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# Observations on the Juvenile and Adult Correctional Programs of the State of Maine

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THE UNIVERSITY OF GEORGIA  
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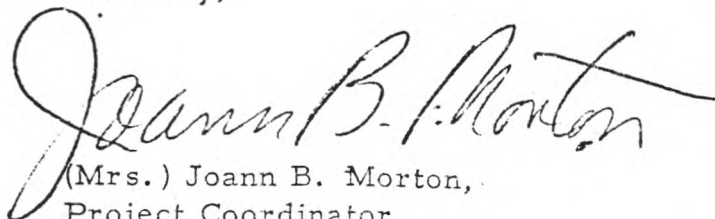
Mr. John B. Leet, Program Director  
Maine Law Enforcement Planning & Assistance Agency  
295 Waters Street  
Augusta, Maine 04330

Dear Mr. Leet:

Enclosed you will find a copy of the final report of consultation in the State of Maine. Mr. Dave Lundgren and Mr. Lou Levathes indicated that an advanced copy of this report was necessary for your planning needs. Official distribution of this will be made through regular channels.

If I can be of further assistance, please let me know.

Sincerely,



(Mrs.) Joann B. Morton,  
Project Coordinator  
LEAA Technical Assistance

JBM:amrs  
Enclosure



OBSERVATIONS ON THE JUVENILE AND ADULT CORRECTIONAL PROGRAMS  
OF THE STATE OF MAINE

LEAA Technical Assistance  
Contract No. TA/C-1-70

Corrections Division  
Institute of Government  
University of Georgia

Richard A. Chappell, Study Director  
Henry J. Davis, Consultant  
Richard Clendenen, Consultant

December 17, 1970

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## FOREWORD

This report of observations on the Juvenile and Adult Corrections program of Maine with recommendations for changes was undertaken at the request of the Law Enforcement Planning and Assistance Agency of the State of Maine. No crises event such as a prison riot and no public outcry for an "investigation" of prisons brought about the request for this study. It resulted from the concern of Maine correctional leaders for the best possible correctional system.

The purpose of this study was to make recommendations to the Bureau of Corrections of the State of Maine, which might lead to the creation of the type of correctional system that would best serve the citizens of Maine. Among its objectives, the study hoped to suggest ways of improving all facets of the detention and correction of public offenders. This included juveniles, young adults and adult prisoners of both sexes.

A team of three persons conducted the study: Dr. Richard A. Chappell, Special Consultant, Institute of Government, University of Georgia, served as study director and surveyed the probation and parole services; Mr. Henry J. Davis, U. S. Bureau of Prisons, retired, studied the Adult Correctional Institutions; and Professor Richard Clendenen, an authority on juvenile delinquency, currently at the University of Minnesota Law School conducted the study of juvenile courts and corrections.

A total of seven days were spent in Maine conferring with officials and visiting correctional institutions, courts and probation-parole offices.



The team of consultants was afforded every courtesy by correctional officials and full opportunity to see the correctional programs in operation. Special thanks go to Mr. John B. Leet, Executive Director, Maine Law Enforcement Planning and Assistant Agency, Mr. David Lundgren, U. S. Bureau of Prisons, representative in the Regional Office of the Law Enforcement Assistance Administration, Mr. William F. Kearne, Jr., Commissioner, Department of Mental Health and Corrections and Miss Ward Murphy, Director, Bureau of Corrections. These four individuals and their associates favored the team of consultants with a most informative briefing session at the beginning of the mission. The team also had the opportunity to discuss some of the tentative recommendations with most of these leaders before departure from Maine.

It should be pointed out that many of the ideas for changes which were recommended have already been considered and accepted by officials of Maine. They only await implementation.

Maine has a number of able and knowledgeable persons working in its correctional program. While some of its institutional programs are progressive and effective, there are gaps and weaknesses which the team attempts to point out. Hopefully, this report will lend helpful support for progressive improvements and innovations.

Richard A. Chappell  
Study Director

## INTRODUCTION

Fortunately Maine, with its homogeneous population, is not faced with as serious a crime problem as some states with metropolitan ghettos. Yet it has not entirely escaped the human and financial toll which crime takes.

Programs affecting the welfare and rehabilitation of the inmates in the Maine Correctional System were studied to evaluate their effectiveness in what is the prime mission of any correctional system--the restoration of the inmates to useful places in society.

This report is divided into four sections as follows: Probation and Parole, Adult Correctional Institutions, Correctional Services for Juveniles and General Recommendations.



incarceration in an institution, but properly applied its effect is both disciplinary and helpful. The duty to report one's goings and comings, to support one's dependents, to pay one's debts and have one's habits ordered and supervised is not without its inconveniences.

A person on probation has responsibilities much greater than those of a prisoner. He finds it necessary to work so that he may support himself and his dependents. He must make decisions on his own and stay out of trouble. In doing these things, he should grow and develop into an independent, responsible member of society. He is expected to pull his own weight in the ship of life. He makes the effort and succeeds in 80% to 90% of the cases in well-run probation services.

A second problem with probation in Maine is the view that a probation officer should lean heavily on force or threats to bring about changes in his charges. There, of course, constantly lurks in the background the threat of imprisonment if one fails on probation. This should be understood from the outset but not depended on to change basic characteristics and attitudes. Greater skills than ordering, forbidding and threatening are required in successful probation. Counseling techniques, and using community resources effectively are the necessary stock in trade of sound probation. These usually require a knowledge of modern social sciences, psychology, case work and group work methods of dealing with persons in need of help. Too few of the probation-parole officers of Maine have had the advantages of a college education. The training ingredients suggested above are missing. Too much reliance is placed on the methods of the police or law enforcer which is the only

experience some officers bring to the job. It is not entirely the fault of the conscientious men in the service that they are ineffective. It is the fault of the personnel system. Qualification standards have been set but they frequently are not adhered to in selecting officers. They permit "equivalents" in lieu of college preparation. In one recent appointment, eight years experience in working in a super market was accepted as equivalent to four years of college. Standards that are not followed are worthless.

The good citizens of Maine pay taxes to support their State Colleges and University but they are deprived of the benefits of college educated probation officers to serve their young, confused, less adequate persons who offend against the laws. Maine requires education for its teachers who work with all the children and youths of the State. The probation officer who deals with the most difficult young people, many of whom are school "dropouts", ideally should have special training beyond four years of college. He should be not less but more qualified than a public school teacher and he should be paid accordingly. Parole work also requires special training and skills identical with those required in probation work.

#### Staff Development and Training

Most of the probation-parole officers now on duty, regardless of limited education, can learn to be more effective through a well-designed course of in-service training. One full-time Assistant Director of Probation for training should be added to the headquarters staff. This person should have experience and knowledge in probation and in education.



Case study and analysis, lectures, and visual aids may be employed to assist ill-prepared persons now on the job. Excellent training materials are available. A long range plan involving the state colleges on regional and state-wide basis should be developed promptly. Younger officers should be encouraged to participate in the LEEP program. Student interns should be recruited for summer months with appropriate pay scales. Interns would constitute a source for future recruitment.

#### Pre-sentence Investigations

One of the essential elements of an accredited probation service is the social study prepared to assist the judge in shaping sentence. The report of such a study also is indispensable to good classification of persons committed to correctional institutions, and to parole boards.

The pre-sentence report is made up of materials compiled in the local community and sometimes supplemented with hospital reports, psychological tests results, and psychiatric data from clinics or professionals outside the local community. Such data as employment or school records, family relationships and responsibilities, health problems, prior offenses, causes of the offense, goals of the offender, his attitude toward the offense, toward himself and others, leisure time activities, economic circumstances and others may be found in a good pre-sentence report. Accuracy, brevity, objectivity and perceptive understanding characterize a useful report.

In addition to the above, the pre-sentence report should present a plan of treatment for the person likely to receive probation. Also, some suggestions

about the resources of the institution to which one is likely to be sentenced will be helpful to the Court.

Unfortunately, very few pre-sentence reports are made by the probation officers of Maine. This may account for the apparent disinterest of some judges in the probation service. Probation personnel have done little to encourage judges to ask for reports. They express relief that few are required because they say they have insufficient staff to make investigations.

