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MAINE COUNTY JAILS
A Survey of the Substance Abuse
Treatment Needs of Inmates

October, 1986

Prepared by the staff of The Alcohol and Drug
Abuse Planning Committee

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ACQUISITIONS

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U.S. Department of Justice
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San Francisco Office
Alcohol and Drug Abuse Planning
Committee Meeting

San Francisco Office
Alcohol and Drug Abuse Planning
Committee Meeting

Background

It has been estimated that 80% (N=25,104) of the 30,734 individuals admitted¹ to Maine county jails² in 1985, were under the influence of alcohol (including OUI) or illegal drugs at the time of the commission of the crime. Twenty-three percent (N=7,390) of the admissions were individuals convicted of OUI.

There are a number of problems associated with the development and implementation of a substance abuse treatment program for Maine county jail inmates. The average stay is less than one week for all admissions (OUI stay is 7.09 days) with only 17% (N=335) serving 6 days or more. The average daily population (ADP) of the 14 county jails varies from 12.07 (Piscataquis County) to 130.7 (Cumberland County) inmates, with the ADP for the jail populations combined being 567.7 inmates. Six (6) of the jails average less than 20 inmates daily, while five (5) average over 50 inmates daily.

Due to the short period of incarceration of this population, any successful³ program must extend the treatment period by including both pre (e.g., pre-sentencing work with the courts and probation and parole) and post (e.g., referral to AA and community substance abuse agencies) incarceration

¹ Admissions include individuals sentenced to the jail as well as individuals being held for trial, transfer, etc.

² Two (2) of the 16 counties (Washington - planned for October, 1987 - and Sagadahoc Counties) do not have county jails.

³ Success can be defined in a number of ways including alternative sentencing, reduced recidivism related to substance abuse, or the reduction/elimination of substance abuse.

treatment. Due to the relatively small populations (combined with limited incarceration time) it is highly unlikely that a jail could support a comprehensive in-house program. Thus, the program must be approached as a cooperative effort between the jail, the courts, and local substance abuse service agencies with each jail developing a program that reflects it's unique situation.

Purpose of Survey

The increase in the Premium Fund approved by the 112th Maine State Legislature included funds for substance abuse agencies to initiate programs in three (3) county jails (Kennebec, Oxford and Franklin Counties) and enhance the existing program at the Androscoggin County Jail (See Appendix A). Since this initiative, members of the State Legislature have requested that the Alcohol and Drug Abuse Planning Committee (ADPC) assess current substance abuse services of all Maine County Jails.

The staff of the ADPC conducted telephone interviews (September, 1986) with representatives of the 11 Maine county jails that are not currently receiving State funded substance abuse services. Each person interviewed was asked to (1) describe current inmate substance abuse services and (2) indicate what they would provide (including staff) if State funds were available. Appendix B presents for each of the 11 county jails, population data, current substance abuse programs, county jail recommendations, and assessments of these recommendations based upon providing a minimal program.

Summary of Results

Table I (page 6) presents for each of the 11 county jails surveyed, the (1) average daily population, (2) current services/programs (professional and Alcoholics Anonymous) and (3) additional staff/program(s) (professional and alcoholics anonymous) required for a minimal program. The following presents a summary of results and requirements.

1. All of the individuals interviewed expressed the need for additional services. Two qualified their recommendations with the need to try the program prior to a final commitment.
2. It is evident that we are not addressing the substance abuse problems of the county jail inmates. All 11 programs surveyed are inadequate in terms of professional services, the use of AA, etc.
 - a. Only 5 of 11 jails have professional in-house substance abuse services. Service availability varies from 1 1/2 hours to 20 hours a week.
 - b. Only 5 of 11 jails use AA in-house. Time of availability varies from 1 hour to 6 hours a week.
 - c. Only one jail (York) appears to have a formal pre-sentencing or post incarceration (e.g., aftercare) substance abuse program. However, many

jails refer released inmates to a local community substance abuse program on a regular basis.

3. Based upon average daily populations and existing county jail programs, the following additional staff would be required to establish a minimal substance abuse program (See Appendix C) involving (1) pre-sentence work with the courts, and probation and parole, (2) in-house screening, individual and group counseling and (3) referral to/connection with community services and AA upon release from jail.

