28,983
(1) Clerk Typist II		
Personal Services	\$	19,561
All Other		1,299
Capital		<u>1,364</u>
Subtotal:	\$	22,224
DCF Total:	\$	176,192

Charleston Correctional Facility

(.5) Correctional Caseworker		
Personal Services	\$	13,931
All Other		723
Capital		<u>399</u>
Subtotal:	\$	15,053
CCF Total:	\$	15,053

Central Maine Pre-Release Center

(.5) Correctional Caseworker		
Personal Services	\$	13,931
All Other		723
Capital		<u>399</u>
Subtotal:	\$	15,053
CMPRC Total:	\$	15,053
TOTAL:	\$	857,129

The Department should seek funds to expand current medical coverage, support, and space, to include infirmaries, to provide needed services and coverage in all facilities, as soon as resources permit. (Rec. 90, p. 120)

Maine State Prison

The Department should develop a plan for expanding MSP's medical area, to include at least four more offices, conference space, and a four-to-six bed infirmary.

Maine Correctional Center

(1) Nurse III		
Personal Services	\$	35,100
All Other		<u>90</u>
Subtotal:	\$	35,190

If the auxiliary clinic is to continue, an additional 3.5 Nurse IIs will be necessary.

(3.5) Nurse II		
Personal Services	\$	113,673
All Other		<u>315</u>
Subtotal:	\$	113,988

Provide funds for a professional assessment of MCC medical needs, if the medical complex is not located at MCC.

All Other	\$	100,000
MCC Total:	\$	249,178

Downeast Correctional Facility

(1.5) Nurse II		
Personal Services	\$	48,717
All Other		<u>135</u>
Subtotal:	\$	48,852

Funds should be made available to design a small infirmary for DCF.

All Other	\$	45,000
DCF Total:	\$	93,852

Bolduc Unit

(1) Nurse III		
Personal Services	\$	35,100
All Other		90
Subtotal:	\$	<u>35,190</u>
Bolduc Total:	\$	35,190

Central Maine Pre-Release Center

Nursing Services 10 hrs/wk @ \$24.00/hr)		
All Other	\$	13,000
CMPRC Total:	\$	13,000
TOTAL:	\$	391,220

- The Department should seek funds, as soon as resources permit, to assess the medical needs of the Department and to develop a plan to meet those needs. The plan should address, at a minimum, the need for rehabilitative hospital care, nursing homes, and geriatric care, as well as the number of beds necessary to meet those needs into the next century. (Rec. 91, p. 121)

All Other	\$	75,000
TOTAL:	\$	75,000

- The Department should increase the educational and vocational staff at all its facilities, in order to reduce waiting lists, as soon as resources permit. (Rec. 96, p. 132)

Maine State Prison

(1) Computer Instructor		
Personal Services	\$	27,861
All Other		500
Capital		<u>555</u>
Subtotal:	\$	28,916

(1)	Clerk Typist II		
	Personal Services	\$	19,561
	All Other		1,299
	Capital		<u>1,264</u>
	Subtotal:	\$	22,124
	MSP Total:	\$	51,040

Maine Correctional Center

(3)	Teachers		
	Personal Services	\$	83,583
	All Other		1,500
	Capital		<u>1,197</u>
	Subtotal:	\$	86,280

Convert one Chapter I position to a state position.

(1)	Teacher		
	Personal Services	\$	37,159

(1)	Clerk Typist II		
	Personal Services	\$	19,561
	All Other		1,299
	Capital		<u>1,264</u>
	Subtotal:	\$	22,124

(1)	Vocational Teacher		
	Personal Services	\$	27,861
	All Other		500
	Capital		<u>555</u>
	Subtotal:	\$	28,916

(1)	Vocational Trades Instructor		
	Personal Services	\$	27,861
	All Other		500
	Capital		<u>555</u>
	Subtotal:	\$	28,916

MCC Total: \$ 203,395

Charleston Correctional Facility

(2)	Teacher Aides		
	Personal Services	\$	42,500
	All Other		1,000
	Capital		<u>798</u>
	Subtotal:	\$	44,298

(1) Teacher (Business/Computer)		
Personal Services	\$	27,861
All Other		500
Capital		555
Subtotal:	\$	<u>28,916</u>
(1) Library Assistant		
Personal Services	\$	21,250
All Other		500
Capital		555
Subtotal:	\$	<u>22,305</u>
CCF Total:	\$	95,519

Downeast Correctional Facility

(1) Library Assistant		
Personal Services	\$	21,250
All Other		500
Capital		555
Subtotal:	\$	<u>22,305</u>
Contract with a Special Education Teacher for 8 hrs./week @ \$13.00/hour		
All Other	\$	5,408
DCF Total:	\$	27,713

Central Maine Pre-Release Center

Contract with a GED and Remedial Reading Teacher for 10 hrs./week @ \$10.00/hour.		
All Other	\$	5,000
CMPRC Total:	\$	5,000
TOTAL:	\$	382,667

The Department should seek funds to renovate/create additional educational and vocational space and purchase additional equipment, as soon as resources permit. (Rec. 97, p. 135)

Maine State Prison

Computer hardware		
Capital	\$	18,000
MSP Total:	\$	18,000

Maine Correctional Center

Embosser (Art Department)	(\$ 500)
Meat Freezer (Slaughterhouse)	(\$25,000)
Drill Press (Welding)	(\$ 3,500)
Grinder (Welding)	(\$ 1,200)
Storage & Work Area (Building Trades)	(\$ 3,000)
2 Electric Static Exhausts (Building Trades)	(\$12,000)
2 Sanders (Building Trades)	(\$ 5,000)
Computer Air Conditioner	(\$ 600)
4 Wheel Alignment Machines (Front End)	(\$ 9,000)
Light Table (Graphic Arts)	(\$ 1,000)
Electronic Course Startup Equipment	(\$15,000)
Plumbing Startup Equipment	(\$ 2,000)
Fleet Maintenance Equipment	
Laser Printer/Computer	(\$ 7,400)
Paper Folder Machine	(\$ 3,700)
Test Equipment/Tools	(\$ 3,000)
Engine Measuring Device	(\$ 3,000)
Safety Equipment & Materials	(\$ 8,000)

