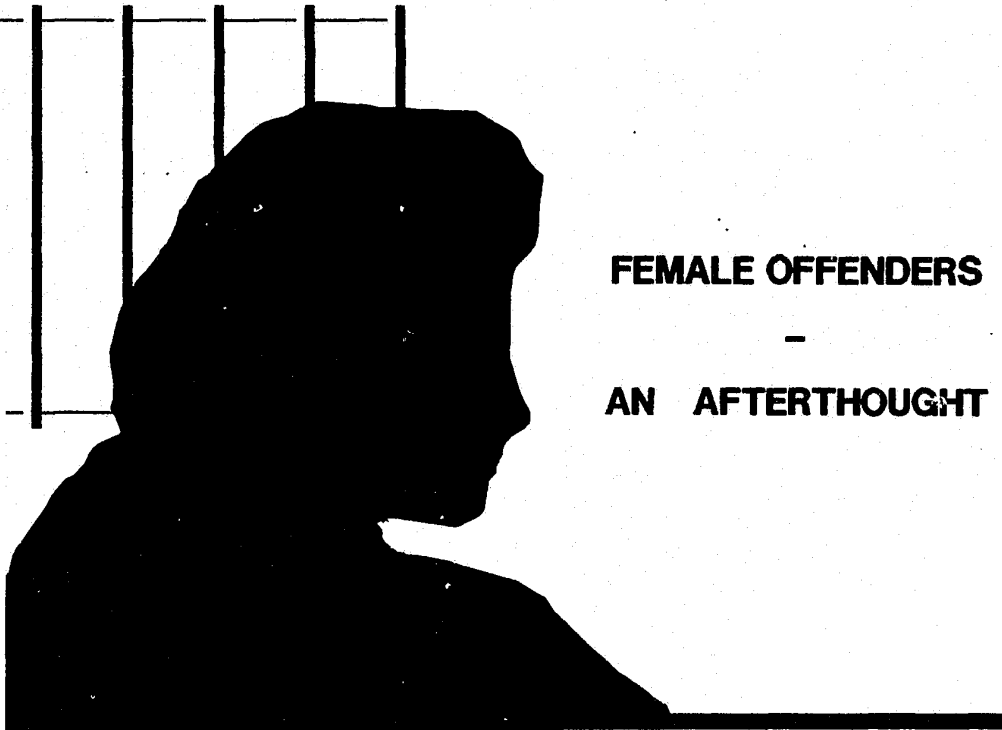




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FEMALE OFFENDERS

-

AN AFTERTHOUGHT

Women have been incarcerated in jails almost as long as men have been. Charles Dickens' novels in the mid-1800s and other classic pieces of literature have described the conditions of imprisonment in the "Old Bailey" and its related facilities. Women went to the same prisons as men, sometimes in separate wards or rooms, but sex was not the discriminator as much as money was. For those with money, many of the comforts of home, as well as other kinds of comfort, could be purchased. In those days, imprisonment of women was often for reasons different from those for men. Crimes of prostitution and other immoral acts were more likely to land women in jail than were other crimes.

In the United States, women convicted of crimes were sent to the same prisons as men until the mid-to-late 1800s. Following the end of the Civil War, groups of activist women, previously involved in anti-slavery and other issues, began working towards reform of female offenders. They began with women in prisons and actively sought better treatment for them. Later, they established "reformatories" to change or improve the morals of "loose" women. Within this movement, the concepts of indeterminate sentences and treatment within a correctional setting gained credence. Separate institutions were built, and women were sentenced to them, at least in the beginning, only if there were some hope of reforming their "immoral" behavior. Women considered beyond hope of reform continued to be held in the prisons.

Maine was actively involved in this reform movement. In 1853, Maine's Reform School for Boys was established in South Portland to train delinquent young boys in ways to use their idle hours and prepare them to earn their own livings.