- a. Group I: Cumberland County with an average daily population of 130.7 population would require an additional 2 counselors to meet minimal treatment needs.
- b. Group II: Aroostook and Penobscot County with average daily populations of 56.1 and 66.5 respectively, would each require an additional 1 1/2 counselors.
- c. Group III: Somerset (35.3)⁴, Washington (new jail with projection of 43-46 inmates), and York (58) counties would each require 1 additional counselor.
- d. Group IV: Hancock (17.8), Knox (18.1), Lincoln (19.5), Piscataquis (12.03) and

⁴ The numbers in parentheses represent the average daily population.

Waldo (18.6) could initiate basic programs with a 1/2 time counselor each.

4. Total Needs

- a. A total of 10 1/2 (or equivalent) counselors would be required to establish minimal programs in the 11 county jails.
- b. It costs approximately \$25,000 to provide and support the services of a full-time equivalent (FTE) counselor.
- c. Total costs for the 11 jails would be \$262,500.

5. Implementation Issues

- a. These minimal staffing requirements would allow for the initiation of basic services.
- b. It would be impractical to establish a jail operated in-house program. If these services were to be implemented, they should be purchased through existing substance abuse service providers. This would allow for the flexibility needed during the phase-in of the services and the purchase of diverse services (pre, in-house and post incarceration) required for a comprehensive program.

TABLE I

Summary of
Additional Services Required

<u>County Jail</u>	<u>Average Daily Pop.</u>	<u>Current Program and Services</u>	<u>Additional Required</u>
Aroostook	56.1	Pro: ¹ 1 1/2 hrs/wk AA: ² 1 1/2 hrs/wk	Pro: 1 FTE ⁴ AA: Increase
Cumberland	130.7	Pro: 9 hrs/wk AA: 1 1/2 hrs/wk	Pro: 2 FTE AA: Increase
Hancock	17.8	Pro: "As needed" ³ AA: 6 hrs/wk	Pro: 1/2 FTE AA: ?
Knox	18.1	Pro: none Volunteers: 2 hrs/wk AA: Not in jail	Pro: 1/2 FTE --- AA: in jail
Lincoln	19.5	Pro: none AA: 2 hrs/wk	Pro: 1/2 FTE AA: Increase
Penobscot	66.5	Pro: none Volunteers: AA: 2 hrs/wk	Pro: 1 1/2 FTE --- AA: Increase
Piscataquis	12.03	Pro: On request AA: outside jail	<u>New jail</u> Increase to 1 FTE Pro.
Somerset	35.3	Pro: 20 hrs/wk AA: none	Pro: 1/2 FTE AA: initiate
Waldo	18.6	Pro: none Volunteer: 2 hrs/wk AA: none	Pro: 1/2 FTE --- AA: initiate
Washington (New jail)	42-45	---	Pro: 1 FTE
York	58.8	Pro: 1/2 hrs/wk AA: none Pre/post: Alfred Shelter	Pro: 2 FTE AA: initiate ---

¹ Pro: Professional Services.

² AA: Alcoholics Anonymous provided in-house.

³ "As needed": Approximately 2 hours a week.

⁴ FTE: Full time equivalent or 40 hours a week.

Appendix A

County Jail Programs Funded Through Premium Funds

<u>County</u>	<u>Page</u>
Androscoggin	A-2
Franklin	A-3
Kennebec	A-4
Oxford	A-5

ANDROSCOGGIN COUNTY JAIL

Premium Fund

Jail Population Data, 1985

	<u>Total</u>	<u>OUI</u>
Admissions:	3,186	746
% of Admissions:	100%	22%
Average Stay:	4.82 days	7.08 days
Average Daily Pop.:	42.1	

Present Services

1. One full-time counselor. Providing a most comprehensive program from pre-sentencing to aftercare.
2. Major portion of program is funded through the Premium Fund.