Capital \$ 102,900

MCC Total: \$ 102,900

Charleston Correctional Facility

4-wheel Tractor	(\$27,000)
Expansion of Program Space	(\$21,000)

Capital \$ 48,000

CCF Total: \$ 48,000

(1) Industries Salesperson		
Personal Services	\$	25,066
All Other		3,299
Capital		<u>555</u>
Subtotal:	\$	28,920
TOTAL:	\$	79,052

The Department should request funds for industries buildings, renovations, and equipment, as soon as resources permit. (Rec. 102, p. 143)

Maine State Prison

Industries Storage Building	\$	200,000
Site preparation and miscellaneous		<u>75,000</u>
Subtotal:	\$	275,000
MSP Total:	\$	275,000

Maine Correctional Center

Industries Space (60' x 100')	\$	180,000
Site preparation and miscellaneous		37,500
Equipment		<u>37,000</u>
Subtotal:	\$	255,000
MCC Total:	\$	255,000

Downeast Correctional Facility

Industries Space (60' x 100')	\$	72,000
Site preparation and miscellaneous		15,000
Equipment		<u>17,000</u>
Subtotal:	\$	104,000
DCF Total:	\$	104,000

Charleston Correctional Facility

Industries Space (40' x 60')	\$	72,000
Site preparation and miscellaneous		15,000
Equipment		<u>16,000</u>
Subtotal:	\$	103,000
CCF Total:	\$	103,000

Bolduc Unit

Industries Space (40' x 60')	\$	72,000
Site preparation and miscellaneous		15,000
Equipment		<u>16,000</u>
Subtotal:	\$	103,000
Bolduc Total:	\$	103,000
TOTAL:	\$	840,000

The Department should provide funds to restore/build athletic areas and purchase necessary equipment, as soon as resources permit. (Rec. 105, p. 148)

Maine State Prison

Restoration of softball field		
Capital	\$	3,000
MSP Total:	\$	3,000

Maine Correctional Center

Two outdoor recreational areas with horseshoe pits and walking/jogging tracks at \$2500 for each area		
Capital	\$	5,000
Soccer goals and equipment		
Capital	\$	1,500
Cross-Court basketball court		
Capital	\$	2,000
Equipment for A Pod and Segregation Unit		
Capital		<u>2,000</u>
Subtotal:	\$	10,500
MCC Total:	\$	10,500
TOTAL:	\$	13,500

The Department should provide funds to hire the following recreational personnel, as soon as resources permit. (Rec. 106, p. 148)

Downtown Correctional Facility

(1) Recreational Supervisor		
Personal Services	\$	28,783
All Other		1,299
Capital		<u>555</u>
Subtotal:	\$	30,637
(2) Recreational Aides		
Personal Services	\$	42,700
All Other		2,598
Capital		<u>1,110</u>
Subtotal:	\$	46,408
DCF Total:	\$	77,045

Charleston Correctional Facility

(2) Recreational Aides		
Personal Services	\$	42,700
All Other		2,598
Capital		<u>1,110</u>
Subtotal:	\$	46,408
CCF Total:	\$	46,408
TOTAL:	\$	123,453

- If the recommendations indicate that MCC's H.I.P. Program would be appropriate for other facilities, the Department should seek the necessary funding to establish it, as soon as resources permit. (Rec. 109, p. 151)
- The Department should seek funding to continue the Drivers' Rehabilitation Program, as soon as resources permit. (Rec. 110, p. 152)

Fees and Materials		
All Other	\$	2,500
Projector		
Capital		<u>500</u>
Subtotal:	\$	3,000
TOTAL:	\$	3,000

The Department should seek funds to continue MCC's Visiting Artists' Program, as soon as resources permit. These costs are based on the assumption MCC will receive continuation funding from the Maine Arts Commission. If such funding is not forthcoming, the below costs would be doubled. (Rec. 113, p. 153)

Fees - Four Artists @ \$1,250 apiece)		
All Other	\$	5,000
Materials		
All Other		<u>1,200</u>
Subtotal:	\$	6,200
TOTAL:	\$	6,200

The Department should seek authorization to hire the following personnel at its adult facilities, as soon as resources permit. (Rec. 116, p. 166)

Maine State Prison

(1) Assistant to Deputy Warden for Care and Treatment		
Personal Services	\$	24,304
All Other		<u>1,299</u>
Capital		555
Subtotal:	\$	26,158
(1) Clerk Typist III		
Personal Services	\$	21,250
All Other		<u>1,299</u>
Capital		1,908
Subtotal:	\$	24,457
(1) Grievance Officer		
Personal Services	\$	30,416
All Other		<u>150</u>
Capital		1,000
Subtotal:	\$	31,566
(1) Standards' Compliance Officer		
Personal Services	\$	32,830
All Other		<u>1,299</u>
Capital		555
Subtotal:	\$	34,684

(1)	Clerk Typist II		
	Personal Services	\$	19,561
	All Other		1,299
	Capital		<u>1,364</u>
	Subtotal:	\$	22,224
(15)	Guards		
	Personal Services	\$	375,285
	All Other		<u>8,325</u>
	Subtotal:	\$	383,610
(2)	Correctional Maintenance Mechanics		
	Personal Services	\$	44,220
	All Other		<u>1,000</u>
	Subtotal:	\$	45,220
(1)	Guard Sergeant/Property Officer		
	Personal Services	\$	27,602
	All Other		555
	Capital		<u>555</u>
	Subtotal:	\$	28,712
	MSP Total:	\$	596,631