It was not until 1875 that a similar program, the Maine Industrial School for Girls, was developed in Hallowell for girls, through the donations of money and land by Mary H. Flagg and Almira C. Dummer. In 1899, the Legislature placed the school under state control. In 1915, it was renamed the State School for Girls. It later became Stevens Training Center, in honor of former Superintendent Nellie French Stevens, and, lastly, Stevens School. The School was created

...to make like provisions for the reform of girls as had been made for boys...as a refuge for viciously inclined girls between the ages of 7 and 15 who by force of circumstances or associations are in manifest

danger of becoming outcasts of society...[who] may be won back to ways of virtue and respectability....(1875).¹

Adult female offenders were originally housed at the state prison in Thomaston, along with male offenders, who were incarcerated in far greater numbers. The Women's Correctional Center, formerly the Reformatory for Women, located in Skowhegan, was established by the state between 1912 and 1920, through the purchase of a farm stand on 1870 acres of riverfront property, woods, and farmland. After the opening of the Reformatory, many women were incarcerated for crimes that would not have been considered crimes if they had been committed by men. The focus was to "reform" women so they would not continue their lives of "vice and immorality."

In 1974, a change in the law prohibited incarceration of juveniles, both boys and girls, for status offenses, which were offenses which would not be crimes, if committed by adults. In addition, changes in society resulted in more equitable treatment of women, in that the practice of incarcerating them for such crimes as "lewd and lascivious behavior" was eliminated.

These changes drastically reduced the populations at both the Women's Reformatory and the Stevens School. In 1974, the Reformatory was closed, and the women were transferred to the Stevens School. In 1976, the Stevens School was closed, and the women were sent to the Men's Correctional Center, which was renamed the Maine Correctional Center; the girls were sent to the Boys' Training Center, renamed the Maine Youth Center. The moves were accomplished to save money. There was little or no planning as to how females would be incorporated into the existing facilities. Training of staff, at both line and management levels, which was developed to meet the management needs of male offenders, was expected to meet the needs of female offenders. Existing housing, education, treatment, and training programs were expanded to include females but were neither reviewed nor altered to meet the needs of females. Medical services were available to women, although there were no obstetrical or gynecological services available at either facility.

Throughout history, treatment of women in the criminal justice system has wavered between being overprotective of the more "delicate" sex and being more punitive, because of the belief that it is the responsibility of women to maintain social values and morals. The result has been the imposition of "partial justice." In 1985, Nicole Hahn Rafter, in her book Partial Justice, describes women in state prisons as receiving only partial justice,

...'justice' in the sense of 'fairness' - with whether the punishment of incarceration affected women and men equally - and we will find repeated instances in which women experienced unequal justice.

¹ Stevens School Pamphlet, circa 1974

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ACQUISITIONS

FEMALE OFFENDERS

AN AFTERTHOUGHT

Report

of the

TASK FORCE ON FEMALE OFFENDERS

DEPARTMENT OF CORRECTIONS

Augusta, Maine

January 1991



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EXECUTIVE SUMMARY

"Female prisoners are...confined in a system primarily designed, built and run by men for men."¹

That was said in a Time magazine article in the Fall of 1990, and that was the conclusion of the Task Force on Female Offenders, after completing a review of the practices and policies as they affected females under the supervision of the Maine Department of Corrections. Of the 10,000 people under the Department's supervision at any one time in 1990, only 1100, or 11% were female. The majority of those females 1100 were in the community under the supervision of the Division of Probation and Parole; less than 80 were incarcerated in state correctional facilities. Adult females are housed at the Maine Correctional Center, and juvenile females are housed at the Maine Youth Center.

Female inmates in Maine were not always housed in co-correctional facilities. A reform movement during the 1800s led to the construction of a separate facility for girls in Hallowell in 1875 and, in the early 1900s, one for women in Skowhegan. Changes in the law in the 1970s resulted in a reduction of the number of females held at both facilities. As an economic measure, the females were transferred to male facilities. When this merger occurred, the then Bureau of Corrections did not fully anticipate the program and security needs of female offenders. Little planning occurred to ensure a smooth transition or to make adjustments in the male facilities or programs to accommodate the incoming females. Women and girls were expected to conform to the existing system, which was designed for and operated by men. This situation has remained essentially unchanged since the move.