Planning Committee Staff Experience

1. Due to the success and stability of the program, an additional counselor could be utilized.

Administrator

John Lebel, Jail Administrator
Androscoggin Sheriff's Department
2 Turner Street
Auburn, Maine 04210
Tel: 784-7361

FRANKLIN COUNTY JAIL

Premium Fund

Jail Population Data, 1985

	<u>Total</u>	<u>OUI</u>
Admissions:	832	224
% of Admissions:	100%	27%
Average Stay:	7.80 days	7.08 days
Average Daily Pop.:	17.8	

Present Services

1. A full-time counselor funded by the Premium Fund for 1:1, group, aftercare, etc.

Planning Committee Staff Experience

1. Sufficient at this time. Should be reviewed after a first year experience.

Administrator

Lee Dalrymple, Jail Administrator
Franklin Sheriff's Department
PO Box 3160
Farmington, Maine 04938
Tel: 778-2680

KENNEBEC COUNTY JAIL

Premium Fund

Jail Population Data, 1985

	<u>Total</u>	<u>OUI</u>
Admissions:	2,515	746
% of Admissions:	100%	30%
Average Stay:	8.15 days	7.09 days
Average Daily Pop.:	56.1	

Present Services

1. The equivalent of 1 1/2 counselors to provide 1:1, group and aftercare.
2. Could possibly increase staff next year.
3. Premium Fund is the major source.

Planning Committee Staff Experience

1. A year's experience may be needed (e.g., the OUI education program should be reviewed) to determine future needs.

Administrator

Irving Doucette, Jail Administrator
Kennebec Sheriff's Department
18 Perham Street
Augusta, Maine 04605
Tel: 623-2270

OXFORD COUNTY JAIL

Premium Fund

Jail Population Data, 1985

	<u>Total</u>	<u>OUI</u>
Admissions:	921	224
% of Admissions:	100%	24%
Average Stay:	11.12 days	7.08 days
Average Daily Pop.:	28.2	

Present Services

1. 1 full-time counselor plus support staff and material.
2. Expected to implement a full range program including screening, 1:1, group counseling, and aftercare.

Planning Committee Staff Experience

1. Appears adequate for new program. Should be reviewed in one year.

Administrator

Ernest Martin, Jail Administrator
Oxford Sheriff's Department
26 Western Avenue
South Paris, Maine 04281
Tel: 743-8934

Appendix B

Information Related to County Jails Included in Survey

<u>County</u>	<u>Page</u>
Aroostook	B-2
Cumberland	B-3
Hancock	B-4
Knox	B-5
Lincoln	B-6
Penobscot	B-7
Piscataquis	B-8
Somerset	B-9
Waldo	B-10
Washington	B-11
York	B-12

AROOSTOOK COUNTY JAIL

Jail Population Data, 1985

	<u>Total</u>	<u>OUI</u>
Admissions:	1,565	522
% of Admissions:	100%	33%
Average Stay:	13.07 days	7.09 days
Average Daily Pop.:	56.1	—

Present Services

1. 1 1/2 hours a week group counseling (alcohol and drug). Source of funding not county jail.
2. AA 1 1/2 hours a week.
3. Space is a major problem.

Recommendation by County Jail

1. A full-time counselor (alcohol, drug and mental health).
2. Space would be available in new jail.

Planning Commiteeee Staff Experience

1. Based upon the population, 1 1/2 time counselors would be needed for a minimum alcohol/drug program including group counseling, individual counseling, follow-up post incarceration, etc.
2. MH services should be in addition to these.

Contact Person

Charles Hall, Jail Administrator
Aroostook Sheriff's Department
PO Box 803
Houlton, Maine 04730
Tel: 532-7317

CUMBERLAND COUNTY JAIL

Jail Population Data, 1985

	<u>Total</u>	<u>OUI</u>
Admissions:	7,351	1,492
% of Admissions:	100%	20%
Average Stay:	6.49 days	7.09 days
Average Daily Pop.:	130.7	

Present Services

1. 3 group "rap" sessions a week: total 9 hours provided by in-house staff.
2. AA 1 1/2 hours a week.
3. ALANON 1 1/2 hours, 1 day a week.

Recommendation by County Jail

1. 2 full-time counselors.
2. Expand "rap" sessions, 1:1, screening and aftercare to 5 days a week.