Maine Correctional Center

(1)	Administrative Assistant		
	Personal Services	\$	27,761
	All Other		98
	Capital		<u>858</u>
	Subtotal:	\$	28,717
(2)	Clerk Typist II		
	Personal Services	\$	39,122
	All Other		2,598
	Capital		<u>2,728</u>
	Subtotal:	\$	44,448
(1)	Legal Assistant		
	Personal Services	\$	27,071
	All Other		98
	Capital		<u>858</u>
	Subtotal:	\$	28,027
(1)	Safety Compliance Officer		
	Personal Services	\$	25,968
	All Other		1,299
	Capital		<u>555</u>
	Subtotal:	\$	27,822

(1)	Assistant Classification and Rehabilitation Officer		
	Personal Services	\$	23,521
	All Other		98
	Capital		<u>1,149</u>
	Subtotal:	\$	24,768
(1)	Job Service Manager I		
	Personal Services	\$	30,081
	All Other		98
	Capital		<u>399</u>
	Subtotal:	\$	30,578
(2)	Correctional Cooks		
	Personal Services	\$	47,254
(1)	Laundry Worker		
	Personal Services	\$	20,354
(1)	Storekeeper		
	Personal Services	\$	21,756
	All Other		98
	Capital		<u>4,399</u>
	Subtotal:	\$	26,253
(1)	Retail Store Manager II		
	Personal Services	\$	23,521
	All Other		89
	Capital		<u>555</u>
	Subtotal:	\$	24,165
(1)	Boiler Operator		
	Personal Services	\$	21,250
(1)	Sanitary Engineer I		
	Personal Services	\$	31,518
	All Other		1,148
	Capital		<u>8,555</u>
	Subtotal:	\$	41,221
(2)	Correctional Maintenance Mechanics		
	Personal Services	\$	44,220
	All Other		<u>1,000</u>
	Subtotal:	\$	45,220
(1)	Accountant I		
	Personal Services	\$	22,009
	All Other		1,374
	Capital		<u>1,255</u>
	Subtotal:	\$	24,638

X-Ray machine and computer hardware Capital	\$	34,000
(2) Correctional Officer III Personal Services	\$	60,830
All Other		300
Capital		<u>2,000</u>
Subtotal:	\$	63,130
(6) Correctional Officer II Personal Services	\$	158,430
Capital		<u>6,000</u>
Subtotal:	\$	164,430
(18) Correctional Officer I Personal Services	\$	436,896
Capital (Transport Van/Radio)		<u>19,200</u>
Subtotal:	\$	456,096
MCC Total:		\$1,152,371

Charleston Correctional Facility

(1) Baker II Personal Services	\$	23,627
(1) Storekeeper Personal Services	\$	21,756
All Other		98
Capital		<u>399</u>
Subtotal:	\$	22,253
(7) Correctional Officer I Personal Services	\$	169,904
(3) Correctional Officer II Personal Services	\$	79,215
Capital		<u>3,000</u>
Subtotal:	\$	82,215
(2) Correctional Officer III Personal Services	\$	60,830
All Other		300
Capital		<u>2,000</u>
Subtotal:	\$	63,130
CCF Total:		\$ 361,129

Downeast Correctional Facility

(3)	Clerk Typist II		
	Personal Services	\$	58,683
	All Other		3,897
	Capital		<u>4,092</u>
	Subtotal:	\$	66,672
(1)	Electrician II		
	Personal Services	\$	23,521
	All Other		500
	Capital		<u>800</u>
	Subtotal:	\$	24,821
(1)	Correctional Maintenance Mechanic		
	Personal Services	\$	22,110
	All Other		<u>500</u>
	Subtotal:	\$	22,610
(1)	Correctional Officer III		
	Personal Services	\$	30,415
	All Other		150
	Capital		<u>1,000</u>
	Subtotal:	\$	31,565
(1)	Laundry Supervisor II		
	Personal Services	\$	22,917
(5)	Correctional Officer I		
	Personal Services	\$	121,360
(1)	Assistant Director Correctional Facility		
	Personal Services	\$	33,915
	All Other		2,299
	Capital		<u>555</u>
	Subtotal:	\$	36,769
	DCF Total:	\$	326,714

Central Maine Pre-Release Center

(1)	Community Programs Coordinator		
	Personal Services	\$	30,081
	All Other		1,048
	Capital		<u>858</u>
	Subtotal:	\$	31,987

(1)	Clerk Typist II		
	Personal Services	\$	19,561
	All Other		1,299
	Capital		<u>1,364</u>
	Subtotal:	\$	22,224
(1)	Account Clerk I		
	Personal Services	\$	21,756
	All Other		1,288
	Capital		<u>1,555</u>
	Subtotal:	\$	24,199
(1)	Correctional Officer III		
	Personal Services	\$	30,415
	All Other		150
	Capital		<u>1,000</u>
	Subtotal:	\$	31,565
(1)	Correctional Officer II		
	Personal Services	\$	26,405
	Capital		<u>1,000</u>
	Subtotal:	\$	27,405
(5)	Correctional Officer I		
	Personal Services	\$	121,360
	CMPRC Total:	\$	258,740

Bolduc Unit

(2)	Clerk Typist II		
	Personal Services	\$	39,122
	All Other		2,598
	Capital		<u>2,728</u>
	Subtotal:	\$	44,448
(1)	Unit Manager (Guard Lieutenant)		
	Personal Services	\$	30,415
	All Other		1,299
	Capital		<u>1,555</u>
	Subtotal:	\$	33,269
(5)	Correctional Cooks		
	Personal Services	\$	118,135

(6) Guards		
Personal Services	\$	150,114
All Other		<u>3,330</u>
Subtotal:	\$	153,444
Bolduc Total:	\$	349,296

Bangor Pre-Release Center

(2.5) Correctional Cooks		
Personal Services	\$	59,068
(4) Correctional Officer I		
Personal Services	\$	97,088
(1) Correctional Officer II		
Personal Services	\$	26,405
Capital		<u>1,000</u>
Subtotal:	\$	27,405
(1) Clerk Typist III		
Personal Services	\$	21,250
All Other		1,299
Capital		<u>1,908</u>
Subtotal:	\$	24,457
BPRC Total:	\$	208,018
TOTAL:	\$	3,252,899