This thinking is shortsighted on three scores. First, the judge will never have much regard for probation until he sees some tangible helpful results. Once he sees the value of the pre-sentence report, he will depend on it and use his great influence to support increased personnel.

Second, the probation officer receives on probation some persons not suitable through plea bargaining and lack of information on the part of the Court at the point of sentencing. Proper selection based on verified information takes the guesswork out of sentencing. The chances of success on probation are greatly enhanced.

Thirdly, a person receiving probation based on a study by a probation officer brings to the relationship a feeling of gratitude for the confidence in his ability to succeed which motivates the best effort of the recipient. This forms a basis for good rapport and aids treatment. As a matter of fact, treatment has actually begun at the first contact if it was skillfully handled.

Far too little public relations have been done with the judges of Maine by probation-parole workers. The Director of Probation and Parole should have sufficient supporting personnel to enable him to visit judges individually



and in groups, to interpret probation and encourage the use of pre-sentence reports and the placement of appropriate persons on probation. A quick reference to the large number of first offenders incarcerated in Maine is all that is necessary to grasp the fact that probation is under used. Recidivism rates are much higher for those who are sent to institutions than for those placed on probation. In addition to the saving of human resources, there is also an economic saving. Probation usually costs about one-tenth as much as institutional treatment. In Maine, the percentage is probably even less because of the fairly liberal treatment of institutions as compared to the penurious treatment of probation.

Experience in justifying expenditures for probation is a difficult task. One can appreciate the fact that it is easier to obtain funds for a prison than for probation or parole. Legislators sitting on appropriations committees can see a building and feel comfort in the thought that offenders are locked away out of sight. They overlook the fact that most offenders leave prisons with more serious problems than those with which they were burdened before they entered prison. The road is harder for the ex-convict than for the probationer. His rate of failure is somewhat greater than that of the probationer. It, therefore, behooves the judge to give probation a try in suitable cases. A very high percentage of first offenders and some with prior records can profit from probation. The tragedy is that the judges and legislators of Maine have not had this presented to them in a forceful manner. Corrections officials have, to some extent, failed to appreciate and tell the probation story. The offenders and the taxpayers--i. e., the people of Maine are the losers.

One judge who expressed a desire to have pre-sentence reports and occasionally asks for them expressed the fear that a two or three week delay in imposing sentences to afford time for the completion of a report might cause an offender's discharge on a writ of habeas corpus because a "speedy trial" was denied. This fear is not well-founded. Thousands of federal offenders await a pre-sentence report. A reasonable period is justified to permit the court to obtain information upon which to base a just sentence. To avoid delays, the investigation may be, with the consent of the defendant or his attorney, completed before trial or plea of guilty but the contents not disclosed to the court. This practice is widely followed.

There is a problem in smaller courts served by visiting judges twice or four times a year. In some federal districts, the judges complete trials and accept pleas during term and return two weeks later for a sentencing day. The inconvenience is offset by better justice. The courts should operate for the benefit of citizens and not for the convenience of the judges. Most conscientious judges will adhere to this philosophy.

#### Probation and Parole Supervision

It is difficult to fully appraise the supervision services of the field officers of Maine because the records viewed were incomplete. There was little evidence in the files that the officers are making full use of community resources available to assist their probationers and parolees. There apparently is an awareness that job-finding agencies and vocational rehabilitation has help to offer. These organizations are being used by some of the supervising officers.



The use of community resources, counseling techniques and the writing of necessary records are all matters of training. As indicated in another section of this report, a sound training program for staff is a must.

#### Vocational Rehabilitation Service

One of the bright spots in the corrections picture of Maine is the help given in both institutions and community by the Vocational Rehabilitation Administration. A visit was made with one of the two V.R. officers assigned to the Men's Corrections Center. These officers administer tests, counsel inmates and afford some supervision help for parolees in cooperation with probation-parole officers in the community. There appeared to be a good relationship among V.R. counselors and probation-parole officers. Vocational Rehabilitation Counselors, generally speaking, are well-educated and trained for their jobs. They are rendering highly valuable services in Maine and other states in the field of corrections. They could well serve as a training resource for probation-parole officers of Maine.

#### Parole Board

An opportunity was afforded to observe parole hearings at one institution.

One of the recommendations in the State Corrections Plan for Maine submitted to the Law Enforcement Assistance Administration was that a three-member full-time Parole Board be established. At present, the Board is made up of three part-time persons, one of whom is ex-officio. The Director of the Bureau of Corrections sits on the Board by designation of the Commissioner of the Department of Mental Health and Corrections. The present Director,

Miss Ward Murphy, is an excellent and understanding Board member. The two lay members are businessmen; one is a contractor and the other is an insurance sales executive.

Although the two businessmen Board members are not specialists in corrections, one could find no fault in their decisions. The entire Board was willing to release on parole those persons who appeared ready for release. The Board members demonstrated courage and understanding. They were not too timid nor concerned about public opinion. They appeared to discharge their duties free of all extraneous influences. Their interviews with offenders, however, were brief and strained. Little effort was made to motivate inmates to take advantage of training opportunities at the Center.

Ideally, a Parole Board should be autonomous and not represent the Bureau of Corrections or those whose duty it is to confine. Board members should be free of such pressures as over-crowded prison conditions or the need to help maintain prison discipline by use of the authority to parole. The Board's only concern should be what is best for the public and the applicant.

Maine's parole system suffers from a lack of active public relations. It needs a strong, full-time, well-qualified Parole Board Chairman who, in addition to normal parole duties, can interpret the Board's work to judges, law enforcement officers and citizens. He should also oversee personnel recruiting, budgets, the overall operation of parole, and defend the appropriations request before the legislative committee on appropriations. It is difficult to justify the expense of three full-time Board members when one considers the relatively small number of cases to be disposed of in Maine. With the added duties suggested above,

full-time Chairman can be justified. An active, full-time Chairman paid a salary on a par with other major state officials could do much to move the parole service of Maine forward.

With a second part-time member carefully selected on prescribed qualifications and one ex-officio member of the calibre of Miss Murphy, the Board should be able to function well.

There should be some concern about the power of the juvenile institutions to determine who is paroled from such institutions. It would be much safer to entrust this power to the same Board as the one that exercises the authority to parole adults. A basic principle should be that one's keeper should not exercise the power to release him any more than he exercises the power to commit him.

With regard to juvenile parole, or aftercare, or "entrustment" as it is called in Maine, it would be much more economical to merge the present aftercare workers (there are eight now serving the juvenile training school at South Portland) into the overall probation-parole service. There is little difference in the basic techniques and methods used in helping juveniles and adults, probationers and parolees. Too much time is now consumed in travel over long distances by aftercare workers with juveniles. After merging juvenile and adult workers state-wide, certain persons could be assigned in Portland and other populous areas to specialize in cases of children or parolees.

Incidentally, there appears to be no valid reason for having a separate probation department in Portland to serve the one county of Cumberland. It also should be merged with special officers assigned to work with juvenile probationers.



## Legal Vulnerability

There is some question as to whether the procedures followed in parole revocations hearings will comply with the demands of "due process" as laid down in the case of Hyser v. Reed, 318 F.2nd 225 (DCCA 1963).

Regardless of the legal requirements in revocation hearings, it is suggested that the Parole Board afford alleged violators an opportunity to have witnesses and counsel if they can arrange for either or both, and that they be served with a copy of the violation charges, and be given a hearing at or near the place where the violation was alleged to have occurred.

The Supreme Court of Maine has held that the above safeguards are not required. Nevertheless, fair play seems to demand them. Moreover, the federal courts, if a case is presented to them, will very likely require the things ordered in Hyser. The opinion in that case was written by the present Chief Justice while he was sitting on the Circuit Court of Appeals for the District of Columbia. If a Maine case reaches this court, there is little doubt about his position on the question.

In some areas, Maine officials may encounter legal problems. The many questions of civil rights relating to religious worship in prison, punishment procedures, opportunities to have legal counsel at probation and parole revocation hearings, and upon changes to lower classification status in confinement, and even hair styles of prisoners that have arisen in other states and federal institutions are beginning to arise in Maine.