Planning Committee Staff Experience

1. Based upon the population, this would be appropriate.

Contact Person

James Garrity
Cumberland Sheriff's Department
PO Box 308
Portland, Maine 04112
Tel: 774-1444

HANCOCK COUNTY JAIL

Jail Population Data, 1985

	<u>Total</u>	<u>OUI</u>
Admissions:	1,245	300
% of Admissions:	100%	24%
Average Stay:	5.22 days	7.05 days
Average Daily Pop.:	17.8	_____

Present Services

1. AA 3 times a week, 2 hours each.
2. Outside counselor 1:1 counseling as needed. Paid by jail. Probably 2 hours a week.

Recommendation by County Jail

1. 1/2 time counselor for group, 1:1 and aftercare.

Planning Committee Staff Experience

1. Appears to be appropriate.

Contact Person

Richard Bishop, Jail Administrator
Hancock Sheriff's Department
PO Box 785
Ellsworth, Maine 04605
Tel: 667-7575

KNOX COUNTY JAIL

Jail Population Data, 1985

	<u>Total</u>	<u>OUI</u>
Admissions:	1,779	300
% of Admissions:	100%	17%
Average Stay:	3.72 days	7.05 days
Average Daily Pop.:	18.1	

Present Services

1. Volunteer counselor 2 hours a week.
2. AA, not in jail.

Recommended by County Jail

1. 1/2 time counselor to provide education, 1:1 counseling, group counseling and follow-up post incarceration.

Planning Committee Staff Experience

1. This would be appropriate in a new program.

Contact Person

David Lovejoy, Jail Administrator
Knox Sheriff's Department
PO Box 703
Rockland, Maine 04841
Tel: 594-5656

LINCOLN COUNTY JAIL

Jail Population Data, 1985

	<u>Total</u>	<u>OUI</u>
Admissions:	1,292	298
% of Admissions:	100%	23%
Average Stay:	5.44 days	7.10 days
Average Daily Pop.:	19.5	

Present Services

1. AA 2 hours a week.

Recommended by County Jail

1. Approximately 20 hours a week for both alcohol and drugs. Major problem is prescription drugs.

Planning Committee Staff Experience

1. A 1/2 time counselor may be more appropriate for population and initial program. Should be reviewed in one year.

Contact Person

Gerald Silva, Jail Administrator
Lincoln Sheriff's Department
High Street
Wiscasset, Maine 04578
Tel: 549-7072

PENOBSCOT COUNTY JAIL

Jail Population Data, 1985

	<u>Total</u>	<u>OUI</u>
Admissions:	3,868	895
% of Admissions:	100%	23%
Average Stay:	6.28 days	7.20 days
Average Daily Pop.:	66.5	

Present Services

1. Males: AA twice a week for 1 hour.
2. Females: AA upon request.
3. Volunteers.

Recommendation by County Jail

1. 1 person to provide group, 1:1 and follow-up.

Planning Committee Staff Experience

1. 1 1/2 time counselor for initial program but may require more at a later date.

Contact Person

Deputy Sellinger
Penobscot Sheriff's Department
85 Hammond Street
Bangor, Maine 04401
Tel: 947-4585

PISCATAQUIS COUNTY JAIL

Jail Population Data, 1985

	<u>Total</u>	<u>OUI</u>
Admissions:	703	150
% of Admissions:	100%	21%
Average Stay:	6.25 days	7.07 days
Average Daily Pop.:	12.03	—

Present Services

1. Counseling on request from Dover-Foxcroft M.H. Center. Paid by County.
2. AA is available on a selected basis. Escorts are required as it is an outside AA program.

Recommendation by County Jail

1. Current services are adequate.
2. New Jail: If this comes into being, they could possibly use a 1/2 time counselor.

Planning Committee Staff Experience

1. If the new jail is built (estimated 30 beds) a full-time counselor would be required for a minimal program.

Contact Person

Edward Marsh
Piscataquis Sheriff's Department
17 Court Street
Dover Foxcroft, 04426
Tel: 564-3304

SOMERSET COUNTY JAIL

Jail Population Data, 1985

	<u>Total</u>	<u>OUI</u>
Admissions:	1,284	448
% of Admissions:	100%	35%
Average Stay:	10.03 days	7.08 days
Average Daily Pop.:	35.3	

Present Services

1. 1/2 time counselor on contract.