The establishment of a Task Force to review the Department's programs, policies, and procedures as they relate to juvenile and adult female offenders was a necessary first step in recognizing female offenders as a discrete population for which the Department is responsible. The conclusion of the Task Force is that the implementation of the recommendations contained in the Task Force's Report (listed below) is essential, if the Department is to deal effectively with female offenders so they are no longer an afterthought.

¹ Church, George J., "The View from Behind Bars," Time, Special Issue Fall 1990, p. 20.

MAINE YOUTH CENTER

1. The Maine Youth Center should research the current literature on classification of juvenile females and review its matrix to align its needs and risk assessments to include criteria pertinent to the female population, if appropriate. (p.12)
2. The girls at MYC should be provided with the same range and types of specialized residential programs, such as Hayden Unit, STU, substance abuse treatment, etc., as the boys. (p.14)
3. A separate Intense Care Unit should be established for girls. (p.14)
4. The Maine Youth Center should have a separate infirmary for girls. (p.15)
5. The Maine Youth Center should provide 24-hour medical coverage at MYC. (p.15)
6. The Department should convene a group of local medical practitioners, to include gynecologists and obstetricians, to advise the Department in the development of policy in the following areas: (p.15)
 - a. the practicality and usefulness of testing all residents for sexually-transmitted diseases upon admission;²
 - b. a routine of medical and preventive health care for girls;
 - c. appropriate medical care, both pre- and postnatal, for pregnant girls;
 - d. special medical care of addicted pregnant girls;
 - e. development of a training curriculum for correctional officers for appropriate supervision of pregnant girls; and
 - f. appropriate methods for meeting needs for bonding between mothers and babies.
7. Girls at MYC should have equal access to psychiatric and psychological services. Therapeutic services should be expanded specifically by: (p.16)
 - a. locating a psychiatrist in one of the girls' cottages;

² The Department recognizes that, should such a recommendation be forthcoming, statutory changes would be necessary.

- b. expanding the Victim/Survivors' Group; and
 - c. increasing the emphasis on self-esteem issues in group counseling sessions.
8. Substance abuse counselors should be available to provide services to all girls at MYC who need such services. (p.17)
 9. A substance abuse aftercare program for girls who have left MYC should be developed. (p.17)
 10. A grant should be sought to develop specialized programs and/or conduct "career fairs" to expand the horizons of the girls, regarding vocations to which they could aspire. (p.17)
 11. The parenting program for young fathers should be expanded to include young mothers. (p.18)
 12. A series of mini "how-to" courses, which deal with developing marketable skills, decision-making skills, social skills, and job interviewing, etc., should be developed. (p.18)
 13. The vocational education programs and opportunities should be expanded to better address the needs and interests of the girls. (p.18)
 14. All work crews should be monitored to assure they remain open to girls. (p.19)
 15. Girls should have equal access to recreation. Staff should be available to escort and supervise girls for all scheduled recreational activities. There should always be female recreation staff. (p.19)
 16. A well-rounded recreational program that emphasizes all aspects of wellness, such as physical fitness, good nutrition, etc., should be developed. (p.20)
 17. MYC should develop the means for bringing services to girls who need semi-independent living skills. (p.20)
 18. The Department should develop a family/MYC partnership program to aid families of the girls, as well as the boys, while their children are residents of the Youth Center. The program should contain a component for staff to reach out to residents' families, even those who appear to show little interest. (p.20)
 19. The Department should expand its aftercare program for residents to assist in reunification with their families or successful placement in community programs. (p.20)
 20. Consideration should be given to developing and providing a semi-independent living program within Cottage Two. (p.21)