## The Place of Probation in Maine's Governmental Structure

It is understood that consideration is being given to recommending that probation, or at least the pre-sentence investigation part of it, be removed from the Bureau of Corrections to the office of the Administrator of Courts by the Institute of Judicial Administration of New York University which is now making a study of the Courts of Maine.

In all probability, probation would progress faster and further if it were placed in the office of the Courts' Administrator. It has been the observation of this Consultant that probation can only succeed when it has the support of the judges. Only a judge has the power to sentence one to probation. If the Court elects not to use the probation service, it then is not viable. Usually when probation is the responsibility of the judicial branch, it receives the support of the judges and best serves its function. It is however, in the Consultant's opinion, a mistake to separate investigation and supervision functions. The relationships formed in the investigation process between the officer and the offender are helpful in the supervision process. The probationer comes to the supervision relationship with a feeling that the officer had enough confidence in him to recommend his release on probation. Mutual confidence and respect bodes well for the future harmonious relationship of officer and client. This relationship is not so easy for the supervising officer who had no part in the selection process. If the pre-sentence function is to be moved to the Administrator's office, the whole process should be moved.

There is no valid reason why parole supervision could not go along with probation if the probation service is moved. This plan works well in the federal

system where the probation officers also serve as parole officers. The Probation System is in the Administrative Office, U. S. Courts, where it functions extremely well. It was a neglected and somewhat ineffective service while it was under the United States Bureau of Prisons, Department of Justice. Upon the transfer of the Probation System to the Administrative Office in 1940, it immediately began observing qualification standards for appointment of offices and adopting modern management procedures. Federal Probation now enjoys the full support of the federal judiciary. It is believed that the prestige of the Chief Justice of Maine is such that if Maine probation had his guiding hand, it would blossom forth into a finer service.

#### Diagnostic Service

With the development of the diagnostic centers covered in another section of this report, the courts would have another resource for assistance in determining the wisest sentence in those borderline cases in which it is difficult to decide whether to place on probation or commit. It is granted that such determination can be made in most cases upon a well-prepared pre-sentence investigation report. Also, it probably will not be necessary to refer a large percentage of cases to the diagnostic center. But those cases in which there are problems such as sex deviation, drug addiction, and deep-seated emotional disturbances, the diagnostic center can assist in answering questions a conscientious judge will have about the best treatment to prescribe. The diagnostic study in such cases should be thorough and prompt and prepared in non-technical language. A definite plan of treatment should be outlined for the benefit of the sentencing judge and the probation officer or institution that is to do the treating.



### Judges' Sentencing Seminars

In order to reduce the disparity in sentences and to increase the use of probation in appropriate cases, it is recommended that a series of Judges Sentencing and Corrections Seminars be held for Maine judges. Such meetings lasting three or four days have greatly improved the administration of criminal justice in the Federal Courts and several states. A format for such programs can be obtained from the Institute of Government of the University of Georgia or from the Federal Judicial Center, Washington, D. C. In addition to the judges who attend, it is well to have probation-parole and institutional personnel present as resource persons to answer questions and discuss their own programs. Mr. John B. Leet, Executive Director, Maine Law Enforcement Planning and Assistance Agency can probably assist in obtaining financings for such seminars.

## CHAPTER II

### ADULT CORRECTIONAL INSTITUTIONS

#### Department of Corrections

To achieve a truly unified correctional system, every component that is involved in the correctional process should be under central guidance and control, staffed with trained employees who provide the greatest influence for change. Often the first contact with a correctional system offers the inmate the greatest chance for permanent change for the better or it can promote and strengthen antisocial behavior that will exact a high toll from a community or state.

The Maine Correctional System is, by statute, one that operates under a central command. However, as it actually exists, it is a very fragmented structure with limited central direction. There has been a succession of Directors who have served varying lengths of time with the result that programs and policies have developed in each institution that reflect the philosophy of local, rather than central, management. The System is fortunate in its present Director. This Director has long and varied experiences in the field of Corrections and brings to this position proven success in the management and direction of the female divisions of the Maine Correctional System.

## Jails

Jails in Maine operate on a fee system and house all offenders before trial, including juveniles of both sexes. Of the many jails visited (which included municipal jails, city jails, and county jails) with one exception, all were quite old and poorly designed or equipped to handle special confinement problems such as juveniles or adult females. Yet, all had housed at one time or another and expected to in the future, these types of problems:

Regardless of whether they have any prisoners, jails must be staffed, heated and maintained. In many counties, they are a costly budget item. It is suggested that Maine adopt a regional jail system staffed by and under the control of the Department of Corrections. Three jails, large enough to handle Maine's jail commitments, shall be built for this purpose. These jails should be designed for suitable housing for juveniles of both sexes and female adults. Space should be provided in these jails for probation services and related social services. These jails should be located at Portland-Augusta and Bangor. The jail at Portsmouth is the newest in the state and would require only an additional unit to house juvenile and adult females plus the required space for diagnostic, probation, and social services. These locations would meet the greatest intake needs and would eliminate any unseemingly long transportation problem to sheriffs of other counties. Partial funding for this construction probably could come from federal



resources. Operating costs could be shared jointly by counties and State. Under this plan, there can be a marked decrease in operating costs, compared with what it now costs to run the Maine jails.

The regional jails should be of sufficient capacity to handle the combined total of prisoners normally housed in all the Maine County jails. The fee system for compensating jailers should be abolished.

#### Women's Correctional Center

Due to press of time, this institution was not reviewed concerning programs. It was examined in the light of the number of commitments, the condition of the plant and how it would fit into a total concept of corrections that should meet the State of Maine's needs in this field and provide for its citizens, the greatest possible savings.

The number of adult commitments to this center plus age of the plant indicates it should be phased out. The older women (five in number at the time of this survey) could, through use of the Interstate Compact be transferred to the Women's Reformatory in Massachusetts. The Halfway House program, now at this center, could be housed in the present Superintendent's quarters. The rest of plant could revert back to the State for disposition.

## Men's Correctional Center

This institution houses the young adult offender and its training programs, particularly in the field of vocational training, are excellent. Housed in a new building, various crafts are taught on equipment that is new and modern. Academic classrooms are being used in every available space. The dormitory housing leaves a lot to be desired but plans are being submitted for new buildings that will give them the relief they need in this area. Comments on this construction will be discussed in another portion of this report. An increased visiting program in a relaxed atmosphere where families can converse with their son across a coffee table while sitting in lounge chairs would enrich this program. Likewise, the use of four-man tables and chairs in the dining room aids in control through reduced tension.

Legislation should be introduced that will change the present designation of "Men's Correctional Center" to "Youth Correctional Center." Its age grouping now is mostly youths from 17 through 26 years of age and its functioning and training philosophy is geared to this age group. Legislation that would permit transfer from the juvenile institutions to this youth institution for the purpose of furthering training, or control, without the need for court referral is vitally needed.

The dormitory outside the fenced area at this institution located at the base of the hill should be reactivated. Here should be housed those

inmates who are in the Pre-release Program, the Halfway House Program, and the Work Release Program.

The plan being considered by officials at this school for new dormitory housing should be expanded to include space for classrooms, study areas - hobbycraft interview rooms, etc. -

### State Prison for Men

The function of this unit--that of confining and treating male adult felons--will, of course, continue. The housekeeping standards at this institution are as good as any in the country. It presents an immaculate appearance that few prisons in the country can equal.

An examination of its programs, in light of how effective they are in equipping inmates with skills needed to compete in the labor market today or increasing attitudinal maturity and positive social attitudes necessary for releasees to make a successful adjustment in society, indicate that much more must be done. For example, a considerable number of inmates are engaged in hobby craft work, that, while it is attractive to the public, doesn't lend itself to job opportunities on the outside. Therapy treatment programs are practically non-existent at this institution. In fact, there are heavy overtones of custodial domination in all phases of the program. Dining Room and Visiting Room procedures are rigidly controlled. In contrast, most major security institutions throughout the country operate these areas under relaxed conditions which aid in establishing a treatment climate. The farm



and its relationship to the correctional system will be discussed in another portion of this report.

