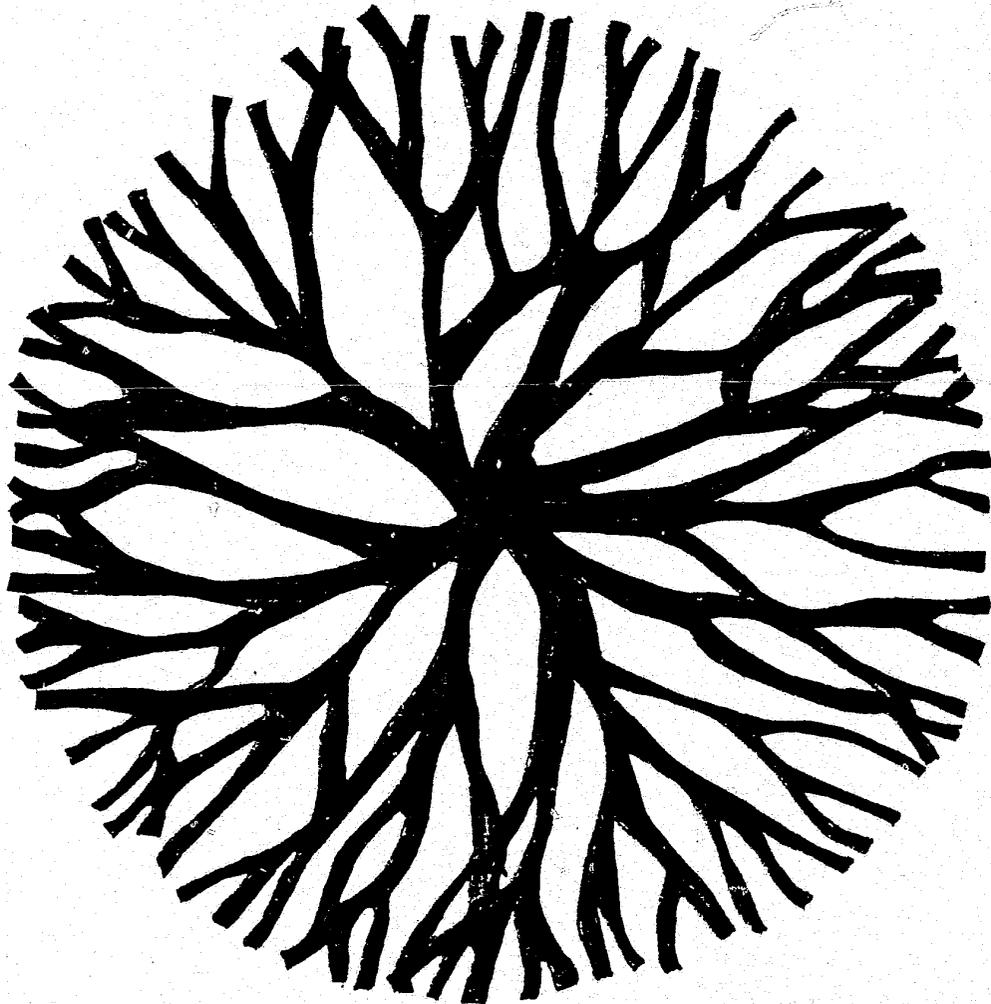

THE COMMUNITY JUSTICE PROJECT

Consensus in the Justice Community



45949

PROGRAM DEVELOPMENT AND
TECHNICAL ASSISTANCE DIVISION

Staff Evaluation Report

Maine Criminal Justice
Planning and Assistance
Agency

1 March, 1978

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ACQUISITIONS

THE COMMUNITY JUSTICE PROJECT

Consensus in the Justice Community

The preparation of this report was directed by T.T. Trott, Jr., the Executive Director of the Maine Criminal Justice Planning and Assistance Agency, to continue the historical documentation and evaluation of the processes and outcomes of the Community Justice Project (CJP).

The funding for the Community Justice Project was obtained by the Department of Mental Health and Corrections, State of Maine, from the Maine Criminal Justice Planning and Assistance Agency. The Project utilizes both MCJPAA block action funds (police, courts, corrections, juveniles) and Law Enforcement and Assistance Agency discretionary funds.

The Project is subcontracted by the Department of Mental Health and Corrections to the Kennebec Valley Mental Health Association.

The information contained in this report was collated by and the report prepared by J. Andrew Ditzhazy, PD/TA Specialist MCJPAA, and does not necessarily reflect the opinions of the National Institute of Mental Health, State of Maine Department of Mental Health and Corrections, Kennebec Valley Mental Health Association, the Community Justice Project, or the Board of Directors, Maine Criminal Justice Planning and Assistance Agency.

"Federal funding has been extensively used to aid social and organizational change at the State and local levels through the support of action projects for specific time intervals. However, there are numerous constraints to both the effective implementation and long range impact of many of these projects. Additionally, the evaluations of many of these projects have proven to be both complex and ineffective in terms of their impact on relevant decision-makers (WEISS, 1972; 1973; Patten et al., 1975)." The Community Justice Project: A Study in Change, Howard Blazek, NIMH Evaluator, 1 April 1977.

"On the basis of such observations and discussions, it appears that the Community Justice Project, as it interacts with the Criminal Justice System and the community of Kennebec County, is greater (more significant, more successful) than the sum of its activities. The interfacing of each activity with the others, and the cooperation brought to bear by all segments of the system, yields a service delivery system which is stronger than if each service were provided independently of the others." Exemplary Project Screening and Validation Reports, ABT Associates, June 1977.

STATEMENT OF PURPOSE

The evaluative process often plays a key role in the competition for public recognition, acceptance, approval and support. Senior decision-makers, when they are comfortable with the data and approach of an evaluation, are often prompted to a decision on the basis of a comprehensive defensible position based on that evaluation.

An important conflict apparent in evaluative presentations occurs between efficiency and effectiveness approaches in design. The efficient design studies the components of a program and makes determinations of such things as flow of work through those components. Part of the finality of the efficiency approach is to bring costs and benefits into a point of equilibrium. What is often left out of such approaches is consideration of the total program interactions which might be called the program's system. One of its severest weaknesses is that it posits a start-up from a state where resources are equitably divided to all activities in the hands of program decision-makers. In its mechanistic, newtonian fashion it usually becomes complicated by the relative nature of bureaucratic reality. The results of such evaluations are often heavily burdened with a preponderance of non-evaluated judgements regarding what persons "probably intended", or what "appeared to be happening".

The effectiveness approach is usually a relativistic assessment of the achievement of broader program goals. While not ignoring component efficiencies, the approach seems to accept some degree of inefficiency in sub-components as necessary to provide the resource pools needed to insure program-wide, comprehensive impact. This approach emphasizes the whole as more than a sum of parts and adopts a well articulated concept of justice coupled with a realistic evaluation design. The use of quasi-experimental approaches in such evaluations usually comes in cognizance of the necessity to determine how well, and to what degree, persons accomplished what they intended to accomplish, and at a secondary level, the degree of change that occurred in original intent versus final intent. The effectiveness of the program can then be assessed in an accomplishment-cost format.

There are currently two assessments of the impact of the Community Justice Project: an efficiency study and an effectiveness evaluation. In Kennebec County during the period 1976 through 1977, the effectiveness evaluation is the more appropriate. In a time when a body of knowledge is coming into the public domain that things occur only in relation to each other, and the effect of measuring changes what is measured, an approach based on these relative concepts, intents and accomplishments is the more appropriate. This is the effectiveness approach and this report will represent the data in the NIMH efficiency report in light of that broader domain.

Project Summary

PROJECT SUMMARY

In order to grant the reader an overview of the concepts and operations of the Community Justice Project the following summary is offered. This summary is taken from the International City Management Association's Journal Target, the November 1977 issue (Volume 6, issue 10). It is one of the best independent summaries of the Project developed to date and as such outlines some of the essential features, concepts, and operations of the Project. It is repeated here, verbatim.

"Maine Project Emphasizes Community Justice"

Aided by the product of one of Maine's Community Justice Project (CJP) activities, police in Kennebec County quickly and easily locate services for citizens in need. The CJP staff compiled and distributed the Kennebec County Resource Index to area police officers. Programs in almost 20 service areas, from emergency services and housing to job training and drug programs, are listed in the index. Besides providing general information about each program, the index gives client characteristics, eligibility criteria, a person to contact, and a telephone number. For the convenience of police dispatchers, the CJP produced the index in Rolodex format.

The CJP, which is operated by the Kennebec Valley Mental Health Association with funds from the Maine Criminal Justice Planning and Assistance Agency, has a 22 member staff who are involved in law enforcement related projects, court programs, community transition activities for pre-release inmates, and victim assistance projects.

Performance contracting is often used to deliver these services. According to project officials "such contracts provide an expanded and varied service capacity without the expense of actually developing and administering such services."

Last year local law enforcement agencies participated in a CJP-sponsored training course on conflict management/crisis intervention (CM/CI). Dr. Morton Bard an expert in police work and crisis intervention conducted a "training for trainers" seminar in CI/CM. The twenty-three officers and three CJP staff members who attended subsequently conducted training sessions at five local law enforcement agencies.

The CJP's law focused education component developed a manual in order to improve the relationship of young people with the police and to enhance their understanding of the law. The program is inexpensive to implement, only requiring costs of film rental, handouts, and a police officer's time. A community police officer introduces kindergarteners and first graders to pedestrian and bicycle safety while eighth graders are briefed on booking procedures and processing of juvenile offenders. For high school students, the manual endorses an unstructured law seminar with heavy reliance on question and answer sessions.

Three CJP court programs, pre-trial intervention, pre-sentence diversion, and sentencing alternatives, offer a plan of counseling, advocacy, and support services which are purchased according to the needs of each client. Participation usually is determined by offense committed, the defendant's attitudes, and the recommendations of the judge, district attorney, and probation/parole officers. Interested defendants undergo an intake screening conducted by the CJP court coordinator who formulates the service plan based on the results.

Selected misdemeanants and those charged with non-violent felonies are eligible for the pre-trial intervention program. Upon successful completion of the service plan all charges against the defendant are dropped. Defendants awaiting sentencing are eligible for the pre-sentence diversion program. In these cases incarceration is avoided by cooperation with the service plan. The CJP court coordinator also may recommend participation in the sentencing alternative program. In place of a jail term, a judge may sentence certain offenders to community based treatment programs.

These three programs have reduced overall court costs and increased the options available to judges and prosecutors.

Support services for inmates about to re-enter the community are provided by the CJP. A staff member is assigned to each of the three state correctional facilities and the local jail and works with inmates about to be released. Housing, family support, job training, and educational services are arranged to help readjustment.

Probation/parole officers sometimes refer clients to the CJP for supplemental services such as aptitude testing. The CJP also contracts with agencies to provide recreational services for delinquents and troubled youngsters. Crisis counseling, child care, and emergency home repairs are offered for victims of crime and families of those accused or convicted of a crime.

Involving the community in planning and project activities is the key element of CJP's success. The Project has developed recruitment, screening, training, and management procedures for volunteers who often engage in one-to-one relationships with juveniles as big brothers, big sisters, or tutors. Volunteers also provide transportation to clients seeking employment and assist in administering aptitude tests. During the project's first nine months of operation, volunteers provided 1,500 hours of service.

After nearly 18 months of planning, the CJP became operational in early 1976. During the first year 373 persons completed the formal intake process, and 266 individuals had contacts with the staff. Service delivery and client improvement were highly rated by an independent evaluator who assessed the impact of CJP. Moreover, attitude surveys of local residents and area police "revealed support for the Kennebec County programs operated by the project." The project now plans to expand services into neighboring Somerset, Androscoggin, Cumberland, and York counties."

TARGET - International City Management Association, November 1977, Volume 6, Issue 10.