RECOMMENDATIONS TO BE IMPLEMENTED
IN 1990

- The Department should continue to work with interested parties to improve conditions of confinement at the Maine State Prison, during 1990 and beyond, if necessary. (Rec. 114, p. 165)
- The Department should support passage of L.D. 43 (Correctional Advisory Commission), as amended. (Rec. 62, p. 70)
- The Classification Advisory Committee should review the report of the classification expert and develop recommendations, as necessary and appropriate, to be presented to the Commissioner by July 15, 1990. (Rec. 50, p. 63)
- The Department will actively support passage of L.D. 2098 and, if it passes, encourage judges to place more offenders on ISP and encourage more prisoners to apply for ISP by August 1, 1990. (Rec. 3, p. 31)
- The Maine Correctional Center should identify additional space for its substance-abuse treatment program, or, if no such space exists, it should develop recommendations regarding how to obtain such space for the Commissioner's consideration by August 1, 1990. (Rec. 84, p. 103)
- Each facility should establish an Industries Advisory Committee by August 1, 1990. (Rec. 103, p. 144)
- If L.D. 43, (Correctional Advisory Commission), as amended, is enacted, the Department should ensure its implementation by August 15, 1990. (Rec. 63, p. 70)
- Each institution and the Division of Probation and Parole should develop a Speakers' Bureau, a visual presentation program, and informational and program brochures by September 1, 1990. (Rec. 58, p. 68)
- The Division of Probation and Parole will submit recommendations regarding the establishment and operation of Day Centers to the Commissioner by September 15, 1990. (Rec. 11, p. 34)

- The Division of Probation and Parole should study the possibility of charging all adult probationers a probation fee, with such program to be handled by the restitution specialist in each District, and make recommendations to the Commissioner by September 30, 1990. (Rec. 72, p. 89)
- The Advocates should review the relevant statutes and make recommendations to clarify or expand them, as necessary, to the Commissioner by October 1, 1990. (Rec. 35, p. 55)
- Central Office should develop a Speakers' Bureau, a visual presentation program, and informational and program brochures by October 1, 1990. Rec. 59, p. 68)
- MCC should determine if there is an existing unit which could serve as an intensive residential treatment unit for substance abusers by October 1, 1990. (Rec. 83, p. 103)
- The Correctional Administrators should review the report and the recommendations of the Classification Advisory Committee and develop their recommendations for the Commissioner by October 15, 1990. (Rec. 51, p. 63)
- The Department should develop departmental procedures governing the transfer of handicapped prisoners to MCC by October 15, 1990. (Rec. 55, p. 66)
- MCC and MYC staff should be provided with specialized training to enable them to appropriately and effectively supervise handicapped prisoners, beginning by November 1, 1990. (Rec. 57, p. 66)
- The Department should make a concerted effort to persuade the Legislature and the voters to support the proposed Bond Issue in November 1990. (Rec. 115, p. 165)

TOTAL: \$20,250,000

- The Division of Probation and Parole should review the electronic-monitoring pilot program and determine if it should be expanded. Among the issues it should review are the use of the program for various prisoners and probationers, i.e., prisoners on supervised release programs, etc.; the possible location of the monitoring equipment, to include the

control rooms of correctional facilities; and the possibility of charging offenders for the use of the equipment. Recommendations should be made by the Director of the Division of Probation and Parole to the Commissioner by November 15, 1990. (Rec. 4, p. 31)

- . The Department should encourage counties to develop and implement pretrial screening programs, using funds available from the Community Corrections Act, by November 15, 1990. (Rec. 21, p. 38)
- . The Department should develop a policy on the transfer of classification records by November 30, 1990. (Rec. 52, p. 63)
- . The Department should explore the possibility of reactivating the Flagg Dummer Building or the Cleveland Building at Stevens School as a minimum-security/pre-release unit for female prisoners by December 1, 1990. (The cost to reactivate a building is also included in the proposed Bond Issue.) (Rec. 37, p. 58)

TOTAL: \$ 50,000

- . The Commissioner's Advisory Committee should develop proposals for an Industries Program pay plan to be presented to the Commissioner by December 1, 1990. (Rec. 104, p. 144)
- . The Department strongly supports the use of ISP for probation violators and, if the pending bill is passed, will encourage its expanded use by judges by December 15, 1990. (Rec. 9, p. 33)
- . The Department should explore the possibility of developing a centralized financial record-keeping system for all fees collected by the Division of Probation and Parole and develop recommendations for the Commissioner by December 15, 1990. (Rec. 43, p. 60)

RECOMMENDATIONS TO BE IMPLEMENTED
IN 1991

- . Quarterly training sessions for classification personnel should be conducted, beginning by January 1, 1991. (Rec. 53, p. 63)
- . The Department should ensure that the structural modifications necessary to make SMPRC handicapped accessible are completed by January 1, 1991. (Rec. 54, p. 65)

Capital	\$ 3,000
TOTAL:	\$ 3,000

- . The Division of Probation and Parole should develop a comprehensive management plan, to include validation of risk scale items, addition of a formal needs scale, and development of a formal reassessment process, by January 1, 1991. (Rec. 74, p. 89)
- . If the recommendations regarding the electronic-monitoring program include charging a fee for the equipment, the Department will submit legislation to allow judges to order reimbursement of the cost of the equipment by the prisoner. All money generated by this program should be placed in a separate Department of Corrections' account and used to support/expand the program. Such legislation should be submitted to the 115th Legislature in January 1991. (Rec. 5, p. 31)
- . The Department will develop impact statements, to include projected number of offenders affected, length of sentences, resultant effect on institutional overcrowding, fiscal costs, etc., for all bills affecting the Department of Corrections, beginning in January 1991. (Rec. 19, p. 37)
- . MCC should ensure that its procedures, regarding the transfer of handicapped prisoners to MCC, conform to the Department's procedures by January 15, 1991. (Rec. 56, p. 66)
- . The Department should try to obtain financial assistance through the National Institute of Corrections for the purpose of having an outside consultant, with knowledge and experience in the field of corrections, determine an appropriate career ladder

for employees of the Department by January 31, 1991. It is imperative that this study take into consideration the prognosis of where the Department of Corrections will be in 1995 and construct a career ladder that will be flexible enough to grow with the Department. (Rec. 25, p. 46)