The farm operations should be discontinued. There is very little training value in such an operation. Few inmates come from or return to farming activities. A cost study in depth of other prison farm activities has usually shown them to be non-profitable to operate. The present farm area should be turned into a tree farm. Such a program requires little maintenance. It protects the soil from erosion and provides a sanctuary for Maine's wildlife.

## CHAPTER III

### MAINE'S CORRECTIONAL SERVICES FOR JUVENILES

A large volume of materials on state services for delinquent youth and descriptions of the programs and facilities of the Boys' Training Center and the Stevens School was prepared for use in this survey. This report draws from, but makes no effort to incorporate, these materials which include much valuable data. Instead, the reader is referred to them, including the two reports relating to the Maine juvenile delinquency covering the Stevens School and the Boys' Training Center, for detailed information on existing programs and facilities.

This report is highly selective in the subject matters covered. Its intent is to focus upon those needs and aspects of programs which are either most crucial to efforts to achieve higher correctional program impact or are in danger of being overlooked and neglected. Attention also is called to the fact that the time available to the surveyors did not permit detailed review of budget data, salary schedules, building needs or plans, or case history data on present populations of boys and girls in care.

#### Delinquency - A Growing, Changing Problem

The problems of youthful delinquency are growing. The use of drugs by juveniles is spreading throughout the country including the state of Maine

which has experienced few such problems even in the recent past. Perhaps because of the advent of television and other influences, juveniles appear to achieve greater sophistication at younger ages--what once seemed unquestioned by youth is now often challenged--some activities they once enjoyed are now rejected as kiddish or square. These phenomena are the marks of a changing society which requires corresponding changes in programs for the correction of children and youth in trouble.

Society's first line of defense against delinquency and its tragic consequences must be located where the child and his family live--in his home, his school, and his neighborhood. Everyday some young people experience lack of proper home care and protection, exposure to harmful community influences, failure in school, employment, and human relationships. It is crucially important to the well-being of youth that the special kinds of help they need to prevent or to cope with such problems be locally available and utilized before more serious problems develop. In the handling of delinquency problems; Maine's first line of defense is woefully weak in most communities. Except in Cumberland County, probation services for juveniles are provided through an undermanned state unit. One official at Stevens School estimated that more than half the girls there had never been given a try on probation before commitment. Because no community has a special detention home for juveniles, boys and girls in



trouble are locked up in jails and police stations, sometimes in quite unsafe quarters which may be shared with adults. Some progress has been made in the development of special juvenile service units within the police departments of several of Maine's cities, a step which enables police to move in the direction of preventing delinquency as well as handling children in trouble more effectively.

These findings point up the great need for local communities to gear themselves to better protect and assist youngsters, their families, schools and neighborhoods who or which need the support of special protective and service programs to avert serious delinquency problems. Leadership for such developments must be provided by the State.

#### Leadership Role of the State

Although local communities may turn to a variety of resources for help in developing a delinquency prevention and correction program, the State should assume a substantial leadership and supporting role through its statewide agencies including the Bureau of Corrections. The kinds of service and assistance which should be provided include:

- A. Technical Assistance - Local communities frequently need help both in identifying and analyzing problems and in blue-printing remedial measures or programs. Sources of

potential funding for local efforts to combat delinquency are multiplying--but taking advantage of them appropriately requires substantial knowledge of programs, experiences of other states and communities trying to solve similar problems, function and structure of federal, state and private funding agencies, and skill in what has become known as the art of grantsmanship. Local communities should be able to look to the states for this kind of expertise.

The State also should assume responsibility for standard setting, for initiation of local or regional planning as necessary, for advice and consultation on program development as needed.

- B. Financial Support - The LEAA monies channelled through a state planning agency to local communities broadly defines a pattern which could be used to funnel more state as well as federal funds to the local levels. California has had a very encouraging experience with a program which grants state funds to local communities as a reward for not committing youth to the state as delinquents. This device helps provide the financial resources required to develop the local resources needed to serve more troubled youth in their own communities without resorting to state care.

- C. Other kinds of assistance to local communities which could be provided by the state include provision of training programs, serving a liaison function in linking local services to various state resources, etc.

This brief sketch of specific ways in which the State could move to strengthen local defenses against delinquency should not in any way obscure the very broad responsibility which its agencies must assume for the development and administration of direct services. The development of a state correctional agency capable of assuming the dynamic leadership and administrative role needed is a difficult and crucially important task.

Before moving on to a discussion of organization of services at the state level, it should be noted that the problem as to how to organize local services to achieve most effective results needs to be confronted squarely, and this is not a simple matter. In most instances, counties have too small a population to represent a feasible geographical unit for the organization and administration of the many local services needed to prevent delinquency or properly protect children in trouble. Halfway Houses represent a service which every local community may need for a youth from time to time, but which could not be efficiently or fully utilized by a single local community. These facts suggest a need to organize local services on some kind of regional, multiple county basis.



## Organization of State Services

There are many patterns for the organization of state services for delinquent children and youth. Some states have grouped its training schools, diagnostic and screening services, aftercare, and relevant consultative services to local communities in an agency which is separate and independent from related agencies providing services in such fields as adult corrections, welfare or education. Initially, such agencies as the California Youth Authority and the Minnesota Youth Conservation Commission represented such organizational forms. Some states have organized services for delinquent youth as a part of public welfare programs. In such instances, responsibility for the administration of services for delinquents is usually assigned to an administrative unit within the state welfare department.

The organizational pattern in Maine represents a grouping of correctional services for both juveniles and adults within a Bureau of Corrections which in turn represents a division within a Department of Mental Health and Corrections. Whatever its organizational form, its responsibility for the provision and administration of appropriate services, both direct and indirect, should be clear cut and specific. It should have the authority to move and be required to accept responsibility for doing so. State statutes should provide for citizen participation in the development of the State's correctional system through the appointment of an advisory board to the bureau of corrections. Such a board can provide invaluable assistance in a variety of directions. Not only can it serve a most valuable advisory

function to the administration in relation to correctional affairs and give significant support to efforts of the bureau to develop more effective correctional programs, it can also help to secure and preserve balance in the bureau's efforts to move the correctional program forward. A serious danger confronting any grouping of services is that because of the availability of public support, the personal interest of administrators, or by reason of other factors one portion of the program tends to receive more than its share of administrative attention and promotion. The inclusion of services to children and to adults within a single administrative agency should not result in attention being given to one population group to the detriment of the other nor to an undesirable mixture of juveniles and adults within a single service component of the correctional program. An advisory board can help to avert such danger through the development of an appropriate sub-committee structure which assures that there will be spokesmen within that body for each of the services involved.

#### Reception and Screening

There is great need for the State to establish a diagnostic, screening and reception program with services available to two populations. First, these services should be available for use by courts on a pre-commitment basis. Many youngsters coming before the juvenile courts and who have been found by reason of their behavior to be within their jurisdiction appear to present the kind and degree of problems which will require in-depth study

and evaluation if the court is to be properly guided in making an appropriate disposition. Such cases could be referred to the diagnostic and evaluative study service with their return to the respective courts together with a statement of findings and recommendations. Boys and girls found to be in need of care and treatment by the State by reason of delinquent behavior should be committed to the Bureau of Corrections rather than to an individual facility. Such boys and girls should be received within a facility having the same array of study and evaluative services required for boys and girls referred to the State for study purposes only.

Maine is a geographically large state. To establish the study and screening services referred to above within a single facility or center would mean that the services would for many communities be quite remote. It should also be borne in mind that the same professional services which must be martialed to provide the needed study and screening service are equally needed in an ongoing treatment facility. These facts argue in favor of establishing study and screening services as well as treatment programs on a regional basis. The locations of Stevens School and the Boys' Training Center would appear to represent appropriate sites for the establishment of study, screening, and reception centers. To make such an idea operable both centers would need to be organized to provide services for both boys and girls.

## Co-Educational Institutions

Boys and girls come to training schools out of a co-educational society where the large majority have attended co-educational public schools. Many training schools in various parts of the United States are co-educational. Although separate residences are required to do so, caring for both boys and girls within a single facility has many advantages and does not present any serious difficulties. The operation of a co-educational program may require additional supervision at points such as a closer monitoring of school halls between changes in classes but such supervision is or should be provided for in our regular public schools.