Section one

A. Project Overview

The following is a detailed overview of the Project and its operations.

The Community Justice Project is an intensive, community based endeavor that maximizes crime prevention and offender rehabilitation thrusts.

It represents:

- the treatment and prevention portion of a recommended movement to community-based operations;
- the development and implementation of a full spectrum of services to all elements of the Criminal Justice System;
- the development/implementation of a series of resources, options, and alternatives to traditional Criminal Justice processing;
- the development/implementation of a service delivery mechanism in a one-county area in a manner that facilitates technology transfer to other parts of the state;
- the community-based interface of the extant mental health/criminal justice system via the active involvement of the community mental health center regarding increased crisis services, offender rehabilitation, crime prevention, and victim support thrusts;
- the utilization of a psychological model and community-based mental health technology transfer to aid the Criminal Justice System and its population;
- the sensitization and utilization of a wide range of community-based psychosocial resources for the Criminal Justice System and its population; and
- the actualization of an entire community to be more aware of, and involved in its Criminal Justice System.

The Project was developed in response to offender rehabilitation concerns and a series of studies advocating Maine's movement from an institutional-centered correctional system to one incorporating a greater community-based emphasis via a regionalized area corrections approach. The Project is the outgrowth of a model for the delivery of comprehensive community-based psychosocial services that represents the treatment and prevention portion of this type of correctional approach.

Its mandate is two-fold:

Coordinate existing and develop non-existent, needed community-based psychosocial resources for all elements of the Criminal Justice System and its client populations for a specific geographical area.

Assess activities and develop technology transfer in order to aid the statewide implementation of successful programs, procedures, and processes.

The Project seeks to aid:

- the community as a whole (via awareness of and involvement in its Criminal Justice System);
- all subcomponents of the Criminal Justice System (police, courts, corrections, probation and parole);
- specific target populations that include offenders (potential, alleged and actual) at varying points of intervention;
- families of those individuals involved in Criminal Justice System processing;
- victims of crime

The Project views the community, itself, as its major client and as such, Project services are divided into Community Development activities and client-related services for specific target populations.

Community Development activities include:

- law focused education (Kindergarten thru eighth grade);
- publication of a Human Services Resource Index and coordination of resources;
- crisis intervention/conflict management training for law enforcement officers;
- utilization, training, and supervision of volunteers;
- support for expanded crisis intervention services at the community mental health center;
- increased community/system awareness via the publication of a newsletter, conducting of seminars and lectures for a variety of groups and organizations and media (radio, television, newspaper) presentations
- Recreation/skill building

Client-related services include:

- Court Programs (Pre-trial Intervention, Pre-sentence Diversion, Sentencing Alternatives);
- Re-entry services (for offenders returning to the community from the three major correctional institutions and county jail);
- a Probation and Parole module for individuals on Probation or Parole;
- Family Support services for family members of those involved in Criminal Justice System processing

- Victim Support services
- Prevention modules (primarily for juveniles becoming involved in anti-social and/or illegal activities) and an "other" category that includes offender diagnostic services for the use of system personnel
- Performance contracting for purchased services

Philosophical orientations and emphases include:

1. Human Needs Model

The Project utilizes a psychological model as developed by Dr. Charles Rothstein and further explicated by Patricia Anderson (Project clinical staff). Court Program, Re-entry, and Probation and Parole clients receive an indepth need ⁹ assessment similar to classification in the Criminal Justice System and diagnosis in the Mental Health System. It avoids, however, a "sin" or "sickness" model/labelling of offenders and views them in terms of their needs.

This model takes the position that unmet human needs result in negative affect that may lead to criminal or other types of anti-social behavior. The purpose of the need assessment is to identify the motivational basis of criminal behavior (i.e., what needs are being met by this behavior). The end result of the need assessment process is client need identification with a corresponding treatment plan as well as treatment locale recommended in order that the individual may either meet or learn to meet his or her needs in socially acceptable ways.

2. Systems-wide Approach

The generic term "Criminal Justice System" is somewhat of a misnomer as this system is actually comprised of a series of relatively discrete sub-systems including courts, police, corrections, and probation and parole. Due to the treatment orientation of the Project, Project activities affect the community mental health center, the mental health institutions as well as related human service delivery agencies. The Project takes the view that rather than trying to change any single individual system or sub-component that it is desirable, necessary, and beneficial to attempt to impact the meta-system.

3. Purchase of Service

Approximately 25% of the Project's operating budget is for community-based purchased services. This was done in order to sensitize and utilize existing resources as well as to minimize the tendency for the Project to become another service delivery organization with its resources going into only its own administration and staffing.

4. Client Motivation

A final philosophical point is that Project service delivery is available only to those individuals who either request or voluntarily agree to participate in Project programs.

B. Project Environment

Maine is a rural state (1,059, - 692 census) characterized by forests (84% of land area) and scattered lakes. Its major industries include: paper, food, leather, lumber, textiles, and recreational/tourism.

In 1974, Maine was:

39th in per capita income
20th in state and local taxes
5th in percentage of taxes to personal income
12th in unemployment

The typical family had a buying power of less than \$10,000/year in 1971. Maine had monthly unemployment figures ranging from 8.6 to 12.1% in 1975 and 6.8 to 10.3% in 1976.

Kennebec County is a centrally located county and includes two major cities: Augusta (State capital, 6th largest, 21,950 in 1970) and Waterville (8th largest, 19,190 in 1970). Major employers consist of state government and the manufacturing of non-durable goods. Monthly unemployment rates fluctuated from 7.1 to 11.1% in 1975 and 5.9 to 9.0% in 1976.

The county is run administratively by three elected, part time County Commissioners with County budgets utilizing a percentage of local property taxes upon approval of the state legislature. The Governor is committed to cost reduction which has resulted in budget cuts for virtually all state government activities and has affected Kennebec County which is the seat of state government.

Crime

Kennebec County ranked 11th of 16 counties in crime rate during 1976 (6th in 1975). Major crimes are basically against property. In 1976, there were three murders, 10 rapes, 33 robberies and 163 aggravated assaults. There were 929 burglaries, 2,184 larcenies and 181 motor vehicle thefts.

Courts

Augusta Superior Court, Augusta District Court, and Waterville District Court. Monthly dispositions of offenses with which the Project would be concerned average less than 200/month.

Law

There are seven municipal police departments, a county sheriff's office, and state police coverage. There are 116 full time sworn personnel and 41 state police (1974 figures).

Mental Health

Kennebec County is the location of Augusta Mental Health Institute (one of two in the state) with recent movement to close Bangor Mental Health Institute.

The Kennebec Mental Health Association has clinics in Waterville, Augusta, and Bingham. It serves Kennebec and Somerset Counties. Both the Project and NIMH evaluation have been subcontracted through KMHA. A small percentage of admissions show up as criminal justice system referrals. Over two years Kennebec Valley Mental Health Center had 3,781 admissions with 78 showing up as police or court referrals.

Institutions

Kennebec County Jail is the local correctional unit and has 1100+ detentions and 2000+ sentences per year. It is the holding center for both Lincoln and Kennebec Counties and also has an AWOL population. Approximately 400 unique Kennebec County residents are incarcerated each year.

	Beginning Population (1/1/76)	Population* Served 1976	Ending Population (12/31/76)
Maine State Prison	499	902	464
Maine Correctional Center	144	534	157
Maine Youth Center	269	1198	295
Augusta Mental Health Institute	436	1417	420
Bangor Mental Health Institute	391	1004	341

*Not necessarily unique people

Based on population, Kennebec County residents would comprise approximately 10% of correctional institutional populations.

C. Development Overview

Background (1971 - 1974)

A number of studies and recommendations have advocated a movement to a regionalized area corrections approach for the State of Maine. The Department of Mental Health and Corrections with broad-based input developed a model for the delivery of community-based comprehensive psychosocial services to the Criminal Justice System. This was viewed as the treatment and prevention portion of the recommended community-based correctional approach.

In order to implement this approach, DMH&C solicited funds from Maine Criminal Justice Planning and Assistance Agency for a Director of Comprehensive Services to the Criminal Justice System position with attendant secretary and funds from the National Institute of Mental Health for a Director of Evaluation with attendant data tabulator. DMH&C concentrated on the treatment portions of the recommended approach in a manner that did not necessitate immediate organizational change nor legislative support.

Phase I, Preliminary Planning (5/74 - 12/74)

A Director, CSCJS, was acquired at a Psychologist IV level and charged with choosing a demonstration site, developing a master plan, and securing funding for the implementation of this plan. The evaluator position did not begin until the end of this time period (12/15/74). Both operated out of the Community Mental Health Center via a letter of agreement with DMH&C.

The Director, CSCJS, completed the literature review and statewide need assessment with Kennebec County chosen as the demonstration site. A Grant for Phase II, Implementation Planning, was obtained from MCJPAA.

The purpose of the evaluator was to assist DMH&C in the assessment of Project activities. This was also statewide in nature as an implied purpose of the evaluator was to explore the feasibility and desirability of interfacing with and utilizing the existing mental health system for the delivery of these services.

Phase II, Implementation Planning (originally 1/75 to 6/75; extended to end of year)

a. 1/75 to 6/75

Initial staff were acquired. This included the Program Supervisor (former correctional consultant to the Community Mental Health Center on a MCJPAA grant), Community Development Director (in the midst of a two-year MCJPAA grant) and the Resource Coordinator (assigned to the Project by the Bureau of Corrections as part of a \$30,000 commitment).

The early days of the Project were characterized by round-table planning discussions involving the Project Director, Project Evaluator, MCJPAA Correctional Specialist, DMH&C Project Officer and the three new staff. (Deputy Director, Treatment Specialist, Law Enforcement Liaison Specialist 6/75)

b. 6/75 to 12/75

This period was characterized by the continuing development of Project modules and the formation of necessary systems liaisons and procedural guidelines for their implementation with active non-Project citizen and professional participation.

Phase III, Project Operations (1/76 to 12/76), Year One

The Project was fully staffed as of 1/12/76 and began client-related operations 2/1/76. The Pre-trial Intervention Component began 4/1/76 with pre-sentence diversion and sentencing alternatives modules added in early summer. The victim support module began during August. A number of system changes occurred during this time. The female correctional institutions were closed as of June, 1976, with the women and girls moved to their male counter-part (women to Men's Correctional Center which became Maine Correctional Center and girls to Boy's Training Center, which became Maine Youth Center; Maine State Prison remained males only). The Commissioner, DMH&C, resigned effective September, 1976. A new Commissioner (Mr. George Zitnay) took office during October, 1976. A new Adult Criminal Code was passed effective 5/1/76, that divided crimes into five classes, involved flat sentencing and eliminated parole.

Phase IV, Project Operations (1/77 -- 12/77), Year Two

The Project received second year operations funding from MCJPAA. As a grant condition of MCJPAA/DMH&C, the Project was directed to expand certain operations in the adjacent counties, north and south. This was viewed as a further development of Correctional Service Area II, the central portion of the state. The Project was also directed to begin technology transfer to Area I, the southern and most populous region of the state.

Current

The Community Justice Project maintains offices in Waterville and Augusta, and is comprised of the following staff:

Administrative:	Director, Deputy Director, Business Manager
Clerical Support:	3 secretaries,
Client-Related:	Program Supervisor, Treatment Specialist, Court Specialist, 2 TASC/Court Workers, 5 TASC (Treatment Advocacy, Support, Care)Workers, Records Coordinator
Community Development:	Community Development Coordinator, Community Development Specialist, Law Enforcement Liaison Specialist, Resource Coordinator (from Bureau of Corrections)

In slightly over 2½ years of planning/operations, with one full year of client-related operations, the Project has expended approximately \$600,000. The NIMH Evaluation effort expended approximately \$57,000.