- . If the electronic monitoring program proves effective, the Department should encourage judges to order the use of electronic-monitoring equipment for border-line offenders, who might then remain in the community, rather than being incarcerated, by March 1, 1991. (Rec. 6, p. 31)
- . The Commissioner's Educational Administrators' Advisory Committee should consider the possibility of using prisoner teachers and, if feasible, should develop recommendations for the Commissioner's consideration by April 15, 1991. (Rec. 99, p. 138)
- . The Commissioner's Educational Administrators' Advisory Committee should develop recommendations regarding evaluation and integration of correctional education programming within each facility, coordination among all facilities, and the advisability of implementing either of the options of having DECS approve the school departments at MSP and MCC or registering MSP and MCC as a School Administrative District, to be presented to the Commissioner by June 15, 1991. (Rec. 92, p. 130)
- . The Staff Development Coordinator should develop a training plan for supervisory and management personnel, support staff, caseworkers, treatment providers, teachers, etc., by July 1, 1991. (Rec. 31, p. 52)
- . The Department should centralize all personnel, fiscal, and payroll functions of the Office of Advocacy by July 1, 1991. (Rec. 32, p. 54)
- . The Department should attempt to persuade the Department of Mental Health and Mental Retardation to provide additional services to sex offenders through its Community Mental Health Centers by July 1, 1991. (Rec. 86, p. 111)
- . MCC should implement its plan to offer the Defensive Driving course to all staff members by July 1, 1991. Completion of this program results in drivers

receiving a five-point credit on their licenses, as well as reduced rates on insurance with most companies. (Rec. 112, p. 153)

- . The Department should establish a Task Force by September 1, 1990, to be chaired by the Director of Personnel and Employee Relations, to explore employee incentives and to make recommendations to the Commissioner by August 15, 1991. Such incentives may include, but not be limited to, the following: (Rec. 24, p. 45)
 - a. Employee recognition;
 - b. Employee referral bonus;
 - c. Job share/flex time possibility, i.e., husband-wife job sharing, etc.;
 - d. Job sharing between employees, whereby an employee would work 20 hours at one facility and 20 hours at another; and
 - e. Employees transferring between institutions, to include transferability of contractual rights, as well as providing temporary housing.
- . The Department should establish a Task Force, comprising representatives from each facility, who have knowledge and experience in security, scheduling, and staffing, to conduct an internal study to determine ways to reduce unscheduled overtime. The Task Force should present its recommendations to the Commissioner by August 15, 1991. (Rec. 26, p. 47)
- . The Department should work with the Department of Finance and the Bureau of the Budget to establish a process by which unscheduled overtime can be budgeted. This effort should be completed by October 1, 1991. (Rec. 27, p. 47)
- . The H.I.P. Planning Committee should meet with representatives from CCF, the Bolduc Unit, and the Pre-Release Centers to determine what aspects, if any, of the program might be suitable for those facilities and should develop recommendations for the Commissioner by August 15, 1991. (Rec. 108, p. 151)

- All probationers being transferred to another state should contribute to an escrow account to cover the cost of return to Maine, in case of a violation, by October 1, 1991. The amount would be contingent on the average cost of return from the state to which the individual is transferring, i.e., a small amount for New Hampshire and a large amount for California. (Rec. 71, p. 89)
- The Department should seek funds to continue the H.I.P. Program when the federal grant terminates in October 1991. (Rec. 107, p. 151)

Contracts for Trainers and Presenters

10/1/91 - 6/30/92	- \$7,500	
7/1/92 - 6/30/93	- \$12,000	
All Other		\$ 19,500
TOTAL:		\$ 19,500

- The Department should establish a departmental committee to review the good time provisions to ensure such provisions are being applied uniformly and to make any necessary recommendations to the Commissioner by November 1, 1991. (Rec. 1, p. 30)
- The Department should charge the Task Force to be established to review good time (see page 30) to consider the possibility of awarding additional good time for successful completion or involvement in an educational program, to include the development of criteria and any necessary statutory changes, by November 1, 1991. (Rec. 93, p. 131)

RECOMMENDATIONS TO BE IMPLEMENTED
IN 1992

- . The Department should determine the feasibility of establishing its own forensic unit by July 1, 1992. (Rec. 82, p. 98)
- . The Department should assess the possibility of expanding the Drivers' Rehabilitation Program to CCF, the Bolduc Unit, and the Pre-Release Centers and develop appropriate recommendations by August 1, 1992. (Rec. 111, p. 153)
- . The Department should review the need for an advocate for the Division of Probation and Parole by August 15, 1992. (Rec. 34, p. 55)
- . The Department should consider including the TIE concept in the development of its Industries Program, in order to enhance and coordinate the educational, vocational, industrial, and treatment programs of prisoners, by August 15, 1992. (Rec. 94, p. 132)
- . The Commissioner's Educational Administrators' Advisory Committee should review the course offerings in all facilities, in order to assess their availability and appropriateness to the prisoners in each facility, and should develop recommendations for the Commissioner by September 15, 1992. (Rec. 95, p. 132)
- . The Legislature should create a Task Force, comprising representatives of all elements of the criminal justice system, by July 1, 1991, to examine all the possible release options and make recommendations to the Governor, the Legislature, and the Commissioner by November 15, 1992. (Rec. 15, p. 35)

RECOMMENDATIONS TO BE IMPLEMENTED
IN 1993

- . The Legislature should establish a task force, comprising all elements of the criminal justice system, to examine current sentencing practices and their impact and to determine what, if any, changes should be proposed. The task force should submit its recommendations to the Governor, the Legislature, and the Commissioner by January 1, 1993. (Rec. 20, p. 38)
- . The Department should equalize retirement benefits throughout the Department by proposing legislation to amend Title 5, paragraph 17851, subsection 11, by January 15, 1993, as follows: (Rec. 28, p. 49)

Department of Corrections Employees. Any officer or employee of the Department of Corrections employed in security or in the management of prisoners or any person employed as the supervising officer of those officers or employees, qualifies for a service retirement benefit if he/she:

- A. Was employed in one of those capacities at the Maine State Prison before September 1, 1984, and:
 - 1. Completes twenty (20) years of creditable service in one or more of those capacities; and
 - 2. Retires upon or after reaching the age of fifty (50) years; or
- B. Was employed at the Maine State Prison in one of those capacities after August 31, 1984, or was employed in one of those capacities in the Department of Corrections and completed twenty-five (25) years of creditable service in one or more of those capacities.