The advantages of a co-educational approach are many. In general, co-educational institutions tend to be far more similar to life in the outside community and less subject to some of the tensions and stresses which are found so frequently within correctional institutions of all kinds. Institutions serving boys only frequently experience the development of abnormally strong attachments between the children, such attachments sometimes involving at least exploratory sex play. Many observers have reported sharp decline in such relationships with the introduction of co-education.

As has already been suggested, both the Boys' Training Center and Stevens School could be converted into regional facilities under the plan suggested above. As regional facilities, these institutions could develop a much closer working relationship to the courts and other agencies that the



counties serve, and would be in a position to undertake at least experimental approaches to closer work with the families of the children cared for.

Families would find visiting easier, and boys and girls could be helped to maintain and develop closer and more comfortable relationships to their parents and family groups.

### Training Schools

The following discussion of selected aspects of the programs of the Boys' Training Center and Stevens School does not include a review of their many positives in terms of program and plant. Observers and critics of these programs should recognize that their function represents a most difficult one to carry out in our society. Training schools are open facilities and should be, but must contain many youngsters with explosive problems and a large number who have had substantial experience in being on their own and on the loose, a background which exaggerates runaway problems. The training school receives for care those who are not accustomed to accepting the control of parents, schools or other authorities. Upon the training school falls the burden of developing and maintaining sufficient control of the youth to prevent them from continuing to hurt themselves or others, but to do so in a way which does not reinforce rebellion, further the alienation of these youths from normal society, or stultify the development of a program which is enriching, educational and rewarding for them. This kind of goal is easy to talk about

and most difficult to achieve. Confronted with aggressive, rebellious behavior, the danger is that the training school may become punitive and thereby reinforce the hostility of acting out youth or restrictive to the point that the program becomes sterile.

In view of the very difficult and complex function which the training school is called upon to serve, it is important that every feasible step be taken to provide these institutions with all the guidance and support possible. The organization of local liaison or sponsoring committees represents a significant supporting device. Through it, a group of carefully selected citizens become thoroughly knowledgeable regarding the training school program and its problems and are thereby in a favorable position to interpret the institution and its needs to the local community. Through it also, various local resources can be used for the enrichment of the training school program. In times of unjustified public criticism, such groups can play an invaluable function in counter-acting misinformation and misconceptions about the training school and events occurring within it.

The central office or parent agency of the training school should be organized and staffed to provide assistance and support to it. The program of the training school should be thought of as the program of the central agency as well, and central administration should join with the training school administration in interpreting and defending it. Through the central office, various kinds of specialized assistance should be provided to the training school in matters ranging from the development and maintenance

of central records, to consultation on professional services and menu planning. The central office also should develop and maintain a public information program which embraces the training school's as well as related services.

Under the plan suggested above, most training schools would be converted into regional facilities providing study, evaluation, reception and screening services, in addition to the usual training school functions. These functions can be organized under a single institutional administrator, who would serve a coordinating and general supervisory role. The treatment or training school function of the operation should be under a full-time director administratively responsible to the administrator.

Referral to the training school function as a treatment, one should not obscure the fact that all care for juveniles in trouble should be geared to meet treatment needs. As used in this context, the word "treatment" does not imply the delinquency is a sickness or that the function of a juvenile correctional institution is to make well children out of sick ones. In general, treatment within the training school means provision of experience through which the individual is exposed to healthy human relationship patterns, opportunities to achieve and to be recognized for it, greater awareness of his own behavior as it is perceived by others, and challenges to modify those patterns of behavior which get him into difficulty in a positive direction.

Children admitted to the regional center for study and diagnosis only or on a reception basis should be exposed to a full measure of such care-

fully structured experiences from the very moment of his admission. In fact, the response of the newly admitted child to the demand that such a program makes upon him to get with it and benefit represents a highly important variable in the identification of his problem and needs in the prescribing of a program best designed to meet them. A diagnostic study and reception center should never be viewed as a neutral setting where the problems of children are studied in a laboratory-like isolation, like slides under a microscope.

Children admitted to the center should never be subjected to a period of medical isolation. Medical authorities generally agree that under normal circumstances, children can be safely brought immediately into a group situation if examination by the school nurse ascertains that the child's temperature is normal and that he is free of skin lesions and body lice. The newly admitted child is often apprehensive and sometimes homesick. His need is for involvement with others and in activities, not enforced idleness.

The establishment of a central reception service for each of the two regions suggested here should result in reduced intake into the training schools. Many children presently coming into the training schools have not had the benefit of opportunities to work out their problems at home, in the home of a relative, or of a halfway house, because of the absence of the strong local services which would be required to achieve this end. This means that some children are presently coming into the training schools



who could be better served by referral to some other program or even returned to their own communities under supervision without further institutional care. Hopefully then, central reception will serve three purposes:

- A. It will reduce the number of children admitted to the training school programs.
- B. It will provide the training schools with more adequate information about the youngsters who are admitted.
- C. It will permit children to be introduced and oriented to a treatment philosophy and approach prior to their admission into the more open training school program.

#### Problems of Discipline

The subject of discipline in a training school is a large one. The adjustment which boys or girls make to an institutional program is the product of a wide variety of influences including values, attitudes and habitual reaction patterns which he or she brings to the training school. Subjected to a program which exposes the individual to a variety of experiences and relationships, many youngsters will find it necessary to test the limits of the new situation in which they find themselves, and resist demands for change through behavior which ranges from open rebellion to running away. Traditionally, training schools have placed much reliance upon rewards and punishment to secure reasonable conformity to rules and regulations, and upon one to one counseling to assist the individual to better

understanding and control of behavior patterns which involved him in difficulty. Rewards are important if they reflect real growth, achievement, and accomplishment. Such rewards can be given more meaning through a system which provides for specific recognition and approval by his associates for them. Rewards become less meaningful and therefore less influential in motivating behavioral change when they consist of special privileges granted by the administration for conformity to a set of rules and regulations which can be violated in spirit while observing the letter.

The Stevens School has an adjustment committee to which the cases of girls who are experiencing particular problems in adjusting to the program may be referred. Such girls may be placed in a special adjustment living unit where she may be totally removed for a temporary period of time from participating in the academic or other programs outside the unit or where she may reside while participating in programs and activities outside the adjustment unit to the extent that she would be benefitted and enabled to do so. The Boys' Training Center should organize a comparable committee. Its intensive care unit should be renovated in order to provide the facilities necessary to provide various services and programs within it. It should not be thought of or used as punishment. Boys should be placed in the unit if and to the extent that they are unable to tolerate the stresses and strains of managing themselves in the regular program. Boys referred to the unit should come under its jurisdiction.

At the Boys' Training Center, mention should be made of the large size of cottage groups as a factor in creating problems of discipline. Cottage staff find it most difficult to give much individual attention when their time must be divided among some 35 to 45 youngsters. Group living is strenuous. Even in a cottage housing no more than 12 to 15 boys or girls, a child finds it difficult to have any sense of privacy or escape from the stresses of always being with others. In a cottage group of the size of those at the Boys' Training Center, such tensions can become almost intolerable.

#### Life Style of Youth

As suggested early in this report, the life style of American youth is changing. Technology is brought into our homes via the television tube, sights and sounds which make for an awareness of the world about them which has been experienced by no other generation. Social concerns which involved relatively few people in times past now catches the attention of our entire population. But our purpose here is not to describe or account for these changes, rather to take note of the need which they create for changes in training school programs if these programs are to be experienced as relevant, rewarding and meaningful by today's youth.

No attempt will be made in this report for any broad scale evaluation of the kind of change which is required. It is obvious that many so-called rewards built into programs 10 or 15 years ago may now tend to be regarded as "kid's stuff" without much significance. Cottage birthday

parties, extra trips off campus, a special field day, or an extra movie all represent examples of the kind of things which are likely to be looked upon as "kid" or "Mickey Mouse" stuff by the youth served in institutions today. In this connection, there appears to be a real need, particularly at the Boy's Training Center, for a re-structuring of program along lines which will appeal to more mature, sophisticated interests.