Section two

CURRENT STATUS, PROBLEMS AND QUESTIONS

I. The Problem

While the rationale for the Community Justice Project has been cast in correctional organization, service delivery, target population, and system impact terms, these are only aspects of a larger context and question. The following places Project activities in their total context.

A. Problem Overview

The Project and the systems with which it interacts (primarily criminal justice, mental health, and related social service agencies) deal primarily with persons labeled "deviants" by the general population. These systems are bound by:

- limited resources;
- small volume, geographically dispersed target populations;
- rapidly changing environment necessitating changing system roles and expertise.

The core problem facing system decision-makers is "optimal utilization of limited resources in order to minimize the negative societal effects of a small volume/geographically dispersed deviant population while at the same time maximizing the self-sufficiency of this other population in a manner that minimizes societal cost and maximizes societal benefits." Blazek, final report to NIMH.

B. Problem Magnitude

The organizations for dealing with labeled deviants in the State of Maine are as structurally, organizationally and functionally complex as they are in more populous areas of the country. This is due to vertical (federal, state, local) and horizontal (executive, judicial, legislative separation of powers) considerations as well as the general state of art for dealing with these types of populations. At the same time, volumes are relatively small.

In the Criminal Justice System, societal cost is quite evident. A MCJPAA-funded Corrections Economic Project published (1976) a cost analysis of Maine's correctional system. Annual criminal justice expenditures in the State of Maine are approximately 41 million dollars. Of this, 9.3 million dollars go to the direct operations of the correctional system. An additional 2.8 million dollars in secondary costs was also identified.

This study indicates that in FY 1975 there were 849 incarcerations at Maine State Prison, 407 at Maine Correctional Center, and 41 at Women's Correctional Center (since merged with MCC). There were 353 juvenile males sentenced, 61 juvenile girls sentenced and 525 juvenile males and 79 juvenile girls detained (pre-adjudication) at the juvenile institutions (since merged).

In other words, there were 1,294 adult sentences and 414 juvenile sentences as well as 604 juvenile detentions costing over 12 million dollars. (These figures do not necessarily represent unique people.)

II. Project Processes/Concerns

The Project was subject to differing perceptions regarding both its purpose and its methods. There were widely differing expectations concerning its performance (outcomes) as well as its eventual impact.

A. General

The Project may be characterized by three over-riding issues:

1. Project Workload: Management

The Project has required skilled management time. This has been necessitated due to the complexity of Project funding (four phases with the last three requiring separate action and discretionary fund approvals) and the competition for scarce resources (action funding comes out of all major MCJPAA categories). Although difficult to estimate and divided among many staff, perhaps as many as one full-time top management, one mid-management, and one clerical person were necessary to secure funding over the 3½ years of Project history. For planning purposes, an implemented project not requiring "soft" money (federal funding) would require considerably less administrative/clerical overhead whose function would be "survival" oriented.

2. Project Autonomy

The Project became relatively independent of DMH&C throughout 1975 with this virtually complete by the fall of 1976. Basically, Project staff did not become involved in central office turmoil and pressures except indirectly. Additionally and more importantly, the Project was able "to do its own thing" as all DMH&C personnel were told to cooperate with the Project with little if any, active resistance. Except for DMH&C requests (primarily the solicitation of numerous recommendations and verbal reports of activities), MCJPAA/LEAA requests (primarily increased accountability requiring more detailed staff reporting and recordkeeping as well as the generation of a number of written reports) and a general justification headset (to DMH&C/MCJPAA/LEAA), the Project was allowed to remain relatively "pure" and autonomous in its operations.

3. Nature of Project Activities

While Project activities may be considered revolutionary in their implications, neither Project implementation procedures nor Project Operations have been especially radical. At the same time, there have been no organized resistances to Project activities. If anything, the system personnel with which Project staff work on an ongoing basis have been very supportive.

A basic reason for this has been the manner in which Project activity lines have been implemented. Some have been mutually (system/project) planned and implemented while others received considerable system input. Applicable systems staff have also had input into Project staff. As one LEAA board member pointed out during the fall of 1976, there is nothing really that innovative about any single Project module as all had been either advocated or done previously in Maine. Another board member pointed out that rather than a negative statement, this was a quite positive one insofar as all of these

activities were being done in Kennebec County while most were not done elsewhere.

B. Processes

1. Process

A number of Project activity lines were implemented in a spirit of mutual planning, communication, and coordination. The most notable example of this was in the development of the Court Diversion module which included broad-based input from the major key actors over an extended time period and with frequent meetings. Project management has advocated that it is this process that should be transferred in the future as opposed to just the products (forms/procedures) of this process, i.e., local systems personnel are intimately involved in the planning/implementation and, as needed, modification of transferred modules.

2. Development

1975 saw two delays which necessitated innovative catch-up procedures. One result of these delays was that 13 staff had to be hired in a very short period of time. This resulted in one of the high points in Project history. The Project went to a three-day group interview weekend. The interest/enthusiasm of both staff and potential staff was electric. 150 people were interviewed using a triad approach (3 staff interview 3 persons in a group setting for 40 minutes; 1 staff and 1 interviewee for 15 minutes.) Finalists were interviewed by Project staff and applicable systems personnel in a subsequent interview. Spot-checking of interviewees found most indicating that they felt that they had been able to adequately convey their backgrounds. A valuable spin-off was that 63 non-selected persons requested that they be kept on the Project's mailing list. 20 expressed an interest in doing volunteer work.

3. Human Needs Model

Dr. Rothstein (the CJP's original DMH&C Project Officer) felt that a consistent, uniform psychological model should be used by the Project. The development of a psychosocial model is used to define the problem and set the goals/objectives for other Project modules.

Central to this model is an indepth need assessment that is similar to classification in the Criminal Justice System and diagnosis in the Mental Health System. While classification is concerned with security and diagnosis with the identification of pathology, the Human Needs Model seeks to determine the motivation that led to anti-social behavior. Once this has been determined, what can be done to aid this person to meeting his needs in socially acceptable ways?

The end result of a need assessment is client need identification and a recommended treatment plan and treatment locale.

a. Need Assessment Examples

A brief synopsis of a client need assessment will hopefully give some insight into the process as well as the diversity of Project clients.

Case #1

Johnny is a male in his twenties who is motivated by the need for power and meets his effectance needs by manipulating, controlling, and negating others. His criminal activities have been financially successful and his need for interpersonal power is illustrated by the fact that although it is always his idea and he always provides the lead, he won't steal without his friend/partner.

Peers not able to be manipulated by Johnny may be able to effect a change in him, but the possibility is remote. Insight approaches were deemed inappropriate and a behavior modification program was recommended. The ideal focus of the program would be to aid him to be a positive power figure. Prognosis is low due to his history of success in meeting his needs through criminal behavior.

Case #2

Barry is a middle-aged man who represents an ineffective, dependent, powerless individual who appears to meet his interpersonal power needs by paying children for sexual involvement.

Due to the early onset and consistency of his involvement with children, long term prognosis is poor. The chance for success would be maximized by a vocational placement which would allow maximum autonomy and perceived competence; group therapy assertiveness training, and marital counseling were also recommended.

The purpose of an indepth need assessment is to differentiate between the people committing the same type of crime. Each specific case will have specific reasons for the criminal behavior. The purpose is to aid the system in differentiation between the habitual criminal, for example, and someone who steals something due to some acute need.

The need assessment is a process that results in recommendations of what, how and when to change. Dr. Rothstein emphasized that the need assessment may indicate and reinforce an institutional setting as well as a recommendation to alternatives to normal criminal justice processing.

Mrs. Anderson has made three pertinent observations concerning Project clients:

- most offenders who break the law are ineffective people who have not learned many skills in any area:
- the longer that they are involved with the system, the more ineffective they are;
- the more they are shifted around the worse they are whether this is in the system or not (multiple foster homes, etc., with this phenomenon applying to even the very young).

C. Project Emphases

There are numerous Project emphases that will be discussed under the following general areas:

- system-wide global approach; Reactive Prevention
- community development
- mental health approach

1. System-wide Global Approach

The Project makes the assumption that Criminal Justice System components are inextricably inter-related; it is therefore necessary and desirable to impact the entire system as opposed to any single sub-component.

The data in Maine as well as common sense indicates that system sub-components are highly inter-dependent. However, as one system person put it, "Criminal Justice System is a misnomer as what we have is discrete sub-components with the left hand not only unaware of the right, but actively undoing what the right has done". While Criminal Justice components (police, courts, corrections, probation and parole) supply each other with inputs/outputs, they come under different jurisdictions with major processing changes in any one component drastically affecting other components.

Uniform Crime Report data indicates that nearly 2/3 of juvenile arrests are handled within the police department and therefore not adjudicated. A major change would certainly affect court caseloads. Changes in sentencing practices in the direction of severity would certainly affect corrections.

Looking at the intent of Project activities in context:

Reactive Prevention

Minimize the number entering formal Criminal Justice Processing (primarily juveniles).

Court Programs

Maximize court processing by providing options and by diverting non-violent first offenders as possible.

Re-entry Programs

Maximize correctional efforts by providing "after-care", thereby minimizing returns to the system.

Probation and Parole

Maximize Probation and Parole efforts by providing service to cases needing intensive work, thereby freeing Probation and Parole officers for other cases.

Law Enforcement

Maximize effectiveness by providing non-arrest options to officers as well as skill-building (crisis training) to minimize the need for arrests in potentially violent situations.

Family Support/Victim Support

Minimize the effects of crime by providing aid to those most directly affected.

Taken in the aggregate, Project activities may be seen to have the ultimate goal of providing options and resources to all CJS components. This may be viewed as a universal threat due to the implication of changing system roles and emphases. However, due to overloading in many system components, it may be viewed as a movement to optimality as opposed to their demise.

2. Pro-active Prevention

These activities of the Project have the goal of actualizing an environment to "take care of its own". This has included activities designed to aid citizen awareness and involvement in their Criminal Justice System as well as citizen utilization of existing resources.

Related activities include the utilization and sensitization of environmental resources to aid CJS-related clients via performance sub-contracting.

Other community-based resource build-up utilization may be seen in the distribution of a Human Resource Index, further implementation of law focused education in the school system and the sensitization of community-based groups to CJS-related issues.

3. Mental Health Approach

The Project uses a psychosocial model as the basis of its clinical work and as a general orientation for all activities. It is administered through a community mental health center and employs technology transfer from community-based mental health activities. The model used by the Project emphasizes the generation of options (insight/skill-building/opportunity) as possible and control (institutionalization; "correcting" of behavior) only as necessary.

This has face validity given the community-based nature of the Project as well as the background of Project clients (40% juveniles and a number of clients indirectly and/or minimally involved with the Criminal Justice System).

As there is a movement within the state to require more Community Mental Health Center activity with regard to offenders as well as recent federal legislation mandating this with regard to juveniles/courts, it is hoped that the lead taken by the Project in its CMHC-based work will be able to be further incorporated into Maine's mental health system. One should note that the Human Needs Model does not necessarily imply any single treatment modality; rather, it is an orientation from which to recommend treatments.

Another way to place the Project in perspective is to review the original priorities of a former DMH&C Commissioner as stated:

"....the formulation and implementation of a comprehensive, coordinated psychosocial/mental health model that will provide essential services to the criminal justice system at all levels to more effectively deal with potential and actual offenders."

This has been accomplished on a one-county basis with state level coordination in its second phase.

Two original Project priorities (intents) were:

1. Priority One: structure and implement the model in one region of the State and evaluate its effectiveness in reducing offending and recidivism.
2. Priority Two: Provide these services throughout Maine if in fact they are demonstrated to be effective in the selected region. Utilizing the existing State system with necessary reallocation of resources and the CJP service delivery mechanism.