21. Training in recognizing behaviors that could result in continued criminal activity and responses to prevent those activities should be provided jointly to Juvenile Caseworkers and MYC staff. (p.21)
22. The possibility of developing special programs, such as a "community credit program" to assist juveniles and their families in readjusting to the community, should be explored. (p.21)
23. A pre-release center, which focuses on semi-independent living skills, should be established for girls. (p.21)
24. Semi-independent living placements, which specialize in providing services to pregnant girls and/or adolescent mothers and their babies, should be developed. (p.21)
25. MYC should provide training on the special needs of female offenders for all staff at MYC. Topics of training might include: (p.22)
 - The historical treatment of women in custody and community supervision;
 - Myths and early theories about female offenders;
 - Current attitudes and sexual stereotyping;
 - Benefits and challenges of cross-gender supervision;
 - Sensitivity to the special needs of female offenders;
 - Resources for working with female offenders;
 - Legal issues and key court decisions;
 - Communication skills for working with female offenders; and
 - Techniques to deal with stress related to working with female offenders.
26. MYC should increase specialized training on substance abuse, sexual abuse, and emotional problems for staff of Cottages 2 and 8 and all other staff working with girls. (p.22)
27. All training at MYC should be provided by trainers specially qualified in these topic areas. (p.22)
28. MYC should have a full-time advocate. (p.23)

MAINE CORRECTIONAL CENTER

29. The Commissioner's Advisory Committee on Classification should explore other classification systems to ensure that Maine's classification system takes into account issues relevant to women. (p.25)
30. The housing area assigned to women should be monitored to assure women are provided with appropriate benefits and restrictions, in accordance with the Classification Policy. (p.27)

31. The Department should develop a broader range of housing for female inmates, to include a pre-release center or another alternative, such as a halfway house or supervised living situations. (p.27)
32. One member of the Disciplinary Board at MCC should be a female, in order to bring a feminine perspective to decisions made for all inmates, regardless of gender. (p.28)
33. There should be at least one female counsel substitute at MCC at all times. (p.28)
34. The Department should convene a group of local medical practitioners, to include gynecologists and obstetricians, to advise the Department in the development of policy in the following areas: (p.29)
 - a. the practicality and usefulness of testing all inmates for sexually-transmitted diseases upon admission;³
 - b. a routine of medical and preventive health care for female inmates, especially those incarcerated for lengthy sentences;
 - c. appropriate medical care, both pre- and postnatal, for pregnant inmates;
 - d. special medical care of addicted pregnant inmates;
 - e. development of a training curriculum for correctional officers for appropriate supervision of pregnant inmates;
 - f. appropriate methods for meeting the need for bonding between mothers and babies;
 - g. postnatal care by MCC; and
 - h. appropriate roles for social services and medical staff at MCC regarding management of pregnant inmates.
35. The practice of referring pregnant women to area health care facilities for pre- and postnatal care, to include referral to hospital social workers regarding plans for the babies, should be included in the Department's medical policy. (p.30)
36. A policy regarding the purchase or provision of maternity clothes should be developed. (p.30)
37. Psychiatric services should be expanded to assist in diagnosing physical

³ The Department recognizes that, should such a recommendation be forthcoming, statutory changes would be necessary.