#### Student Participation in Program Development and Management

Training schools, like other correctional institutions, have tended for too long to assume a sort of hospital or medical model. Training schools are small, specialized communities, and life within it is the end product of the values, attitudes, human relationships, and reactions to specific program elements of the entire population. This population includes both students and staff. Unless individuals have a meaningful role, a role which includes some power to influence life within that community and shape its program, they are unlikely to experience what happens to them there as something for which they should assume at least some degree of responsibility. People become involved in program as it becomes their program. The job of the training school and its staff is to do something with you, not to you. These are not new ideas, but putting them into practice confronts us with some very serious and age-old problems. How do you secure student participation in program without falling into a student bureaucracy which simply transfers authority from staff to a few



youth who are able to gain power within the student population? How do you transfer power from staff to students and avoid its abuse in the hands of immature and sometimes very aggressive youthful leaders?

These are questions which permit no easy, ready answer. They suggest that the training school must organize itself to provide for substantial and continuing student input in all phases of program. A number of training schools have made substantial progress toward this goal through the organization of its student body into small peer groups or teams which meet daily or at least several times each week. Through these groups, students are challenged to help fellow group members through a sort of group monitoring of individual as well as group behavior. Through the group, the individuals are helped to recognize the kinds of behavior which gets them into difficulty with others. Groups are responsible also for helping individuals develop better controls over impulsive and many times destructive behavior. This format assigns considerable responsibility for the counseling and control required by youth upon youth. It accepts as fact the contention that the behavior of young people is directly and significantly influenced by the attitudes, values, and behavior of peers. Successful introduction of such a format will contribute much toward the development of an institutional subculture which incorporates values which emphasize respect for oneself, respect for others, and belief that life is well worth living. A conspicuous element in many programs organized along peer group lines is the reliance which staff places upon peer groups to play a

primary role in identifying the problem of each child, helping him to come to grips with such problems, and assessing his progress including his readiness to leave the training school and resume life in the outside community.

The development of program along the lines suggested above does not relieve staff of responsibility for it. It does mean that many staff will be making a different kind of input. More staff work will be directed toward work with groups and strengthening group process as a basic element in the treatment program. Less time will be devoted to attempts to handle individual problems on a one-to-one basis. Treatment will become a shared staff-youth responsibility rather than a job which is assumed by the former in behalf of the latter.

#### Role of Adult Counselors

As suggested above, the introduction of the group format suggested here would not lessen the need for or significance of staff roles. Social workers, teachers, vocational instructors and other staff might become willing and able group leaders. Caseworkers will be needed not only to work with groups, but also to assist in the kind of planning which must go into a child's eventual return to the community.

Both Stevens School and the Boys' Training Center should examine the work schedule of staff responsible as counselors. At the present time, most of these staff members work regular office hours which means

that they leave the campus around 4:30 or 5:00 p.m. There is great need for these personnel to be available during evening hours when they would be freer to interact with the students since the latter are then free from the more structured daytime activities.

Caseworkers should be relieved of all responsibility for the review of outgoing and incoming mail. Indeed, the practice of reviewing mail should be abandoned, with rare exceptions made when there is advance knowledge that individuals will be receiving very upsetting kinds of materials. The present practice within Stevens of routinely advising newly admitted girls of their alleged right to appeal their case represents a laudable attempt to protect the legal rights of youngsters which appears unlikely to achieve that goal effectively. In practice, it seems more likely that girls will interpret this information as meaning that they still have a chance to beat the rap, rather than to right some legal injustice. If the practice is continued, continuing efforts should be made to carefully evaluate its impact since it seems likely to divert a girl's attention away from her need to change in favor of continuing legal warfare with authority.

## CHAPTER IV

### GENERAL RECOMMENDATIONS

Correction of offenders is a many-faceted problem and no single action will bring about the desired solution. Maine's correctional programs have many deficiencies. However, they also have many strengths upon which to build. There are indications also that the State is moving in the right direction. It is believed that at this stage there is an excellent opportunity to build for the future and to profit from some of the mistakes other systems have made. Change and improvements cannot come about overnight. However, it is imperative that plans be developed to insure that resources and funds are utilized to the maximum. Some immediate actions, it is believed, can be taken which will improve the systems now. Others will require increased expenditures of funds and may need to be accomplished on a more gradual basis. The first step, it would seem, is to provide a sound legislative base which will permit the State to implement the desired change.

The following recommendations are a summary of those discussed in the previous sections of this report. Many of these are interrelated and dependent upon the implementation of one before others can be accomplished. Many of these recommendations and suggested methods of implementation are discussed in detail in the body of this report.



Probation and Parole (Chapter I)

1. QUALIFICATION STANDARDS FOR PROBATION-PAROLE OFFICERS SHOULD BE REWRITTEN TO REQUIRE THAT ALL FUTURE APPOINTEES MUST HAVE AT LEAST FOUR YEARS OF COLLEGE EDUCATION AND EITHER ONE YEAR OF GRADUATE WORK IN THE SOCIAL SCIENCES OR PSYCHOLOGY OR TWO YEARS OF EXPERIENCE IN PROBATION OR PAROLE WORK OR AN ALLIED FIELD. THE SALARY RANGE FOR PERSONS SO QUALIFIED SHOULD BE \$9,000 TO \$15,000 PER ANNUM.
2. APPOINT A STAFF TRAINING OFFICER AT A SALARY OF \$16,500 TO \$19,000 PER ANNUM.
3. OFFER INTERNSHIPS TO COLLEGE JUNIORS FOR THE SUMMER MONTHS.
4. MAKE USE OF COLLEGE FACILITIES AND FACULTIES IN THE AREAS OF SOCIOLOGY, PSYCHOLOGY, COUNCILING, LAW AND PUBLIC ADMINISTRATION. AS NECESSARY, IMPORT FROM OUTSIDE THE STATE INSTRUCTORS WHO ARE EXPERIENCED IN PROBATION AND PAROLE TRAINING.
5. TRAINING SHOULD BE A CONTINUOUS PROCESS WITH READING ASSIGNMENTS AND EXERCISES OUTSIDE FORMAL INSTITUTES. SALARY INCREMENTS SHOULD BE TIED TO COURSE COMPLETIONS TO MOTIVATE LEARNING.
6. AN ASSISTANT DIRECTOR OF PROBATION-PAROLE SHOULD BE ADDED TO THE STAFF OF THE HEADQUARTERS OFFICE TO PROVIDE THE SERVICE OF INTERPRETING PROBATION AND PAROLE TO THE JUDGES, THE MEMBERS OF THE LEGISLATURE, OTHER COMPONENTS OF THE CRIMINAL JUSTICE SYSTEM SUCH AS PROSECUTORS, POLICE AND THE GENERAL PUBLIC.

7. THE SUPREME COURT UNDER ITS RULE MAKING POWER SHOULD DIRECT THAT ALL JUVENILE OFFENDERS, ALL YOUTHFUL OFFENDERS UNDER AGE 26, AND ALL FELONS RECEIVE A PRE-SENTENCE INVESTIGATION BEFORE SENTENCE UNLESS THE TRIAL JUDGE DIRECTS THAT NONE BE MADE.
8. INSTRUCT PROBATION AND PAROLE OFFICERS IN SUPERVISION METHODS.
9. MAKE AS FULL USE AS POSSIBLE OF VOCATIONAL REHABILITATION COUNSELORS.
10. AMEND THE STATUTE TO PROVIDE ONE-FULL-TIME PAROLE BOARD MEMBER TO SERVE AS CHAIRMAN AND CHIEF EXECUTIVE OFFICER. SPECIFY QUALIFICATIONS AS TO EDUCATION AND EXPERIENCE AND PLACE ALL PAROLE BOARD MEMBERS UNDER THE MERIT SYSTEM. CONTINUE ONE EX-OFFICIO MEMBER ON THE BOARD.
11. MERGE THE AFTERCARE WORKERS AND JUVENILES AND THE JUVENILE PROBATION OFFICERS OF CUMBERLAND COUNTY INTO THE STATEWIDE PROBATION-PAROLE SERVICE.
12. AUTHORIZE THE PAROLE BOARD TO DETERMINE PAROLE IN JUVENILE CASES. (THIS IS NOT A DEPARTURE FROM THE GENERAL POLICY IN MAINE WHERE JUVENILES ARE NOW IN CORRECTIONS BUREAU.)
13. REGARDLESS OF THE LEGAL REQUIREMENTS IN REVOCATION HEARINGS IT IS SUGGESTED THAT THE PAROLE BOARD AFFORD ALLEGED VIOLATORS AN OPPORTUNITY TO HAVE WITNESSES AND COUNSEL IF THEY CAN ARRANGE FOR EITHER OR BOTH, THAT THEY BE SERVED WITH A COPY OF THE VIOLATION CHARGES, AND BE GIVEN A HEARING AT OR NEAR THE PLACE WHERE THE VIOLATION WAS ALLEGED TO HAVE OCCURED. *admitted*