Priority One

The Project has accomplished this on the one-county model basis with later development and need identification resulting in an even more comprehensive Project than was conceptualized in 1973. Project service delivery accomplishments can be considered as:

- the development and implementation of a formal Pre-trial Diversion component as well as Pre-sentence Diversion and Sentencing options to judges
- the training and utilization of volunteers
- the delivery of Crisis Intervention/Conflict Management training to police officers
- expansion of law-focused education in the state
- the implementation of community-based purchased services
- development of comprehensive client-related programs to offenders (potential; alleged; actual), their families and victims

While results are necessarily preliminary, they are predominately positive. Community and system (especially field-based and line staff) acceptance, utilization and potential/actual benefits are generally favorable and early evidence indicates that the Project may be aiding the reduction of crime and recidivism. Caution must be expressed in that other variables such as Criminal Justice reporting and/or processing changes must also be further examined.

Priority Two

This priority is in process with the expansion of services (court; client-related services) to Somerset County as well as technology transfer (primarily planning processes and operational procedures) to the southernmost part of the State.

The Community Justice Project has demonstrated that services can be delivered within Project goals/objectives and funding mandates. Early evidence indicates that there have been specific benefits to individual system sub-components and individual clients. A major factor for consideration is that the Project does represent a concentration of resources in a limited geographical area. The meta-system may not be able to support the same level of resource allocation on an area basis. This may largely be overcome by the economies of an operating model, which will assist in the reduction of intensive start-up costs and subsequent trouble shooting.

The major task facing system decision-makers with regard to the Project is the efficient/effective utilization of Project-developed operational processes/procedures. At this point it is recommended that the system and its key decision-makers thoroughly re-examine the concerns and priorities originally articulated by the DMH&C Commissioner in 1973 and perhaps outline new intents. This process was begun by the DMH&C in late November of 1977.

The implications of the use of federal funding to develop/implement the Project should be significant to decision-makers. Federal funding was essential to the Project's development and implementation. Together with limited resources and other priorities, the system could not have supported an endeavor of this magnitude. Federal funding was also essential to the developmental studies leading to the Project. Federal funds provided technical and fiscal support and fostered Project emphasis on planning and the delineation of modules with corresponding goals/objectives. It allowed a Project that cuts laterally across state departments and delivers services to a number of system components that are not under the single purview of any single state organization. In short, a Project of this complexity and level of resources and developing sophistication would not have been possible without federal funding.

In future work, however, persons should recognize the constraints on effective utilization of federal funds at local levels. Future development should minimize system competition for limited federal resources and consider the significant reallocation of resources from extant organizations to continue the same level of activity without this funding.

The resolution of organizational purview with regard to future Project activities will require considerable mutual planning and cooperation. The state's Executive cabinet level justice participants should interface with state government oriented legislative assistants to insure mutual agreements reallocation and expenditure. The accomplishments in Kennebec County could, possibly, profoundly reshape governmental delivery of service models in Maine's justice system and substantially affect costs (downward vs. future inflation) while enhancing public justice career service (in salaries and responsibilities consolidation).

The potential effect of a statewide community based justice program could substantially reshape the effectiveness of Maine's justice system providing levels of increased effective accomplishment at marginal initial increases with long term cost savings .

Section three

DESCRIPTIVE STATISTICS

I. CLIENT-RELATED DATA

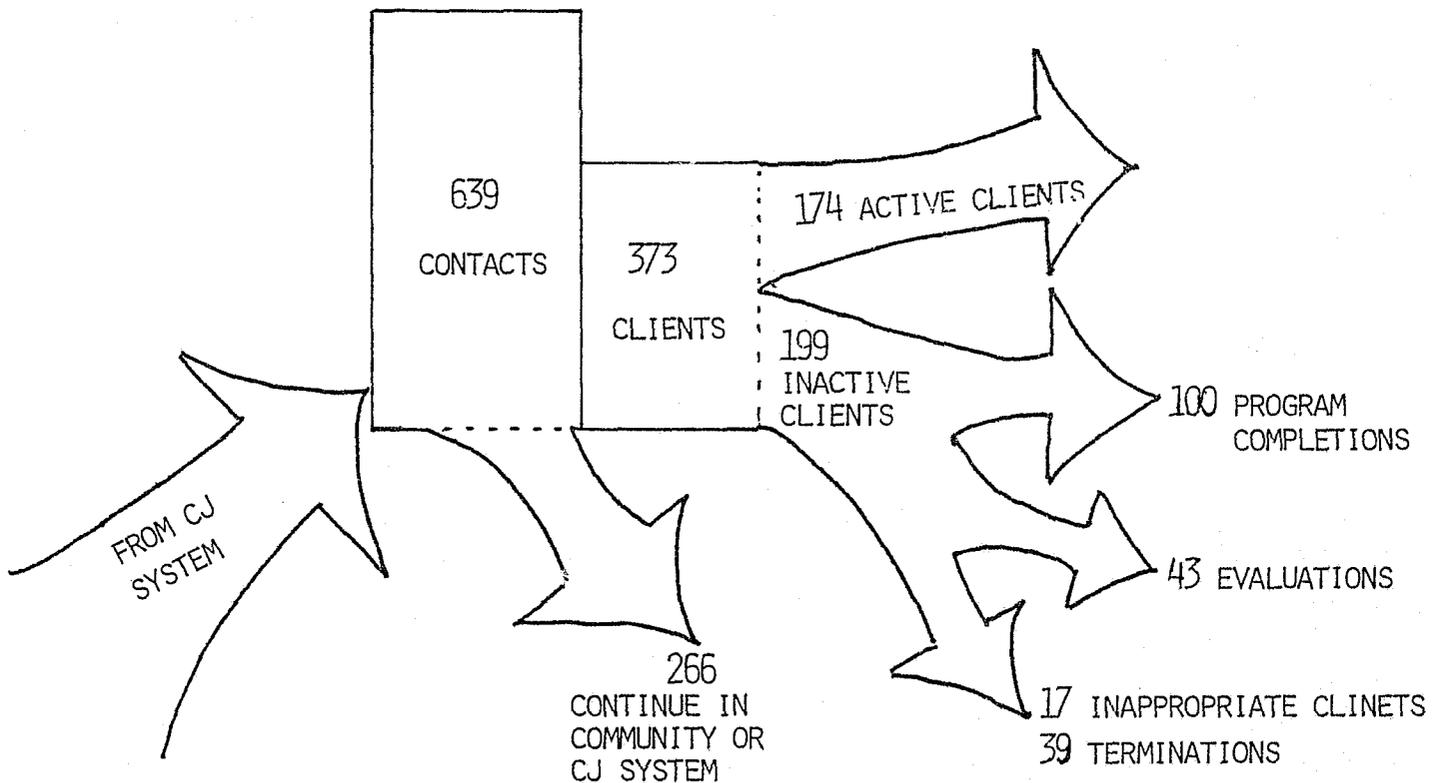
II. COMMUNITY DEVELOPMENT DATA

III. COST DATA

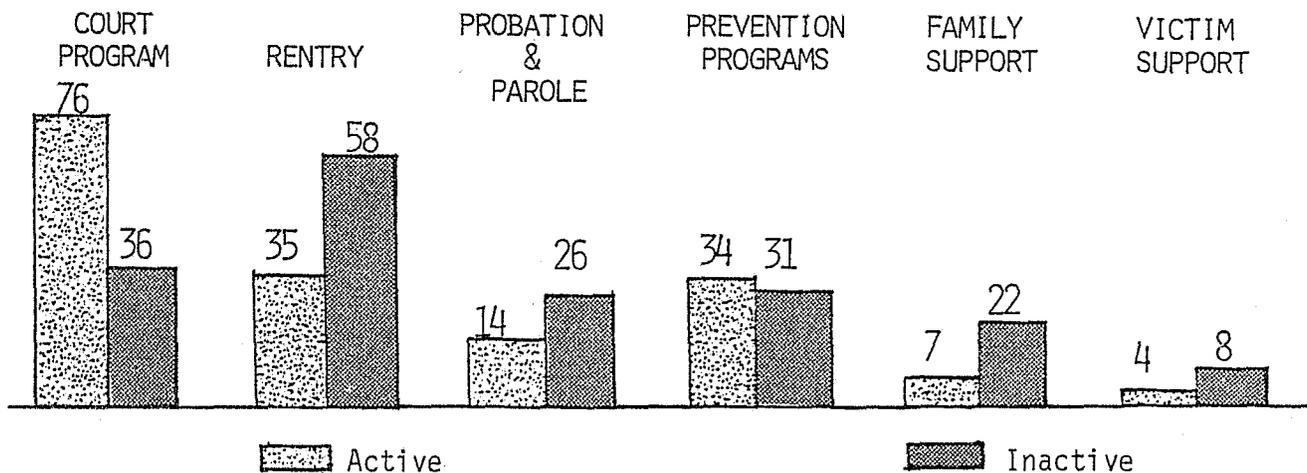
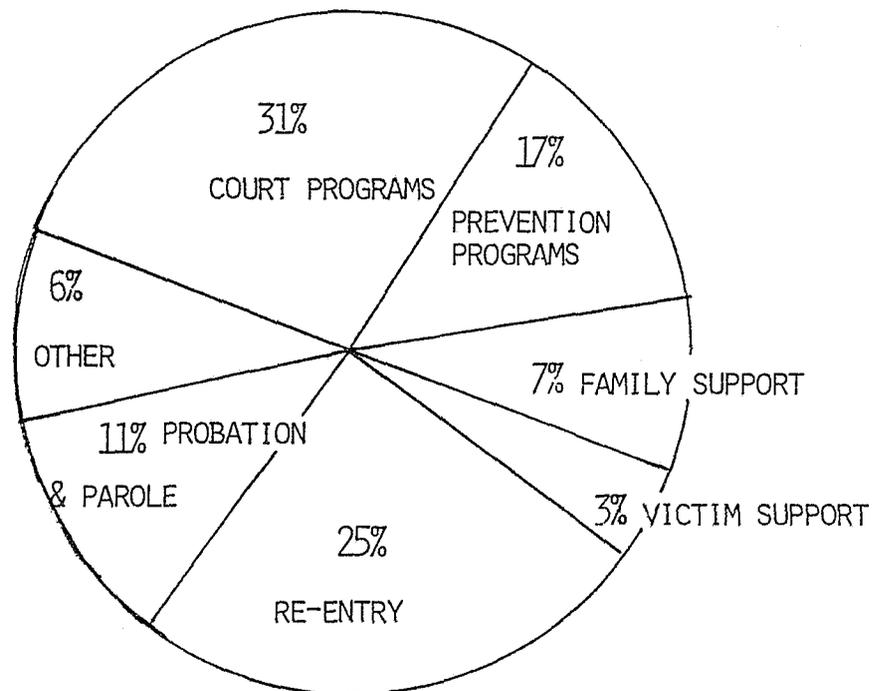
CJP CONTINUUM

In one year of client-related operations, the Project has had 639 contacts. 373 became clients with 174 or 46.6% active as of 2/1/77 and 199 or 53.4% inactive. There were 266 contacts that did not become clients.

Of the 199 inactive clients, 17 or 8.5% were deemed "inappropriate" clients and 43 clients received evaluations at the request of the courts, jails, Probation and Parole, or themselves. Of the remainder (139) 100 (or 72%) were positive terminations. The remainder (39) 28% were negative or undeterminate terminations.