- . The Department should defer the possibility of establishing work camps until 1993. (Rec. 16, p. 36)
- . The Department should defer the establishment of shock incarceration programs until further results of existing programs are available, sometime in 1993. (Rec. 18, p. 36)

- The Department should complete the development and automation of a database for juveniles by December 1993. (Rec. 44, p. 60)
- The Department should complete the automation of Probation and Parole records by December 1993. (Rec. 42, p. 60)

RECOMMENDATIONS TO BE IMPLEMENTED
IN 1994

- . The Department will recommend amending the statute to require offenders with sentences of one year or less to serve their sentences in county jails, beginning in 1994. (Rec. 2, p. 30)

- . The Department should develop public service messages and informational programs by January 15, 1994. (Rec. 61, p. 69)

RECOMMENDATIONS TO BE IMPLEMENTED
IN 1995

- . The Department will support the establishment of three Diversion Centers and will propose funds to build three such Centers by 1995. (Rec. 7, p. 33)

- . The Department should explore the possibility of establishing halfway houses for sex offenders, who require a structured setting while transitioning from a correctional facility to the community, by 1995. (Rec. 89, p. 114)

APPENDICES

APPENDIX A

WHY THE MAINE STATE PRISON IS NOT A MAXIMUM-SECURITY PRISON

The Department's greatest need in regard to beds is for maximum-security beds. The Maine State Prison is not a maximum-security prison. It is old, poorly designed to house maximum-security prisoners, and increasingly dangerous for staff and prisoners both. The following reasons explain why the Maine State Prison should not be used to house maximum-security prisoners.

1. The Maine State Prison is a "one-wall" facility. Current maximum-security standards require a two-fence perimeter, with additional security between the fences, in order to keep prisoners inside the facility, as well as to keep individuals on the outside from entering the facility. At night, it would be relatively simple for an individual or individuals to come over the wall of the Maine State Prison and bring contraband into the facility or take staff hostage and release a large number of prisoners. Given the terrorists and foreign drug traffickers that the Maine State Prison has recently been required to house, the above scenario is clearly a possibility. One need only look to recent events a short distance across the Maine border in which Columbian terrorists and drug dealers planned to break other Columbian drug dealers out of a correctional facility.

Additionally, the wall of the Prison is located very close to a high traffic area and is near a number of civilian houses. Should wall officers or other security officers become involved in a situation where it was necessary to use deadly force, traffic on Route 1 and a number of civilian houses would be in range of the weapons that would be used.

2. Modern standards and design of maximum-security prisons allow for feeding in the prisoners' housing areas or in small dining rooms. At the Maine State Prison, 220 prisoners eat at one time in the Prison's dining room. On several occasions, prisoners have demonstrated while in the dining room. Factions of the demonstrating population have encouraged the rest of the population to leave the dining room and to sabotage and set fire to the Industries, Education, recreation, and other areas of the Prison. The Prison does not have the structural barriers to contain or

stop mass movement of prisoners throughout the facility. It should be pointed out that, when the 220 prisoners are eating in the dining room, there are only six or seven staff in the dining room supervising those prisoners.

3. As many as 400 of the 500 prisoners housed at the Maine State Prison are involved in mass movement throughout the facility during the day. Given the design and structure of the facility, there is no way to contain or separate this group, once released. If this group chose, on a given day, to go to recreation or demonstrate in front of the Dep's Office, there are no containment or structural barriers to stop them from doing so. Also, if these prisoners chose to sabotage or set fires to the facility, there would be no way to structurally contain them and stop them from going through the entire facility.

New designs for maximum-security prisons, such as in Minnesota, have what is called "defensible housing units." Each housing unit contains only 50 prisoners. These prisoners eat within their housing units and participate in programs and recreation within the upper levels of the housing units. The Minnesota Prison and other new, maximum-security prisons would never have 400 prisoners moving through the facility at one time and would never allow 220 prisoners to congregate and eat in a dining room at the same time.

4. The Maine State Prison has 92 prisoners residing in dormitories. Dormitory-style housing is totally inappropriate for maximum-security housing. Dormitory housing in maximum-security settings results in physical and sexual assaults and creates unsafe working conditions for staff. For example, if one or two prisoners are being disruptive at night in a dormitory, Prison staff must go in and remove them, even though there are more prisoners in that one dormitory than there are staff within the entire Prison. Staff are extremely vulnerable when entering dorms during this time. Some of the most serious and violent prison disturbances have started in dormitories, i.e., New Mexico.
5. The Maine State Prison cell-locking devices are outdated and outmoded, creating unsafe and dangerous working conditions for staff. In the segregation areas of new maximum-security facilities, an officer in the control area can electrically open a cell door,

allowing a violent prisoner out to exercise. When the prisoner returns to his cell, the door can be electrically locked without staff having to have contact with that prisoner. With the archaic locking systems at the Maine State Prison, the officer must manually unlock the cell door in order to let the prisoner out for exercise. On many occasions, prisoners have made direct threats of violence against correctional personnel. This situation is not only unsafe for staff, but it is also not staff efficient because of the need for extra personnel to assist in unlocking these prisoners.