- problems of female inmates, which may be related to stress. (p.30)
38. The use of volunteers to lead the women's issues group, to include topics of self-esteem, victimization, and stress management, should be explored. (p.30)
 39. The HIP program should be continued when the current federal grant expires in September 1991. (p.30)
 40. A treatment program for female sex offenders should be developed and implemented. (p.30)
 41. Female-oriented substance abuse treatment and support groups should be established. (p.31)
 42. Additional vocational and educational programs, such as computer programming, business and paralegal programs, should be developed to more appropriately address the needs and interests of female inmates. (p.32)
 43. Grants and assistance should be sought from private organizations and businesses to develop specialized programs for women and to expand the awareness of women within the correctional system regarding vocational opportunities. (p.32)
 44. Career counseling for women should be provided, in order to more appropriately address the needs and interests of women. (p.32)
 45. Ways in which women can take college courses at the University of Southern Maine, as well as at MCC, should be explored. Among the possibilities are TV correspondence courses or transporting eligible women to USM campuses in Portland or Gorham. (p.32)
 46. Short-term courses to assure all inmates have access to some type of educational program, without regard to length of sentence, should be developed. (p.32)
 47. Programs and strategies to allow greater flexibility for use of the gymnasium at MCC by the females should be developed. (p.33)
 48. The possibility of allowing women, who wish to participate in softball and other gym and recreational activities, such as cribbage and beano, with the men, should be considered. (p.33)
 49. Recreational programs that are of more interest to the women should be developed. (p.34)
 50. The recreation staff should include at least one women. (p.34)
 51. Training in supervision of integrated work crews should be provided to MCC staff at all levels: supervisory, management, and line staff. (p.34)

52. Access of all eligible women to work on all crews should be monitored. (p.34)
53. Work and job assignments that are recommended for inmates should be based on skills and abilities, not on gender. (p.34)
54. Female inmates should be allowed to earn money by selling craft projects through the Prison Showroom and other outlets. (p.35)
55. Create a special and separate area for visits to serve the female population on community-custody status. (p.35)
56. Accommodate the female population on work release by providing the same flexible visiting hours currently existing for male work-release inmates. (p.35)
57. Sufficient resources should be made available to allow the Institutional Probation Officers to carry only an institutional caseload. (p.37)
58. The Institutional Probation Officer (IPO) should be a member of the Classification Committee to assure pre-release planning begins at the earliest possible stage and that the IPO has all the necessary information to appropriately plan for discharge. (p.37)
59. The Department should expand its contract with H.O.M.E. and/or develop other programs to provide similar services. (p.37)
60. Pre-release planning should include assistance to women in establishing a household and making child care arrangements. (p.37)
61. MOTUS should be expanded or similar programs should be developed to provide pre-release and aftercare services. (p.37)
62. Each Department of Corrections' client should have only one record, which should be forwarded with the client when he or she moves from the community to a correctional facility or the reverse. (p.37)
63. Training should be provided to assist staff in understanding child care issues for women. (p.37)
64. Women on work release should be housed in pre-release centers outside the perimeter of MCC. (p.38)
65. The Maine Job Service and other agencies should be contacted about the possibility of developing jobs for female inmates. (p.38)
66. Consideration should be given to reducing the amount of money paid by female inmates for room and board, until they receive privileges and housing comparable to those received by male inmates. (p.38)
67. Van routes should be established based on jobs developed, instead of

requiring inmates to accept only jobs that are "on the route." (p.38)

68. Training regarding the special needs of female offenders and appropriate ways to manage female offenders should be provided by qualified persons to all correctional staff, not just correctional officers. Topics for training might include: (p.39)

- The historical treatment of women in custody and community supervision;
- Myths and early theories about female offenders;
- Current attitudes and sexual stereotyping;
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- Sensitivity to the special needs of female offenders;
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- Communication skills for working with female offenders; and
- Techniques to deal with stress related to working with female offenders.

69. A full-time advocate should be assigned to MCC. (p.40)

PROBATION AND PAROLE

70. Women should be recruited for ISP Officer positions. (p.43)

71. The Department should seek funding to develop additional and expand existing community services for women. (p.45)

72. The Department should work with Displaced Homemakers, Inc., to increase services from this agency to female probationers. (p.45)

73. Additional discretionary funds should be provided to the District Probation and Parole Offices to be distributed by the District Supervisor, as needed. (p.45)

74. Parenting and child care training, medical, and social services should be developed for adolescent parents and their babies. Specifically, a shelter program to provide safe housing away from abusive relationships for adolescent mothers and their babies should be developed. (p.45)

75. Community treatment support groups for women and girls only should be developed. (p.45)

76. Specific training should be developed for Probation & Parole Officers and Juvenile Caseworkers in the supervision of female clients. Topics for training might include: (p.46)

- The historical treatment of women in custody and community supervision;
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- Current attitudes and sexual stereotyping;
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- Techniques to deal with stress related to working with female offenders.