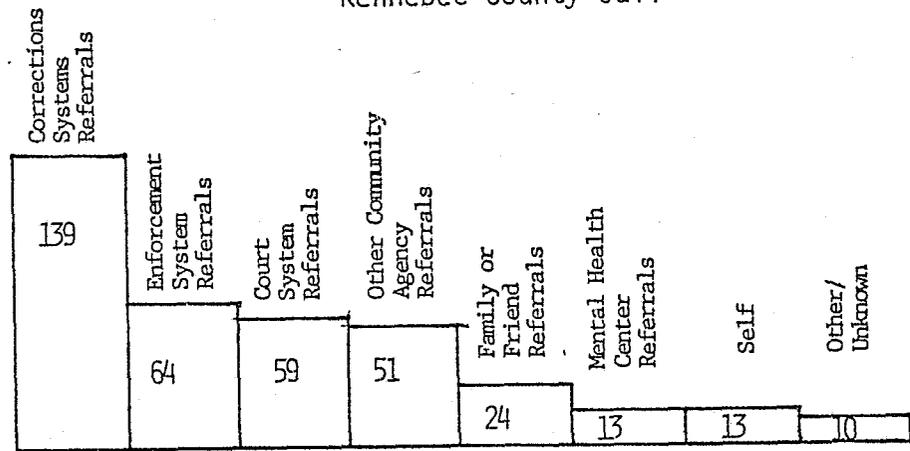
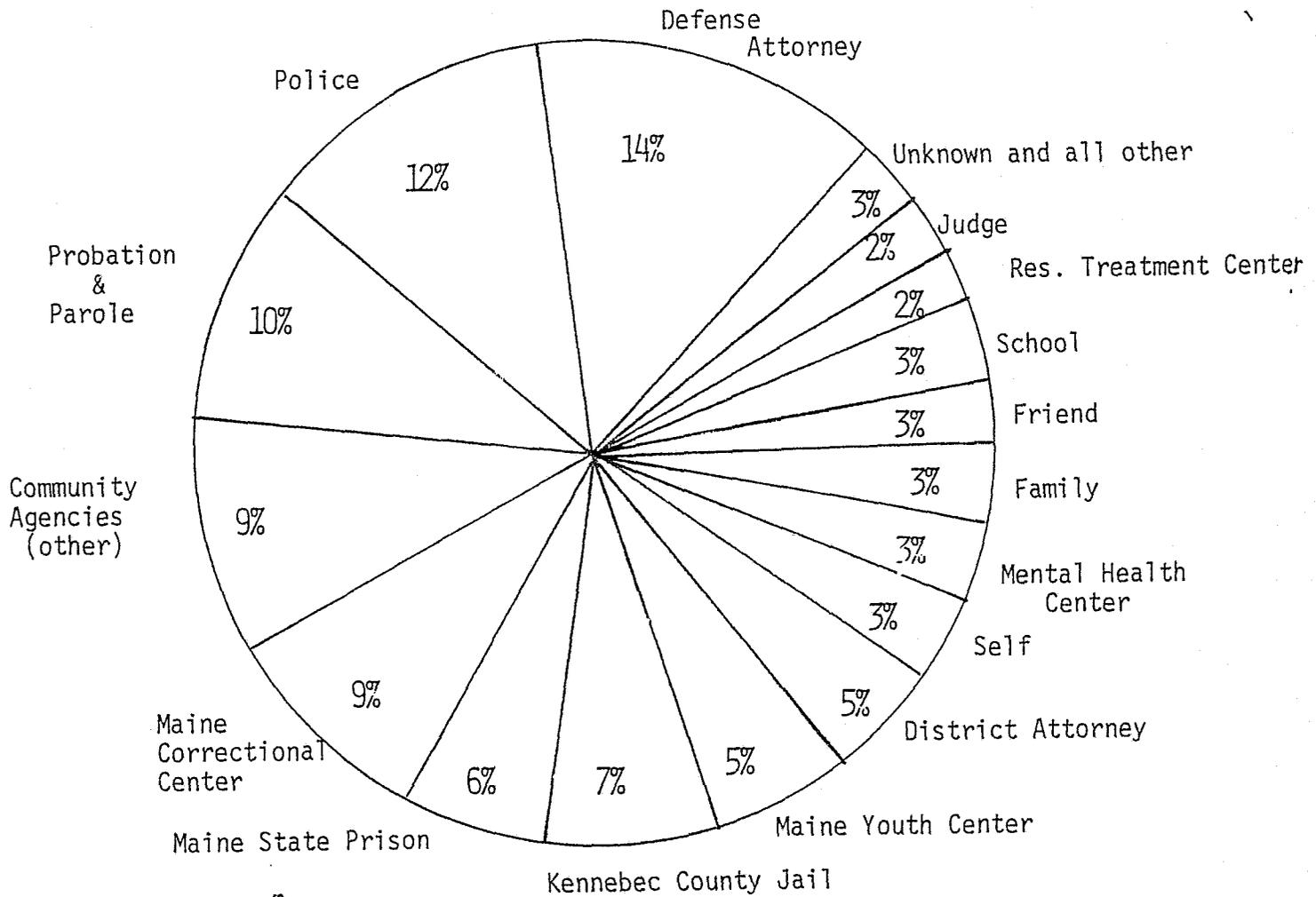


ACTIVE / INACTIVE CLIENTS BY PROGRAM CATEGORY AND AGE / SEX
(2/1/76 - 2/1/77)



PROGRAM CATEGORY	Total	Active	Inactive	Adult		Juvenile	
				Male	Female	Male	Female
<u>Court Program</u>	112	76	36	51	9	44	8
Pre-trial Intervention	76	48	28	30	8	32	6
Pre-sentence Diversion	8	6	2	6	-	2	-
Sentencing Alternative	28	22	6	15	1	10	2
<u>Re-Entry</u>	93	35	58	71	4	17	1
Maine State Prison	28	11	17	27	-	1	-
Maine Correctional Ctr.	33	12	21	28	4	1	-
Maine Youth Center	16	7	9	2	-	13	1
Kennebec County Jail	12	3	9	10	-	2	-
Out of State	4	2	2	4	-	-	-
<u>Probation & Parole</u>	40	14	26	14	3	16	7
<u>Prevention Program</u>	65	34	31	12	4	33	16
Prevention	43	20	23	9	3	20	11
In Lieu of Citation	10	6	4	-	-	8	2
Completed Court/Program	7	5	2	2	-	2	3
Termination/Court Program	2	-	2	-	1	1	0
Termination/Probation	3	3	-	1	-	2	-
<u>Family Support</u>	29	7	22	1	27	-	1
<u>Victim Support</u>	12	4	8	2	7	-	3
<u>Other</u>	22	4	18	16	2	2	2
Totals	373	174	199	167	56	112	38

REFERRAL SOURCES / PROJECT CLIENTS



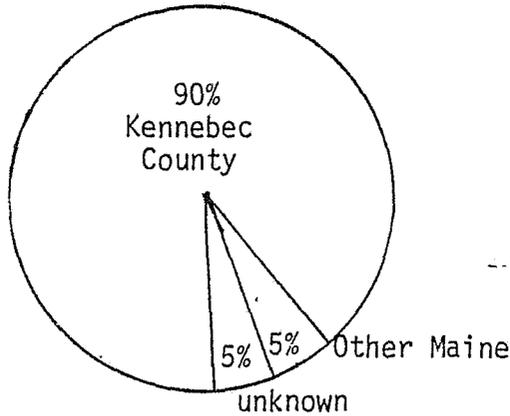
Following are the referral sources for those persons that have become Active Project clients in the first year of Project operations.

RANK ORDER	REFERRAL SOURCE	Total Year (2/1/76-2/1/77)	1st 6 Mos. (2/76-7/76)	2nd 6 Mos. (8/76-2/77)	+/-%Δ	RANK ORDER	REFERRAL SOURCE	Total Year (2/1/76-2/1/77)	1st 6 Mos. (2/76-7/76)	2nd 6 Mos. (8/76-2/77)	+/-%Δ
1.	Defense Attorney	53	16	37	+130%	10.	Self	13	7	6	- 14%
2.	Police	46	33	13	- 60%	11.	Mental Health Center	13	3	10	+230%
3.	Probation & Parole	38	25	13	- 48%	12.	Family	12	5	7	+ 40%
4.	Community Agency	33	16	17	+ 06%	13.	Friend	12	5	7	+ 40%
5.	Maine Correctional Ctr	32	22	10	- 54%	14.	School	10	3	7	+130%
6.	Kennebec County Jail	26	13	13	0	15.	Residential Treatment Ctr	8	1	7	+600%
7.	Maine State Prison	24	16	8	- 50%	16.	?	8	4	4	0
8.	Maine Youth Center	19	13	6	- 54%	17.	Judge	6	4	2	- 50%
9.	District Attorney	18	15	3	- 80%	18.	Other	2	2	-	-100%
						TOTAL REFERRALS		373	203	170	

PROJECT CLIENTS/DEMOGRAPHIC CHARACTERISTICS

Following are the background characteristics of Project clients. The following were compiled using monthly statistics. Since monthly statistics are gathered when there may be incomplete information on a client, the following indicate missing data. While complete data is available for most clients, the logistics of backtracking is such that the missing data is acceptable as general patterns are the object of study. Adult/juvenile breakdowns were made for the second six months to aid interpretation.

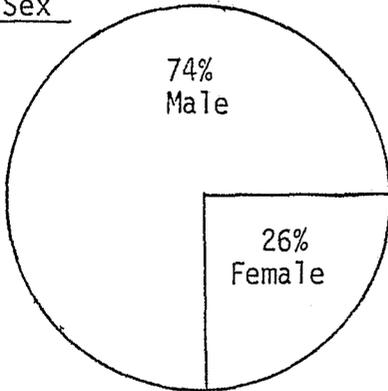
Residency



<u>Residency</u>	<u>TOTAL</u>	<u>1st 6-Months</u>	<u>2nd 6-Months</u>
Kennebec County	333	187	146
Other Maine	19	5	14
?	21	11	10
	<u>373</u>	<u>203</u>	<u>170</u>

For clients on which information is readily available, 333 of 352 or 94.6% were Kennebec County residents (97.4% 1st 6-Months; 91.3% 2nd 6-Months).

Sex

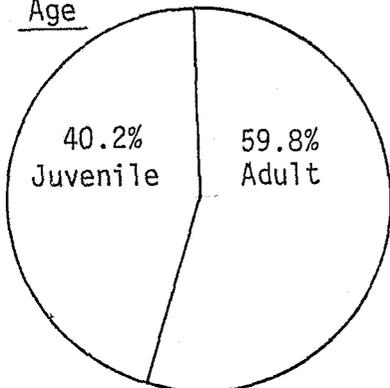


<u>Sex</u>	<u>TOTAL</u>	<u>1st 6-Months</u>	<u>2nd 6-Months</u>
Male	279	147	132
Female	94	56	38
	<u>373</u>	<u>203</u>	<u>170</u>

279 or 74.8% of Project clients have been males (72.4% 1st 6-months; 77.6% 2nd 6-months.)

279 or 74.8% of Project clients have been males (72.4% 1st 6-months; 77.6% 2nd 6-months.)

Age

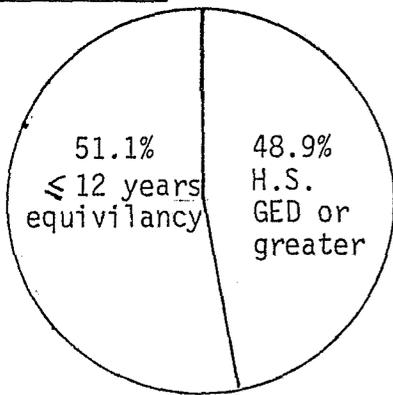


Age by Sex

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Adult	167	56	223
Juvenile (<18)	112	38	150
	<u>279</u>	<u>94</u>	<u>373</u>

Approximately 290 or 77.7% of Project clients are 25 or less. The percentage of juveniles (83 of 203 or 40.8% 1st 6-months; 67 of 170 or 39.4% 2nd 6-months) although highly variable by month has remained basically constant over time.