6. The Protective Custody units at the Maine State Prison are located in areas to which it would be relatively easy for the prisoners to gain access, should there be a Prison takeover. Protective Custody areas contain prisoners hated by the remaining prisoner population. These prisoners would be subject to severe violence should other prisoners come into contact with them. Staff working in these areas would also be trapped, should there be a takeover, and would not be able to get out. Modern designs allow for staff exit in times of extreme emergency.
7. MSP's Industries Program is not suitable for today's maximum-security-type prisoners. Materials brought in from the outside, such as wood for the Industries Program and used furniture for the Upholstery Program, are extremely difficult to search and provide a means to introduce contraband into the facility, as has occurred on more than one occasion. Additionally, the tools and equipment necessary for the Industries Program provide opportunities to fashion weapons and to construct escape equipment, as has also occurred on several occasions. The Industries Program is not contained.

New maximum-security prisons have metal detectors to prevent weapons from leaving the area. The Industries Program areas are appropriately contained and barricaded so that they may not be immediately taken over during a disturbance. There are industrial components, which would be much more workable and not create the security problems inherent within the established Industries of the Maine State Prison, that can be specifically designed for a maximum-security facility. The programs already in place at the Prison would, however, be appropriate for a medium-security environment.

8. The design and configuration of the Maine State Prison create a number of blind spots and lack of appropriate sight lines, which result in unsafe situations for staff and prisoners. These situations occur not only within housing areas but also within the entire Prison.
9. The design and physical plant of the Maine State Prison allow prisoners access to roofs and other parts of the Prison, something which is physically impossible to do in new maximum-security prisons.
10. The physical location of a number of high-level staff would make it relatively easy for a small number of prisoners to neutralize the Prison's key staff and to gain access to the Prison's communication centers and prisoner record centers. Intelligence information has made it clear that prisoners have planned to neutralize these areas.

It should also be pointed out that simply moving 100 prisoners to a new maximum-security prison will not adequately address the number of maximum-security prisoners currently housed within the state system or the increased numbers who must be housed in the future.

The Prison is old, poorly designed, totally inappropriate for housing maximum-security prisoners, and an increasingly dangerous place for both staff and prisoners.

APPENDIX B

MSP POPULATION

The Maine State Prison currently houses 500 prisoners, 299 of whom are serving sentences of ten years or more. The average length of sentence, without including life sentences, is ten years, two months, and 17 days. There are 104 prisoners who have been convicted of murder, 25 of manslaughter, eight of vehicular manslaughter, one of reckless homicide, one of conspiracy murder, and 13 of attempted murder. There are 158 prisoners who have been convicted of sex offenses. The remaining prisoners have been convicted of such crimes as aggravated assault, arson, armed robbery, kidnapping, burglary, drug trafficking, escape, forgery, robbery, theft, etc.

There are 198 prisoners serving sentences of 20 years or more, including 48, who are serving life sentences. Length of sentences and numbers of prisoners for each sentence 20 years or longer are listed below:

Prisoners with sentences of natural life:	16
Prisoners with sentences of life:	32
Prisoners with sentences of 85 years:	1
Prisoners with sentences of 77 years:	1
Prisoners with sentences of 75 years:	1
Prisoners with sentences of 70 years:	3
Prisoners with sentences of 60 years:	6
Prisoners with sentences of 55 years:	1
Prisoners with sentences of 50 years:	10
Prisoners with sentences of 45 years:	5
Prisoners with sentences of 44 years:	1
Prisoners with sentences of 40 years:	10
Prisoners with sentences of 38 years:	1
Prisoners with sentences of 37 years:	1
Prisoners with sentences of 36 years:	1
Prisoners with sentences of 35 years:	9
Prisoners with sentences of 33 years:	1
Prisoners with sentences of 30 years:	18
Prisoners with sentences of 28 years:	2
Prisoners with sentences of 26 years:	1
Prisoners with sentences of 25 years:	26
Prisoners with sentences of 24 years:	1
Prisoners with sentences of 22 years:	2
Prisoners with sentences of 20 years:	48

APPENDIX C

STATE OF MAINE

—
IN THE YEAR OF OUR LORD
NINETEEN HUNDRED AND NINETY
—

H.P. 1799 - L.D. 2469

An Act Authorizing a General Fund Bond Issue
in the Amount of \$20,250,000 for Construction,
Planning, Purchasing and Renovation of Correctional
Facilities

Preamble. Two thirds of both Houses of the Legislature deeming it necessary in accordance with the Constitution of Maine, Article IX, Section 14, to authorize the issuance of bonds on behalf of the State of Maine to provide funds for construction, planning, purchasing and renovation of correctional facilities.

Be it enacted by the People of the State of Maine as follows:

Sec. 1. Authorization of bonds to provide for construction, planning, purchasing and renovation of correctional facilities. The Treasurer of State is authorized, under the direction of the Governor, to issue from time to time registered bonds in the name and behalf of the State to an amount not exceeding \$20,250,000 for the purpose of raising funds to provide for construction, planning, purchasing and renovation of correctional facilities as authorized by section 6. The bonds shall be deemed a pledge of the full faith and credit of the State. The bonds shall not run for a longer period than 10 years from the date of the original issue of the bonds. Any issuance of bonds may contain a call feature at the discretion of the Treasurer of State with the approval of the Governor.

Sec. 2. Records of bonds issued to be kept by the State Auditor and Treasurer of State. The State Auditor shall keep an account of the bonds, showing the number and amount of each, the date when payable and the date of delivery of the bonds to the Treasurer of State who shall keep an account of each bond showing the number of the bond, the name of the successful bidder to whom

sold, the amount received for the same, the date of sale and the date when payable.

Sec. 3. Sale; how negotiated; proceeds appropriated. The Treasurer of State may negotiate the sale of the bonds by direction of the Governor, but no bond may be loaned, pledged or hypothecated on behalf of the State. The proceeds of the sale of the bonds, which shall be held by the Treasurer of State and paid by the Treasurer of State upon warrants drawn by the State Controller, are appropriated to be used solely for the purposes set forth in this Act. Any unencumbered balances remaining at the completion of the projects in section 6 shall lapse to the debt service account established for the retirement of these bonds.