77. The training curriculum for the Division of Probation and Parole, which should include a special section on female offenders, should be implemented. (p.46)

I. INTRODUCTION

Women have been incarcerated in jails almost as long as men have been. Charles Dickens' novels in the mid-1800s and other classic pieces of literature have described the conditions of imprisonment in the "Old Bailey" and its related facilities. Women went to the same prisons as men, sometimes in separate wards or rooms, but sex was not the discriminator as much as money was. For those with money, many of the comforts of home, as well as other kinds of comfort, could be purchased. In those days, imprisonment of women was often for reasons different from those for men. Crimes of prostitution and other immoral acts were more likely to land women in jail than were other crimes.

In the United States, women convicted of crimes were sent to the same prisons as men until the mid-to-late 1800s. Following the end of the Civil War, groups of activist women, previously involved in anti-slavery and other issues, began working towards reform of female offenders. They began with women in prisons and actively sought better treatment for them. Later, they established "reformatories" to change or improve the morals of "loose" women. Within this movement, the concepts of indeterminate sentences and treatment within a correctional setting gained credence. Separate institutions were built, and women were sentenced to them, at least in the beginning, only if there were some hope of reforming their "immoral" behavior. Women considered beyond hope of reform continued to be held in the prisons.

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Throughout history, treatment of women in the criminal justice system has wavered between being overprotective of the more "delicate" sex and being more punitive, because of the belief that it is the responsibility of women to maintain social values and morals. The result has been the imposition of "partial justice." In 1985, Nicole Hahn Rafter, in her book Partial Justice, describes women in state prisons as receiving only partial justice,

... 'justice' in the sense of 'fairness' - with whether the punishment of incarceration affected women and men equally - and we will find repeated instances in which women experienced unequal justice.

¹ Stevens School Pamphlet, circa 1974

This justice was partial, in two ways. First, prison administrators often reacted with greater leniency toward women, excusing them from rules to which men were subjected in custodial institutions.... This partiality, however, did not produce better treatment. Women held in custodial prisons encountered conditions that were as unpleasant as those of men, though in different ways: they were assigned to less physically arduous labor but had fewer opportunities for exercise, fresh air, and changes of environment; they encountered lower levels of surveillance than men but also had less protection and less access to staff. Women held in reformatories, too, experienced conditions that were simultaneously milder and harsher than those of men in state prisons.²

The other sense of partial justice for women, according to Rafter, was that while "...women and men were handled with seeming impartiality, women suffered more because these prisons were designed for men and held men in far greater numbers."³ Women were supervised by men and subject to humiliation by lack of privacy. They also suffered from loneliness and child-related problems, and they were more vulnerable to forced prostitution and rape.

Rafter does not believe that much has changed since the mid-1800s.

Today, as in the past, women in prison continue to experience partial justice, in both senses - treatment apparently less harsh than that of many male prisoners (though this 'leniency' carries its own price tag) and care that is much less adequate than that available to men.⁴

Nor is Rafter the only one to recognize the lack of response to the needs of female offenders throughout history.

The issues that need to be addressed for the female offender are virtually unchanged over time: facilities, programs, and security that meet the needs and requirements of the female offender and proportional share of the resources.⁵

² Rafter, Nicole Hahn, Partial Justice Women in State Prisons 1800-1935, Northeastern University Press, Boston, 1985, p. xxiv.

³ Ibid, p. xxiv.

⁴ Ibid, p. xxiv.

⁵ The Female Offender - What Does the Future Hold?, American Correctional Association, St. Mary's Press, Washington, D.C., 1990, page 1.