Education

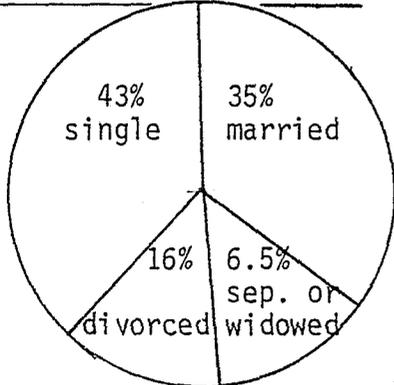


Education	TOTAL	1st 6 Mos.		
		Total	2nd 6 Mos. Adult	Juvenile
>12	11	5	6	-
GED	30	11	17	2
12	58	35	23	1
11	42	22	20	4
10	56	30	26	14
9	56	30	26	18
8	43	23	20	15
7	14	10	4	3
7	30	18	12	7
?	33	19	14	3
	<u>373</u>	<u>203</u>	<u>170</u>	<u>67</u>

Note that for the 92 of 103 adults in the Project's second 6 months for which information was readily available:

About half (48.9%) had an educational level equivalent to a high school degree or greater; Approximately 12% had an education of 8th grade or less. A number of GED's are due to Criminal Justice clients receiving these through system efforts.

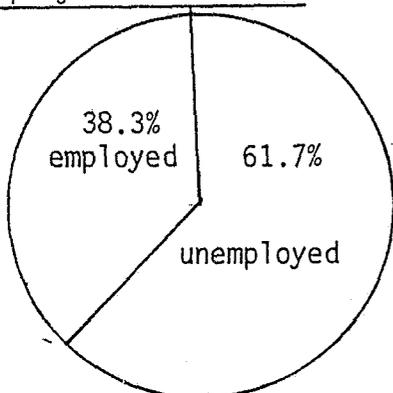
Marital Status- Adults



Marital Status	TOTAL	1st Third 2/76 - 5/76		
		Total	2nd Two Thirds 6/76 - 2/77 Adult	Juvenile
Married	64	19	45	2
Single	214	77	137	86
Divorced	33	13	20	-
Separated	14	7	7	1
Widowed	3	1	2	-
?	45	29	16	7
	<u>373</u>	<u>146</u>	<u>227</u>	<u>96</u>

Note that for the 122 adults for which information was readily available: 35% are married 43% are single 16% are divorced 6.5% are separated/widowed

Employment - adults



Employment	TOTAL	2nd 9 Months		
		1st 4 Months	Total Adult	Juvenile
Employed	76	18	46	10
Part Time	18	8	10	9
Unemployed	245	95	150	71
?	34	25	9	6
	<u>373</u>	<u>146</u>	<u>227</u>	<u>96</u>

Note that for the 128 adults for which information was readily available that 79 or 61.7% were unemployed. Although this figure is highly inflated (Project clients may be picked up at correctional institutions or soon after release; a number of clients are home-bound mothers; a number of adult clients are 18 - 20, etc.), a primary need for Project clients and an effective treatment modality is simply, employment.

The central thrust of the Community Justice Project's mandate has been to create a service delivery mechanism capable of providing state of the art psychosocial services (usually developed in urban/high volume areas) to Maine's Criminal Justice System. The Project's highly evolved management system has resulted in an "interfacing of each activity with the others, and the cooperation brought to bear by all segments of the system yields a service delivery system which is stronger than if each service were provided independently of the others". (Apt Associates, pg. 22). The Project's 14 activity lines (or products) have offered this wide range of services along the entire criminal justice continuum with a commendably high degree of responsivity to police officers and other professionals to persons accused or convicted of crimes and to persons affected by crime such as victims and concerned citizens and families.

A reasonable question to pose concerns the quality of outcome provided individual citizens by a system that is visibly effective in delivering these services.

OUTCOME STUDIES

The following has been abstracted from the Community Justice Project's monthly reports, Maine Uniform Crime Reports, and from the evaluation performed for the National Institute of Mental Health by Howard Blazek. Abstracting the latter proved a formidable task due to the unusual (and often confusing) format in which Dr. Blazek results were presented in "The Final Report to NIMH".

CRIME RATES

The CJP focuses on the community as client. In 1975 there was concern on the part of some persons and agencies that the CJP's proposed diversion re-entry, and prevention programs would not provide the necessary degree of supervision to protect public safety. There were some who predicted that crime rate in Kennebec County (the demonstration area) would show a dramatic increase. The following computations are taken from Maine Uniform Crime Reports. Reported figures refer to the seven major index crimes.

CJP client services began on February 2, 1976. The previous year (1975) the demonstration area (Kennebec County) ranked 6th of Maine's 16 counties in reported crimes. During 1975, 3,842 crimes were reported. In 1976 (the first year client services were in service) reported crimes decreased (3,503) and the counties rank among the 16 counties dropped to 11th (from 6th). This represents an 8.8% decrease in crime in the experimental area.

A comparison has also been made between reported crime in Kennebec County (CJP) and reported crime in Maine as a whole.

TABLE I

Uniform Crime Rate Changes - Kennebec County vs. Maine

	<u>Kennebec County</u>	<u>Maine</u>
1975	3,842	41,876
1976	3,503	43,647
	X ² = 20.90	p = .01 (ldf)

The above table indicates that whereas crime increased in Maine as a whole between 1975 and 1976, crime decreased in the demonstration area. Statistical analysis of these UCR figures demonstrates that the crime decrease in Kennebec County compared to Maine as a whole could occur due to chance only one time in a hundred (the result is significant at the .01 level of confidence).

A second analysis was performed which compared UCR figures from two adjacent and similar counties: Androscoggin (the control county) and Kennebec (the experimental county). Once again, figures compare 1975 (the year before client operations) with 1976 (the year CJP client operations began).

TABLE 2

Uniform Crime Report - Kennebec County vs. Androscoggin County

	<u>Kennebec County</u>	<u>Androscoggin</u>
1975	3,842	3,726
1976	3,503	3,986
	x ² - 23.54	p = .01 (ldf)

Again it can be seen that compared to an adjacent and demographically similar county, crime in the experimental county decreased whereas crime in the control county increased. Indeed, Kennebec County's crime rank among Maine's 16 counties fell from 6th in 1975 to 11th in 1976 and has (in the first six months of 1977) fallen to 12th with an additional 5.9% decrease in the first six months of 1977. This is in addition to the 8.8% decrease in the experimental area during 1976. Care should be taken in assuming that this is a sole result of CJP. The fact remains that a decrease did in fact occur.

RE-INCARCERATION RATES OF CJP RE-ENTRY CLIENTS

The following recapitulates in readable and consistent form a study conducted by Dr. Blazek for the NIMH evaluation contract.

TABLE 3
Re-incarceration Rates of CJP Re-entry Clients

- Group I: Maine State Parolees released January to March, 1971. Followed-up August, 1971.
- Group II: Project Exit*clients/MSP parolees released January to March, 1972. Followed-up August, 1972.
- Group III: Community Justice Project re-entry clients from Maine Correctional Center (13) and Maine State Prison (8) who have been in the community six months or longer.
- Group IV: Community Justice Project re-entry clients from Maine Correctional Center (9) and Maine State Prison (12) who have been in the community less than six months.

	<u>Re-incarcerated</u>	<u>Not Re-incarcerated</u>
Group I n=41	15/38%	26/62%
Group II n=38	12/32%	26/69%
Group III n=21	2/9.5%	19/90.5%
Group IV n=21	3/14.3%	18/85.7%

This study compared the reincarceration rates of four different groups. Groups I and II were used in the study because they constituted a readily available and reliable source of comparison. The follow-up was done on Groups I and II in 1971 and 1972 respectively. Although release times and follow-up periods differ for Groups III and IV (the experimental group) and Groups I and II, all had in common commitment to the same institutions. Further, if anything, the State's economic climate was more favorable for persons released in the control groups (I and II) than it was for the experimental groups (III and IV) released in 1976. In the words of the NIMH evaluation "a stretching of the imagination" is required to positively state that all groups are totally comparable. Nonetheless, this form of comparison is a

* Project Exit was a MCJPAA funded employment project for re-entering offenders on parole.

valid one for action research and a "stretching of the imagination" would also be necessary to obscure the dramatic difference in reincarceration rates between the experimental (CJP) groups and the control groups. Blazek's evaluation states that reincarceration figures are "soft and based on staff knowledge" implying that such reports are not reliable (and by implication perhaps more favorable than State Bureau of Identification records). This statement would appear to be misleading in terms of the study where CJP staff knowledge reported more (not less) arrests for CJP court program clients than did SBI records (SBI is a manual system).

The foregoing examinations of crime rates and reincarceration coupled with the CJP published outcome of court program client re-conviction rates indicate a high degree of success. This evaluation of CJP operations can conclude by quoting the final paragraph of the NIMH evaluation (pg. 147):

"If early positive indications are proven valid via subsequent analysis, it is hoped that the system will be able to take full advantage of the potential benefit of the endeavors of this demonstration project.

The follow-up evaluation of the CJP to be conducted by Dr. Carol Linker during the first six months of 1978 should provide the necessary follow-up recommended by Dr. Blazek in his 4/77 "Final Report to NIMH".

II. COMMUNITY DEVELOPMENT

The following presents Community Development activities and data as supplied by the Community Development staff of the Project.

Areas Include: -

- A. Presentations
- B. School Systems
- C. Community Information
- D. Citizens Involvement
- E. Crisis Intervention/Conflict Management Training
- F. Resource Index/Referrals
- G. Institutional Visiting Program
- H. Law Focused Education

Note that Community Development activities of the Project encompasses much more than "public relations".

Community Development Data
(2/1/76 - 9/30/77)

Community Awareness/Development

A. Presentations

Formal presentations to community groups and organizations during Project operations (2/1/76 - 9/30/77) include the following:

<u>Group/Organization</u>	<u># Unique Presentation</u>
Human Service Agency	19
Community Service Organization	40
System-related	20
Court related (non-Kennebec County)	4
Government Official	5
Other	302
	<u>390</u> presentations

Attendance figures indicate that approximately 3,069 persons attended Community Justice Project staff presentations during the year.

In September 1977, announcements were mailed to 108 community service organizations informing them of the availability of Project staff to speak about the CJP or specific areas of interest.

B. School Systems

Client referrals came from a variety of sources including the school system (primarily guidance counselors). To inform guidance counselors and principals about the CJP and appropriate clients to be referred, the Project invited these people to a luncheon meeting in May 1976. Forty persons attended this luncheon meeting. A follow-up meeting was held in February 1977. Four workshops were attended by over thirty people at this meeting. These included:

1. Youth in the Kennebec County Courts
2. Law Focused Education - Who Needs It?
3. What Can and Cannot be Done about Truancy?
4. Getting Help from the System for Youth.

The CJP has been very pleased with the utilization of Project services by the school systems. Their referrals have been very appropriate prevention cases.

C. Community Information

1. Displays and Development of Local Communities

The Community Development staff has made a major effort in disseminating information about the Project to communities throughout Kennebec County.

Augusta, Waterville, Gardiner, Hallowell, Winslow, Oakland, Wayne, Albion, Litchfield, Winthrop, Windsor, and China received intensive efforts. CJP displays, with printed materials about the Project, were set up in Twenty eight locations. There have been three printings of Project brochures, and almost 20,000 have been distributed. Project displays have also been scheduled at country fairs. These displays were coordinated with meeting "key actors" in the community and speaking engagements.

2. Media Coverage

a. Five issues of the CJP newsletter "Contact" have been prepared and distributed to a mailing list of 450 persons. The newsletter serves the purpose of highlighting CJP activities, and provides detailed explanation of components.

b. Forty-eight newspaper articles about the CJP and/or specific activity lines have appeared in the major dailies in Kennebec County.

c. The Project prepared radio and television spots about the CJP and the criminal justice system. These were aired on public service spots.

d. There have been seven television and five radio appearances by Project staff. The CJP was highlighted on the ABC-TV network special: Justice on Trial.