14. MAKE AVAILABLE SOUND LEGAL HELP TO CORRECTIONS PERSONNEL AT ALL LEVELS.
15. DISTRIBUTE A MANUAL ON LEGAL PROCEDURES TO ALL PERSONNEL OF THE BUREAU. IN THIS WAY SOME MISTAKES CAN BE AVOIDED AND OFFENDERS CAN HAVE THEIR CIVIL RIGHTS RESPECTED AND OBSERVED.
16. TRANSFER THE PROBATION SERVICE TO THE OFFICE OF THE COURTS ADMINISTRATOR.
17. AUTHORIZE JUDGES TO COMMIT OFFENDERS FOR STUDY TO DIAGNOSTIC CENTERS BEFORE IMPOSING SENTENCE.
18. INAUGURATE A PROGRAM OF SENTENCING AND CORRECTIONS SEMINARS FOR MAINE JUDGES AND CORRECTIONAL PERSONNEL.

Adult Corrections (Chapter II)

19. MAIL CENSORING AT ALL INSTITUTIONS BE DISCONTINUED.

There has been legal decisions outlawing this procedure. Institutions are not prohibited from opening letters to inspect for contraband, nor controlling the persons to whom an inmate may write or the number of letters to be written. Such regulations are already established in many major penal systems, including the federal, without any loss of control or any threat to the security of institutions.

20. THE USE OF THE CUMBERLAND COUNTY JAIL TO HOUSE PROBLEM BOYS FROM THE BOYS TRAINING SCHOOL BE STOPPED.

This is a practice that is fraught with danger. It exposes young impressionable boys to the most sophisticated type of criminal and criminal procedures.

21. A DIRECTIVE REQUIRING PERMISSION FROM THE DIRECTOR FOR TRANSFER OF INMATES BETWEEN INSTITUTIONS.

22. THE POLICIES CONCERNING THE SEGREGATION OF INMATES FOR ADJUSTMENT PURPOSES IN ALL INSTITUTIONS SHOULD BE CLEARLY DETAILED.

Such a policy would eliminate the use of half-rations, bread and water diets, the use of plank beds or the oriental or "french drain" cells. Here again wherever such conditions have been tested in the courts, the practice has been classed as "cruel and inhuman treatment" and its use forbidden.

23. A POLICY OUTLINING THE MEMBERS OF "AN ADJUSTMENT COMMITTEE" SHOULD BE ISSUED THAT WOULD INSURE THAT TREATMENT CONNOTATIONS AS WELL AS SECURITY WERE BEING CONSIDERED IN SEEKING A SOLUTION TO AN INMATE'S PROBLEMS.

24. A WEEKLY COMPILATION OF DISCIPLINARY REPORTS SHOULD BE FORWARDED FROM EACH INSTITUTION TO THE CENTRAL OFFICE.

The purpose of such a form is to indicate trends and to insure uniform application of adjustment policies.

25. A POLICY DIRECTIVE REQUIRING ALL INSTITUTIONS TO KEEP A DAILY TYPEWRITTEN LOG, COVERING ALL SHIFTS SIGNED BY THE OFFICER IN CHARGE OF EACH SHIFT.

One copy will be retained at each institution and circulated among all top staff. One copy will be forwarded daily to the central office. It should be clearly stated that this in no way relieves the responsible head of each institution from immediately communicating to the Director's Office any event or incident that demands this type of action.



26. A POLICY REQUIRING, WHEREVER CENTRAL DINING FACILITIES ARE USED, THAT FOUR-MAN TABLES BE SET UP.

A review of all institutions that used this type of dining during the process of this survey showed ample room in each dining area for such a system to be put into effect. The resulting lack of tension and incidents amply justify this type of eating arrangements.

27. A POLICY STATEMENT BE ISSUED PERMITTING DAILY VISITING OF INMATES.

The practice in some institutions of not permitting visits on weekends except by special permission or prior scheduling works hardships on families. Rearrangement of staff would permit this very valuable treatment tool to function to its fullest potential.

28. AUTHORITY FOR AN ADVISORY BOARD.

A correctional system, dealing as it does with so many disciplines, requires help and guidance from knowledgeable persons. A board, with members appointed by the governor, representing the legal, medical, governmental and educational professions along with a representative for labor and one for business should be created. Terms of the members should be staggered so that there is a continuity of knowledge and experience.

29. COMMITMENT OF JUVENILES AND FEMALES TO DEPARTMENT OF CORRECTIONS.

Because of lack of proper facilities in the present jails, and until such time as regional jails with provisions for housing juveniles and females are built, when it is necessary to confine such persons, confinement should be to Department of Corrections Institutions.

30. JUDGE'S SENTENCE INMATES TO THE CUSTODY OF CORRECTIONS DEPARTMENT.

The Department of Corrections should have the authority to place inmates in any institution in keeping with the age and

program needs of the inmate. Legislation should be enacted directing judges to sentence to the custody of the Department of Corrections.

31. CHANGING TRAINING SCHOOL AND STEVENS SCHOOL TO COEDUCATIONAL.

Legislation to house both boys and girls who classify as juveniles should be enacted to permit this type of grouping. It provides a more normal community atmosphere and does not require families to travel excessive distances to visit their child. The request is not an original one and is working successfully in other states.

*legislation*

32. CHANGE MEN'S CORRECTIONAL CENTER TO YOUTH CORRECTIONAL CENTER.

As this institution is already functioning because of the age of its commitments as a youth institution, legislation should recognize this by authorizing the designation of the unit as a youth center and fixing the commitment age levels.

*legislation*

33. TRANSFER BETWEEN INSTITUTIONS.

Authority to move inmates to other institutions for purposes of furthering either training or control should be assigned the Department of Corrections by statute. Protection should be built into the act that requires inmates assigned to the Youth Corrections Center to be of a certain age before they could be transferred to the State Prison.

22

34. RETIREMENT.

It has long been recognized that work in corrections demands a physical and mental stamina far greater than most other careers. A retirement plan that recognizes those demands and provides for early retirement on an adequate pension will gain dividends for the state of Maine. A retirement plan based on age and years of service attracts a better caliber of

of employee. It provides an opportunity for retirement for those employees who after years of faithful service find they can no longer, because of health, meet the physical demands of the job or stand its mental stresses.

Juvenile (Chapter III)

35. DEFINITION OF DELINQUENCY SHOULD BE TIGHTENED AND DISTINCTION PROVIDED BETWEEN ACTS OF DELINQUENCY WHICH COULD RESULT IN A CHILD'S COMMITMENT TO THE STATE AND SO-CALLED "WAYWARD OR UNRULY" ACTS WHICH COULD BRING THE CHILD UNDER SUPERVISION OF THE COURT BUT NOT RESULTING IN SUCH COMMITMENT.

A copy of the Uniform Juvenile Court Act drafted by the National Conference of Commissioners on Uniform State Laws and approved by the American Bar Association in 1968 is attached. This act very carefully draws such a distinction.

36. JUVENILES COMMITTED FOR DELINQUENT BEHAVIOR TO THE CARE OF THE STATE SHOULD BE PLACED UNDER THE SUPERVISION OF A CENTRAL AGENCY RATHER THAN COMMITTED TO A SPECIFIC INSTITUTION.

Commitment to a central agency permits maximum flexibility in utilizing treatment resources in accordance with a child's needs.