Sec. 4. Interest and debt retirement. Interest due or accruing upon any bonds issued under this Act and all sums coming due for payment of bonds at maturity shall be paid by the Treasurer of State.

Sec. 5. Disbursement of bond proceeds. The proceeds of the bonds set out in section 6 shall be expended under the direction and supervision of the Director of Public Improvements in consultation with the Commissioner of Corrections.

Sec. 6. Allocations from General Fund bond issue; correctional facilities. The proceeds of the sale of bonds shall be expended as designated in the following schedule:

CORRECTIONS, DEPARTMENT OF

100 maximum-security beds in South Warren for interim mental health and receiving needs and for general population.	\$14,250,000
50-bed prerelease center in Cumberland County or York County	1,400,000
2 community-based diversion and restitution centers in Androscoggin County and Penobscot County	2,800,000
50-bed minimum-security housing unit and improvements to sewerage treatment facilities at the Downeast Correctional Center	1,500,000
Establishment of a women's prerelease unit in Hallowell	50,000

Feasibility studies for future operations, additions and establishment of new resources regarding the Maine Youth Center; for establishing a multipurpose correctional facility with reception, diagnostic, mental health, medical and geriatric services; and for possible future uses for the Maine State Prison

250,000

**DEPARTMENT OF CORRECTIONS
TOTAL**

\$20,250,000

Sec. 7. Elimination of "East Wing Annex." The area of the Maine State Prison presently designated as the "East Wing Annex" may not be used as a residential area unless it is renovated to meet American Correctional Association standards. This provision is effective immediately upon the occupation of any portion of the proposed maximum-security facility in South Warren.

Sec. 8. Transfer between items. The amounts listed after the items in section 6 of this Act are to be construed as a guide. Any of the amounts may be exceeded with the approval of the Governor by transfer from one item to another of an amount not exceeding 10% of the aggregate.

Sec. 9. Contingent upon ratification of bond issue. Sections 1 to 6 shall not become effective unless and until the people of the State have ratified the issuance of bonds as set forth in this Act.

Sec. 10. Appropriation balances at year end. At the end of each fiscal year, all unencumbered appropriation balances representing state money shall carry forward from year to year. Bond proceeds which have not been expended within 10 years after the date of the sale of the bonds shall lapse to General Fund debt service.

Sec. 11. Bonds authorized but not issued. Any bonds authorized but not issued, or for which bond anticipation notes have not been issued within 5 years of ratification of this Act, shall be deauthorized and may not be issued, provided that the Legislature may, within 2 years after the expiration of that 5-year period, extend the period for issuing any remaining unissued bonds or bond anticipation notes for an additional amount of time not to exceed 5 years.

Sec. 12. Referendum for ratification; submission at general election; form of question; effective date. This Act shall be submitted to the legal voters of the State of Maine at the next general election in the month of November following passage of this Act. The city aldermen, town selectmen and plantation assessors of this State shall notify the inhabitants of their respective cities, towns and plantations to meet, in the manner prescribed by law for holding a general election, to vote on the acceptance or rejection of this Act by voting on the following question:

"Shall a bond issue be authorized in the amount of \$20,250,000 to build, purchase, plan and renovate correctional facilities and to study future operation needs?"

The legal voters of each city, town and plantation shall vote by ballot on this question and shall designate their choice by a cross or check mark placed within a corresponding square below the word "Yes" or "No." The ballots shall be received, sorted, counted and declared in open ward, town and plantation meetings and returns made to the Secretary of State in the same manner as votes for members of the Legislature. The Governor shall review the returns and, if it appears that a majority of the legal voters are in favor of the Act, the Governor shall proclaim that fact without delay, and the Act shall become effective 30 days after the date of the proclamation.

The Secretary of State shall prepare and furnish to each city, town and plantation all ballots, returns and copies of this Act necessary to carry out the purpose of this referendum.

APPENDIX D

DEPARTMENT OF CORRECTIONS' MANAGEMENT INFORMATION SYSTEM SUMMARY OF GOALS

GOAL: TO SUPPORT CASE-MANAGEMENT FUNCTIONS, THEREBY
FACILITATING DIRECT SUPPORT TO CLIENTS

Subgoals:

1. To structurally reorganize the Management Information System Division to provide consolidated and consistent support to the Department
2. To support appropriate archiving procedures
3. To facilitate communications among the various bureaus and operating units
4. To communicate with contractual service-provider systems
5. To promote communication and coordination among all facilities
6. To be able to access and retrieve client information from other criminal justice systems: local, state, federal, and international
7. To be integrated with the work processes of parole officers, facilities, classifiers, etc.
8. To support restitution tracking
9. To meet the unique needs of juveniles, while providing the ability to look at a consolidated view of the DOC population
10. To meet specific operational needs of clients
11. To have immediate desktop access and update capability for client records

GOAL: TO MAKE INFORMATION AVAILABLE FOR QUALITY DECISION
MAKING

Subgoals:

1. To enhance risk assessment ability
2. To measure and evaluate programmatic effectiveness
3. To support proactive policy development
4. To be flexible in order to adapt to changing needs and requests
5. To support better planning for services
6. To support personnel management functions
7. To provide statistical analysis and financial modeling capabilities
8. To provide information to monitor trends, process, and outcome of services

9. To institutionalize the information-planning process.
10. To provide information for provider and work-load management, as well as resource-deployment decisions

GOAL: TO ENABLE EMPLOYEES TO USE INFORMATION SYSTEMS' TOOLS EFFECTIVELY

Subgoals:

1. To provide initial and ongoing training on computer systems
2. To provide appropriate support at each facility and parole office
3. To provide departmental-level, second-tier support
4. To secure appropriate management commitment for staff, training, equipment, and resources
5. To avoid duplication and redundant paperwork