D. Citizen Involvement/Volunteer Module

Fifty-eight (58) volunteers were trained in six separate training programs. Each training program was nine hours in duration. These volunteers have worked with fifty-seven (57) unique clients. Volunteers are in regular contact with the Community Development Specialist and meet once a month with a CJP psychologist for clinical supervision. Volunteer intervention consist primarily of one to one relationships or as tutors. Volunteers provide transportation for CJP clients, assist in finding housing or jobs, provide support for victims of crime, and occasionally provide temporary, emergency housing. A total of 2,421 hours were contributed by volunteers to CJP clients in the 15 months of the operation of this activity. This equals more than one full time staff person. Thirty-two (32) volunteers are currently active with the CJP.

E. Crisis Intervention/Conflict Management Training

During March 1976, the CJP hosted a week-long training workshop in CI/CM techniques at the Maine Criminal Justice Academy for 25 law enforcement officers. Dr. Morton Bard, nationally recognized expert in police work and crisis intervention. led the "train the trainers" program. Local, state, and county law enforcement agencies were represented. Four local training sessions have been held since this "train the trainers" session. Seventy-eight police officers from twelve law enforcement agencies have participated in these training sessions. The Project has worked with law enforcement officials and human service professionals in Cumberland and York Counties to provide CI/CM training in those areas. This training will commence in January 1978.

F. Resource Index/Referrals

1. Resource Index

The CJP developed a Resource Index for Kennebec County since the most recent resource of this nature was over two years old and consequently out of date. The CJP in developing its index sought a more workable format for presenting information so that it could be retrieved quickly. The CJP had 500 copies of the index printed. These were distributed to Project staff, all full time law enforcement officers, and social service agencies in Kennebec County.

An update of this index containing corrections and new listings was printed and distributed in April 1977. A complete, updated new edition of the index has been printed and will be distributed by the end of December 1977.

The CJP has had excellent feedback on this effort. An indication of its perceived usefulness, one human service agency has ordered 100 copies of the new index for its own use.

2. Resource Referrals

The Project is committed to the utilization of existing community-based resources. Besides providing services to clients, the Project hopes that the outcome of this process is a greater community agency responsiveness to the needs of criminal justice system related clients. Unfortunately, not all referrals are reported by Project staff. The following figures and the attached table, while impressive, under report referrals.

Per Project records, CJP clients have been referred 1,184 times to approximately 175 unique human service agencies and 231 times to approximately 130 unique business establishments for employment. These referrals for clients were related to their assessed programmatic needs. In addition, over 100 Project "contacts" were referred to other agencies.

G. Institutional Visiting Program

The Project provided transportation to the three major correctional facilities from February 14 to October 31, 1976. The demand for this service proved to be much less than anticipated. Since it was not cost efficient for the Project to provide this service, Northern Kennebec Valley CAP Transportation Department ran trips in exchange for full time use of Project's Van. Eventually, the van was sold to that agency. CAP is providing transportation when there are three or more riders on a cost-per-trip basis to the Project.

During the time the Project conducted transportation:

- 54 trips were scheduled;
- 26 were conducted with an average capacity of 38%
(in relation to a full bus of 10 riders;
- 40 unique persons visited inmates 98 times;
- 20 unique inmates were visited a total of 51 times.

H. Law Focused Education

A law focused education program was developed by the Project for grades K-8. Law focused education was developed in local communities in cooperation with police, schools, and service clubs (money for films). The CJP has trained local police to provide this program. LFE is now a permanent elementary curriculum in the elementary schools of these communities: Augusta, Gardiner, Skowhegan, and Norridgewock.

The CJP developed a LFE manual for grades K-8. The CJP printed 250 copies of this manual. Subsequently, the Maine Department of Education and Cultural Services printed 2,000 copies of this manual and had them distributed to every school superintendent, school principal, and police department in the State of Maine. A condensed version of the training manual has been developed in an effort to meet the demands for information on the program at a reduced cost.

The CJP has developed a high school "law seminar" curriculum which it hopes to "pilot" soon. Also, a curriculum for elementary school teachers is in the developmental stages to allow for follow-up to the material presented by the police officer in the LFE program.

RESOURCE UTILIZATION DATA
 (Community Justice Project - - Referrals Out)
2/1/76 to 11/1/77

HUMAN SERVICE REFERRALS

EMPLOYMENT REFERRALS

Month	Total Referral Options	Unique Agencies	Contact Made ?			Total Referral Options	Unique Places of Employment	Contact Made ?		
			Yes	No	?			Yes	No	?
Feb/Apr.	87	44	85	1	-	4	4	4	-	-
May	45	35	37	5	3	14	11	13	-	1
June	60	33	48	8	4	45	41	41	2	2
July	34	28	24	3	7	21	13	20	-	1
August	51	36	44	2	5	15	10	13	-	2
September	64	41	56	4	4	17	12	17	-	-
October	65	38	45	6	14	19	18	15	-	4
November	77	34	63	8	6	11	10	11	-	-
December	37	26	20	1	16	3	2	3	-	-
January	136	80	115	11	10	10	7	10	-	-
February	50	29	35	7	8	-	-	-	-	-
March	82	41	62	14	6	13	7	13	-	-
April	87	48	74	5	10	11	10	11	-	-
May	68	38	47	-	21	11	11	10	-	1
June	68	42	43	7	18	13	13	12	-	1
July	35	22	17	-	18	7	7	6	-	1
August	46	27	27	8	11	6	5	3	1	2
Sept.	49	39	32	6	11	5	5	5	-	-
October	42	29	24	5	13	6	6	6	-	-
TOTAL	1,184	175	898	101	185	231	130	213	3	15

A major purpose of this activity line is to generate options for Project clients. Note that these options were utilized in most cases.

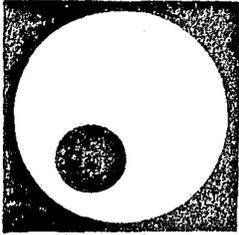
Human Service Option Utilization

Yes	75.8%
No	8.5%
?	15.6%

Employment Option Utilization

Yes	92.2%
No	1.2%
?	6.4%

Note: Referrals to Employment Agencies are represented in the Human Service totals. Employment referrals reflect those to business establishments.



THE COMMUNITY JUSTICE PROJECT

101 WATER STREET WATERVILLE MAINE 04901 (207) 873-5665

14 COLUMBIA STREET AUGUSTA MAINE 04330 (207) 621-3181

December 5, 1977

J. Andrew Ditzhazy
Corrections Specialist
Maine Criminal Justice Planning
and Assistance Agency
11 Parkwood Drive
Augusta, Maine 04330

Dear Mr. Ditzhazy;

The Community Justice Project utilizes a modified-accrual basis accounting system for financial management and reporting.

Since April 1, 1977, the Project has maintained a separate non-interest bearing checking account for the segregation of Project receipts from those of our parent organization, the Kennebec Valley Mental Health Center. Types of receipts flowing through this account include, but are not limited to; grant monies drawn; subsidized payroll costs (re-imbursed by the WIN Program); restitution payments made by court clients; etc, etc,...

Separate books of entry are maintained for each grant awarded. Likewise, separate general ledgers are maintained to enhance financial management and reporting.

Routine payments included in General Operating figures on the accompanying schedule that aren't reflected separately are Emergency Aid Payments and Community Development Expenses.

Emergency Aid Payments average \$15.00 to \$20.00 per eligible client. In some instances, monies given to these clients are "set up" as loans to be repaid at a date certain (endorsed voucher is, in effect, a promissory note). All monies expended from this category are vouchered in triplicate - one copy to substantiate the check; one copy to the finance tickler file, and; one copy to the client's program/treatment folder. Emergency vouchers are pre-numbered and are used consecutively (see enclosed sample).

Examples of Community Development Expenses are; advertising, film rentals/purchases, program supplies, special literature for distribution to the general public, volunteer administration, law focused education costs, etc.

December 5, 1977
J. Andrew Ditzhazy
Page 2

Purchased services are conducted under performance contract agreements. All Project referrals to Contractors for services to be delivered are authorized by a Purchase of Service Voucher (see enclosed sample).

All contracts contain a definitive "Work to be Performed" Section (Rider A). Information listed in this section includes: 1) Contractor Description and Location; 2) Definition of appropriate referrals and the referral mechanism; 3) the cost per unit of service; 4) the method of computing the maximum amount of the contract; 5) monthly reporting requirements spelling out what the Project wants to know concerning each referred client's progress.

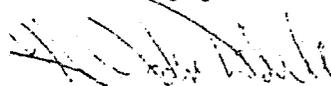
The second section of each contract - Rider B - contains the contract provisions which include: 1) Contract pricing; 2) changes in the work to be performed clause; 3) mutual termination clause; 4) amendments in term and value, and; 5) Project held harmless clause.

Project general and subsidiary records are maintained at 101 Water Street, Waterville, Maine, 04901. Financially, a duplicate combined general ledger is maintained at the Kennebec Valley Mental Health Center which treats the Project as a "Cost Center".

In Summary, the Project complies fully with all special conditions attached to the various grant awards. Accounting principles and practices are consistently applied on a uniform basis to provide sound financial management and reporting.

Trusting that the financial information contained herein provides the information that will enable you to complete your report, I remain