37. THE DEVELOPMENT OF STATUTORY PROVISION FOR THE CONVERSION OF STEVENS SCHOOL AND THE BOYS' TRAINING CENTER INTO MULTIPLE SERVICE, COMMUNITY BASED PROGRAMS SHOULD ALSO ELIMINATE ANY RESTRICTION OF SERVICE TO EITHER JUST BOYS OR JUST GIRLS.

38. THE STATE'S CORRECTIONAL AGENCY SHOULD COOPERATE WITH LOCAL AGENCIES AND COMMUNITIES IN EFFORTS TO PREVENT AND CORRECT DELINQUENCY INCLUDING THE GIVING OF ASSISTANCE IN THE ORGANIZATION OF NEEDED LOCAL OR REGIONAL STRUCTURES, TECHNICAL CONSULTATION, EDUCATION AND TRAINING AND OTHER HELP REQUIRED FOR THE DEVELOPMENT AND MAINTENANCE OF EFFECTIVE LOCAL EFFORTS.
39. THE STATE'S CORRECTIONAL AGENCY SHOULD ACCEPT RESPONSIBILITY FOR THE CORRECTION AND EDUCATION OF CHILDREN AND YOUTH COMMITTED TO IT INCLUDING RESPONSIBILITY AND AUTHORITY TO UTILIZE EVERY POSSIBLE RESOURCE NEEDED AND AVAILABLE IN CARRYING OUT THIS FUNCTION.
40. THE STATE'S CORRECTIONAL AGENCY SHOULD ADMINISTER THE STATE'S JUVENILE INSTITUTION, ESTABLISH AND OPERATE DIAGNOSTIC AND RECEPTION PROGRAMS IN CONJUNCTION WITH THEM, AND TO CREATE AND UTILIZE SUCH NEEDED RESOURCES AS FOSTER AND GROUP HOMES, DETENTION HOME -- AND DEVELOP THE CENTRAL OFFICE STAFF NECESSARY TO CARRY OUT THESE FUNCTIONS.
41. THE STATE'S CORRECTIONAL AGENCY SHOULD DEVELOP INNOVATIVE DELINQUENCY PREVENTION AND CORRECTION PROGRAMS AND SEEK AND RECEIVE FUNDING FOR THEIR SUPPORT. *what ideas does anyone have?*
42. THE STATE'S CORRECTIONAL AGENCY SHOULD PROVIDE FOR AN ADVISORY BOARD TO THE STATE'S CORRECTIONAL PROGRAM, MEMBERS TO BE APPOINTED ON A STAGGERED BASIS BY THE GOVERNOR FROM COMMUNITY AND PROFESSIONAL GROUPS OR ORGANIZATIONS RELEVANT AND SIGNIFICANT TO THE FIELD OF CORRECTIONS. THE BOARD SHOULD BE ORGANIZED SO AS TO PROVIDE ATTENTION AND PROTECTION TO THE SPECIAL PROGRAM NEEDS TO SERVE CHILDREN AND YOUTH.



43. THE EXTENSION OF AUTHORIZATION TO THE STATE CORRECTIONAL AGENCY TO ESTABLISH AN ADMINISTRATIVE ADMINISTRATOR, A DIAGNOSTIC AND RECEIVING SERVICE REFERRED TO ABOVE SHOULD INCLUDE PROVISION TO:

- (a) RECEIVE CHILDREN AND YOUTH SENT OR REFERRED BY JUVENILE COURTS FOR PREDISPOSITION, DIAGNOSIS AND STUDY.

At the conclusion of whatever time was required to carry out the study function, such children would be returned to the respective court together with findings and recommendations relevant to possible court disposition.

- (b) RECEIVE AND SCREEN INTO APPROPRIATE LOCAL OR STATE PROGRAMS THOSE CHILDREN AND YOUTH COMMITTED TO THE CORRECTIONAL AGENCY BY REASON OF DELINQUENT BEHAVIOR.

- (c) SERVE THE ABOVE FUNCTIONS ON A REGIONAL BASIS BY LOCATING THE PROGRAM INTO SITES, THE STEVENS SCHOOL AND THE BOYS' TRAINING CENTER, EACH SERVING A CO-EDUCATIONAL POPULATION.

44. THE PRESENT USE OF THE CUMBERLAND COUNTY JAIL AS A HOLDING UNIT BY THE BOYS' TRAINING CENTER SHOULD BE DISCONTINUED IMMEDIATELY.

45. THE USE OF THE CLOSED TREATMENT UNIT FOR THE ADMISSION OF NEW BOYS AND THEIR MEDICAL ISOLATION SHOULD BE DISCONTINUED WITHOUT DELAY.

46. ROUTINE REVIEW OF STUDENT MAIL, BOTH INCOMING AND OUTGOING, SHOULD BE ABANDONED.

47. AN ACTIVE, RELEVANT CORRECTIONAL PROGRAM SHOULD REPRESENT A HIGH PRIORITY PROVISION IN ANY CLOSED TREATMENT UNIT UTILIZED FOR CHILDREN OR YOUTH.

The unit at the Boys' Training Center should be physically remodeled to provide appropriate space for programs activities.

48. JUVENILES COMMITTED AS DELINQUENTS SHOULD NOT BE SUBJECT TO AN ADMINISTRATIVE TRANSFER PROCESS WHICH LODGES THEM IN AN INSTITUTION DESIGNED TO CARE FOR PERSONS CONVICTED OF CRIME.

Boys or girls in juvenile institutions who commit crimes while there or on runaway for which they could and should be tried as adults should be subject to such criminal process.

*what does she mean?*

49. THE PROGRAM AT THE BOYS' TRAINING CENTER SHOULD BE RESTRUCTURED IN AN EFFORT TO INCLUDE PROGRAMS AND ACTIVITIES WHICH WOULD HAVE GREATER APPEAL FOR MORE SOPHISTICATED YOUTH INTERESTS.

50. SUPERINTENDENTS OF THE TRAINING SCHOOLS SHOULD BE AUTHORIZED TO ORGANIZE LOCAL SPONSORING OR COMMUNITY COMMITTEES TO ASSIST IN RELATING PROGRAMS TO LOCAL RESOURCES AND IN INTERPRETING THE TRAINING SCHOOL PROGRAM TO LOCAL AGENCIES AND GROUPS.

51. THE STEVENS SCHOOL SHOULD CAREFULLY EVALUATE THE RESULTS OF ITS PRESENT POLICY OF ROUTINELY ADVISING NEWLY COMMITTED YOUTH OF THEIR RIGHT TO APPEAL THEIR COMMITMENT TO THE INSTITUTION.

52. BOTH TRAINING SCHOOLS SHOULD CAREFULLY EVALUATE PRESENT COUNSELING AND CASEWORK PROGRAMS.

- Such evaluation should aim to determine how greater use of group counseling methods could be achieved. Social work staff and others serving counselor roles should be assigned hours of work which will require their presence on campus and in the cottages during at least some evening periods each week.

53. REPLACEMENTS OF YOUTH IN THEIR COMMUNITIES AND THE PROVISION OF AFTERCARE SERVICES FOR THEM SHOULD BE ORGANIZED ON A REGIONAL BASIS.

Properly structured, it should not be necessary to duplicate services, one for boys and another for girls. If adequately



staffed, these services could be extended through an administration unit which also provided probation services to juvenile courts lacking such services.

54. ASSUMPTION OF RESPONSIBILITY FOR THE PLACEMENT AND AFTERCARE OF YOUTH AS A CENTRAL AGENCY FUNCTION REQUIRES INSTITUTION OF PROCEDURES WHICH WILL ASSURE CONTINUING EVALUATION OF STUDENT PROGRESS AND READINESS FOR PLACEMENT.

It is suggested that provision be made for the assignment of central office representation to the case review committees of the juvenile facilities.

55. BOTH JUVENILE TRAINING SCHOOLS SHOULD BE REORGANIZED TO SERVICE A GEOGRAPHICAL REGION OF THE STATE NOT ONLY IN RELATION TO THE DIAGNOSTIC AND SCREENING FUNCTIONS OUTLINED ABOVE, BUT ALSO IN ALL PROGRAM ACTIVITIES.

This means that both would be converted to coeducational facilities.

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