Recommendation by County Jail

1. Additional 1/2 time drug and 1/2 time alcohol counselors to provide 1:1 and group counseling.

Planning Committee Staff Experience

1. This appears adequate for an initial program but should be reviewed after a year's experience.

Contact Person

Sheriff Wright
Somerset Sheriff's Department
5 High Street
Skowhegan, Maine 04976
Tel: 474-9591

WALDO COUNTY JAIL

Jail Population Data, 1985

	<u>Total</u>	<u>OUI</u>
Admissions:	804	224
% of Admissions:	100%	28%
Average Stay:	8.46 days	7.08 days
Average Daily Pop.:	18.6	

Present Services

1. Volunteer counselor about 2 hours a week.

Recommendation by County Jail

1. Possibly 10 hours a week of a counselor's time on a trial basis.

Planning Committee Staff Experience

1. A 1/2 time counselor may be required to provide "in-house" treatment and aftercare for this size population. Review the program after one year.

Contact Person

Deputy John Rainfrette
Waldo Sheriff's Department
19 Congress Street
Belfast, Maine 04915
Tel: 338-1080

WASHINGTON COUNTY JAIL

It is expected that the jail will be opened in October, 1987. It will have a capacity of 28 maximum security beds and 15-18 short-term beds (dormitory style).

It is considered premature to present a specific program. However, they feel that the Down East Community Hospital and Community Counseling could provide the needed substance abuse services.

Planning Committee Staff Experience

1. The services of a full-time counselor would be required to provide 1:1, group and follow-up services for this size population. Once a program is established, review in one year.

Contact Person

Roger Allen, Chief Deputy
Washington Sheriff's Department
PO Box 312
Machias, Maine 04654
Tel: 255-3434

YORK COUNTY JAIL

Jail Population Data, 1985

	<u>Total</u>	<u>OUI</u>
Admissions:	3,381	746
% of Admissions:	100%	22%
Average Stay:	6.35 days	7.09 days
Average Daily Pop.:	58.8	

Present Services

1. Extensive use of Alfred Shelter (paid by County).
 - a. OUI: 48 hours in lieu of jail
 - b. OUI: 30/90 days court order
 - c. Post Jail: 1/2 way house arrangement
2. In house
 - a. 1/2 hour week 1:1 counselor
 - b. No AA

Recommendation by County Jail

1. Two full-time counselors, 1 in jail and 1 in shelter. Also use for aftercare.

Planning Committee Staff Experience

1. Although this appears high based upon the average daily population, the program is advanced and could use the staff.

Contact Person

Raymond L. Moreau, Jail Administrator
York Sheriff's Department
Route 4
Alfred, Maine 04002
Tel: 324-1111

Appendix C

A Minimal County Jail
Substance Abuse Program

A Minimal County Jail
Substance Abuse Program

The following presents an overview of the services that could be provided by a basic county jail substance abuse program. It should be noted that portions of the program may exist or could be implemented at no cost.

1. Pre-sentence:

- a. Screen all individuals being held for court. This could be accomplished by jail staff following training. The jail staff could use a standardized questionnaire which would be used by a counselor at a later date.
- b. Pre-sentence investigation -
Counselors would work with judges and Probation and Parole staff where alcoholism is known or suspected, to identify treatment needs and develop treatment proposals to be considered by the judge as part of, or as an option to, sentencing.

2. In jail

- a. Screen all non-OUI inmates as part of classification. Jail personnel following training could accomplish this as part of the classification process using a standardized questionnaire.

b. Counselor would work with classification staff when alcoholism is known or suspected, to develop individual programs.

(1) Short term inmates (less than 1 week): The counselor would briefly interview all high risk non-OUI individuals identified through the classification process. The counselor would make referrals to appropriate community substance abuse agency.

(2) Long term inmates (more than 1 week): In addition to interview, develop and implement a program in-house for this population including:

- (a) In Jail AA.
- (b) Group/individual counseling program.
- (c) Develop relationship for detoxification as needed.
- (d) Consider family program, including referral to external agency, Alanon, Alateen, etc.
- (e) Connect/refer to external substance abuse program

(e.g., rehabilitation program) just prior to release.

(f) Develop aftercare plan with community agency just prior to release.

3. Post release: Provide aftercare supports during transition from jail to other community substance abuse service.

4. Staff Training:

(a) Train jail staff to do intake screening, early detection, and referral.

(b) Train jail staff to serve as counselor aides.