Sincerely yours,



H. John Delile
Business Manager

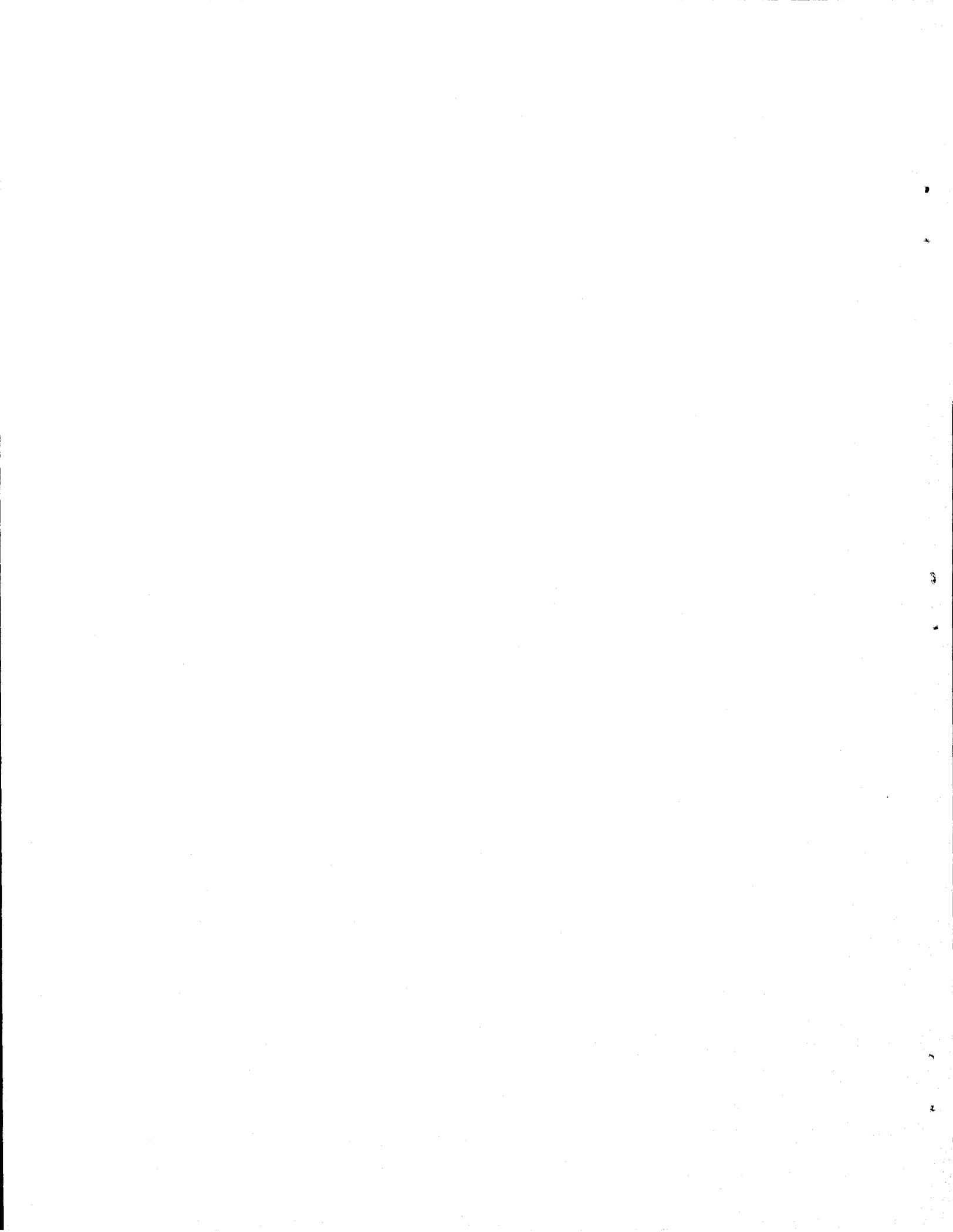
cc: Charles Robinson

Enclosures

THE COMMUNITY JUSTICE PROJECT
 PROJECTED OPERATING COSTS
 FOR THE FISCAL YEAR JULY 1, 1978 THROUGH JUNE 30, 1979

STATEMENT I

<u>CATEGORIES</u>	<u>PROJECTED COSTS</u>
Staff Salaries	\$205,131.00
Fringe Benefits (15.50%)	<u>31,880.00</u>
 Total Personnel Costs (See Schedule I & II)	 \$237,001.00
Consultation & Specialized Training (See Schedule III)	5,000.00
Travel Costs (See Schedule III)	16,000.00
Financial Assistance (See Schedule III)	3,500.00
Community Development (See Schedule III)	9,600.00
 <u>General Operating Overhead:</u>	
Answering Services	720.00
Office Rentals	17,220.00
Telephone	18,000.00
Office Machine Rentals and Maintenance	4,276.00
Office Supplies	4,800.00
Program Supplies	<u>1,000.00</u>
 Total General Operating Overhead (See Schedule III)	 46,016.00
Projected Operating Costs - subtotal	<u>\$317,127.00</u>
 ADD: Other Projected Costs:	
K.V.M.H.C. Overhead for Project Operations (5% of \$317,127.00)	15,856.00
STA-CAP Charges, State of Maine .797 % of (317,127.00 and 15,856.00)	<u>2,654.00</u>
	<u>18,510.00</u>
 Total Projected Operating Costs for the Fiscal Year July 1, 1978 through June 30, 1979	 <u><u>\$335,637.00</u></u>



THE COMMUNITY JUSTICE PROJECT
 Cumulative Applications of Grant Funds
 For the Period Ending September 30, 1977

<u>Grant Number</u>	<u>Purpose</u>	<u>Personnel Costs</u>	<u>Travel</u>	<u>Consulting</u>	<u>Capital Equipment</u>	<u>Purchased Services</u>	<u>General Operating</u>	<u>Totals</u>
200-036/8070	Assessment	\$ 38,829-	\$ 4,235-	\$ 865-	\$ -0-	\$ -0-	\$ 762-	\$ 44,691-
200-206/8100	Planning	67,583-	5,218-	919-	2,654-	-0-	7,992-	84,366-
200-206-9/8100	Operations	221,454-	19,933-	4,506-	23,726-	-0-	31,650-	301,269-
75-ED-01-0012	Operations	96,475-	7,821-	-0-	2,884-	105,801-	38,127-	251,108-
200-467-8105	Operations	86,229-	8,851-	1,320-	334-	-0-	18,964-	115,698-
77-ED-01-0003	Operations	33,155-	1,261-	-0-	-0-	56,179-	6,038-	96,633-
Total Applications of Funds		<u>\$543,725-</u>	<u>\$47,319-</u>	<u>\$7,610-</u>	<u>\$29,598-</u>	<u>\$161,980-</u>	<u>\$103,533-</u>	<u>\$893,765-</u>

THE COMMUNITY JUSTICE PROJECT

Authorization for the Purchase of Services

Voucher # 03110 Date 12/09/77
(day/month/year)

Attention: B. Dean Agency: City of Houston

Client: Steven A. Pugh

Authorized Services/Remarks: provide residential treatment/counseling for up to six months

CJP USE ONLY

Client # 4294 Program S/A

Client Disposition OK

Service Units (total) 100 @ 25-

Service Costs (total) \$4,500.00

Service Duration 6 months

Total Billing \$4,500.00

Total Payments SAME

Adjustments —

Comments successful program completion

Approved _____ Date 1/1/78 Staff Worker _____
(day/month/year)

- Note:
1. All changes require prior approval of Program Supervisor (or designee).
 2. The Voucher # MUST accompany reports and billing information.
 3. Reporting requirements MUST be followed as per Rider A of your agency's contract.

Community Justice Project

Emergency Payment Voucher

Vo. # 00200
(Office use only)

Client No. 40,999 Date December 2, 1977

Program PTT Line Staff D. Smith

Amount \$15.00 Check No. 1575

Purpose To provide shelter for 1 week at Bolduc's Apartments

Conditions loan - 100% to be repaid by January 15, 1978.

Received John Doe 1/2/02/77
(Client Signature) (Date)

Pat Anderson 1/2/02/77
APPROVED (Date)

H. John Delillo

Section four

CONCLUSIONS AND RECOMMENDATIONS

The previous sections have reviewed the documented results of an experimental justice project in Kennebec County, Maine, funded jointly by this Agency from its block monies and by LEAA from discretionary funds. The principal result is:

THE DEVELOPMENT AND IMPLEMENTATION OF A MODEL SERVICE DELIVERY MECHANISM, WHICH IS REPLICABLE THROUGHOUT THE STATE, TO PROVIDE A FULL SPECTRUM OF COMMUNITY FOCUSED PSYCHOSOCIAL SERVICES ALONG THE ENTIRE CONTINUUM OF THE CRIMINAL JUSTICE SYSTEM.

Ancillary outcomes which support the foregoing conclusions are:

- a. Successful client outcome as measured by reconviction, reincarceration, and file analysis.
- b. Community acceptance as measure by attitude surveys and personal interviews.
- c. A high level of utilization and "consumer satisfaction" by project clients, criminal justice professionals, and social services providers.
- d. The actualization of an environment for positive social change in the areas of social service and criminal justice.
- e. A significant and continued decrease in UCR crime rates in the demonstration area.

Implementation and testing of the model, along with certain tests of transferability, were the Project's principal mandate. There is justice community consensus that the CJP not only fulfilled that mandate, but that it did so in a manner which was effective, particularly in terms of cost. It is estimated that, if the services provided Kennebec County by the Project were to be developed and operated in the traditional institutionalized manner (special divisions of probation; court based diversion; individual police department training; state operated residential facilities, etc.), the cost of such services would be from two and one-half to four times the Project's annual budget. The executive decision facing the Maine justice community is not how it can afford such services, but rather how can it not afford to integrate the model on a state-wide basis. Many of the justice issues which Maine now faces in terms of recent legislation, proposed legislation and increased institutional population are the same issues which the Project has addressed or anticipated.

These issues include:

1. A juvenile court intake and diversion process now mandated by the revised juvenile code (effective 7/1/78):
 - the Project's court programs and need assessment have demonstrated the viability of this approach successfully for 18 months.
2. The phase-out of parole as a result of the revised (flat sentence) adult criminal code, which has not eliminated the need for voluntary services for re-entering offenders:
 - the Project's re-entry program has provided these services for 24 months with a remarkable degree of success as measured by reduced recidivism.
3. The inappropriate use of the Maine Youth Center for evaluations because of a lack of locally based evaluation resources and expertise:
 - a major benefit of the Project (as cited by the District Attorney, District Judge, and the Superintendent of the Youth Center) has been the provision of such evaluations locally.
4. The lack of accessible and effective resources for children and youth who are neither mentally ill nor engaged in habitual criminal activity, but who are developing truant or illegal lifestyles:
 - Youth Aid Bureau and school guidance personnel consistently cite the demonstration project as not only an effective resource, but the only resource that is available. The Project's prevention program which may include purchase of residential services, is the only such project in the state, apart from 6-to-12 bed half-way houses. These facilities have a lifespan of two to three years and are under-utilized because of funding restrictions and staff problems stemming from fiscal instability.
5. A special Governor's Task Force found that the rate of assaults on Maine police officers was the highest in New England and among the highest in the United States:
 - Project-sponsored crisis intervention/conflict management training for law enforcement has been consistently cited for its excellence by the entire law enforcement community of the (now) two demonstration counties, and this training is already being transferred to York and Cumberland counties.
6. Outside of state institutions and Kennebec/Somerset Counties, five (5) mental health professionals are charged with diagnostic and treatment responsibilities to criminal justice related clients for 85% of Maine's population:
 - a strategy which is based on the experimental project would increase this number to 30 and provide for direct payment of service beyond the skills and capacities of the additional 30 mental health professionals.

7. Victim Services are needed throughout the state:

- although rape crisis services are available in 40% of the state, only Kennebec County provides a range of victim services.

The issues cited above were anticipated in a series of MCJPAA and LEAA funded studies. A focal point of the CJP funding was to test whether or not the recommendations identified by these numerous studies could be addressed operationally given: an adequate funding base; a competent staff; efficient technical assistance and monitoring by MCJPAA, LEAA, NIMH, DMHC, KVMHC; and, the active participation of the community served by the Project.

The first major conclusion of this evaluation is:

- A. The issues cited above have been effectively, and creatively addressed by the processes and procedures utilized by the experimental program.

The second major conclusion of this evaluation is:

- B. The service delivery mechanism developed by the pilot program is replicable across the state through the use of integrated performance subcontracting by the Department of Mental Health and Corrections.

The third major conclusion of this evaluation is:

- C. The substantial MCJPAA and LEAA fiscal and TA support of this experiment has been justified by:

- the operational dissemination statewide of two project developed activities (law focused education and CI/CM training);
- The conceptual dissemination of Project-developed pre-trial intake and diversion, now reflected by the juvenile code revision;
- the adoption by the State's Division of Probation and Parole of a monitoring and treatment evaluation system based on Project developed procedures;
- the utilization of Project-developed materials and information by local system professionals; and
- the technology transfer effected in Somerset County and in process in both York and Cumberland counties.

The major recommendations of this evaluation are consistent with the findings and conclusions. These recommendations are:

- A. The subgrantee (DMHC) should target July 1, 1979, for full transfer of the most appropriate Project functions to the on-line operations of DMHC. The term "transfer" does not mean wholesale incorporation of all staff or budget line items. The intent is to modify DMHC operational procedures to include, as an example, case management on the basis of a "human needs model" as demonstrated by the CJP.
- B. The subgrantee (DMHC) should target July 1, 1979, for the specific determination and appropriation of funds per project component required to expand CJP "functions" within existing Department operations on a state-wide basis.
- C. The subgrantee (DMHC) should target July 1, 1980 for full operation of CJP functions determined in (B) as appropriate in this provision of departmental services. It is further recommended that DMHC fully institute the "performance contracting" method of providing service through local agencies to their respective regions.
- D. The subgrantee (DMHC) should immediately integrate previous studies and short term planning into its correctional services programming and in the formats and conceptual framework developed by the experimental project as it fits that programming for the allocation and reallocation of resources.
- E. The subgrantee (DMHC) should intensify (both in terms of number of staff and amount of staff time) its present efforts to educate the current legislature as to Project results and hasten the drafting of relevant planning and legislation for the 1979 and 1980 legislative sessions.

END