In recognition of this historical phenomenon, the Maine Department of Corrections decided to review the situation of female offenders in the state's correctional system. In August of 1989, Commissioner Donald L. Allen established a Task Force on Female Offenders. The purpose of this Task Force was "to review the Department's programs, policies, and procedures as they relate to both juvenile and adult female offenders...." Associate Commissioner A. L. Carlisle was named Chair, and representatives were selected from the Central Office, the Division of Probation and Parole, the Maine Correctional Center, and the Maine Youth Center. Both management and line staff were represented on the Task Force. This Report reflects the work of the Task Force on Female Offenders.

II. METHODOLOGY

The Task Force began its review with visits to the two facilities which house female offenders. The Maine Youth Center houses both male and female juvenile offenders, and the Maine Correctional Center houses males with sentences of five years or less and all adult female inmates. Following the visits, the Task Force generated a list of areas to be reviewed. The Task Force identified four categories, each of which was assigned to a subcommittee for study and the development of proposed recommendations to be presented to the full Task Force for its consideration. The four subcommittees were:

1. Health Services
2. Policies and Procedures
3. Pre-Release Programs/Community Placement/Educational Programs
4. Security

The subcommittees developed their own methodologies for examining assigned programs, policies, and procedures. Some developed questionnaires for use in interviewing, while others reviewed records and/or policies, in accordance with a standard framework. The interview and review questionnaires are available from the Department of Corrections.

Some subcommittees interviewed management staff and/or program directors, while others interviewed a sampling of line staff and female offenders at the two institutions. Individual and group interviews, both in person and by telephone, provided information to the subcommittees.

Each of the subcommittees prepared a summary report of its findings and proposed methods for reducing or eliminating deficiencies specifically directed to women. The full Task Force reviewed the reports, noted inaccuracies, and deliberated the subcommittees' suggestions. The recommendations included in this Report are a result of this process.

III. FEMALE OFFENDER PROFILE

In 1989, the total number of arrests made in Maine was 50,230. Of these, 8,053 arrests, or 16% of the total arrests, were of females.⁶ One person may be arrested several times during the year. Each time a person is arrested, it counts as a separate arrest. If a person is arrested on several charges at one time, it is counted as only one arrest. In an arrest involving several charges, the most serious charge is documented as the arresting charge.

In November of 1990, the adult probation and parole caseload totaled 6462 persons; 809, or 13% of the caseload, were women. The total number of juveniles under supervision of Juvenile Caseworkers in the community was 1851; 304, or 16% of the caseload, were girls.⁷

Of the total number of adults incarcerated in state correctional facilities in October of 1990 (1623), less than 3%, or 46, were women. Of the total number of juveniles at the Maine Youth Center in October of 1990 (262), less than 12%, or 31, were girls.

TABLE 1

Comparison of Percentages of Males and Females
in Institutions and on Probation or Parole
for Both Adult and Juvenile Offenders

	Juveniles		Adults	
	Probation	Institutions	Probation	Institutions
Female	16%	12%	13%	3%
Male	84%	88%	87%	97%
Total	100%	100%	100%	100%

⁶ Crime in Maine 1989, Uniform Crime Reporting Division, Augusta, 1990.

⁷ Department of Corrections' statistics.

Adult Female Offenders

A brief survey of the females housed at MOC was completed for this study in October of 1989. At that time, there were 42 women in residence. Forty were committed to the Department, and two were being held for county jails until their court dates.

Ages of the committed females ranged from 19 to 56 years old, with the average age being almost 30 years old (29.75). Only 20% of the females were married. Seventeen, or 43%, were divorced, and 13, or 33%, were single. One woman was widowed.

Twelve women in this sample, or 30%, had completed the 12th grade in school; three of these women had pursued further education. Another ten, or 25%, had obtained their G.E.D.s after they dropped out of school. Fourteen, or 35%, were school dropouts, two of whom had dropped out after completing only the 6th grade.

Thirty-two, or 80%, of the female inmates had substance abuse problems. Information on two clients (5%) was not available.

One woman was a licensed beautician, and another had served in the Marine Corps for four years. The remainder worked in manufacturing or in service jobs, such as waiting on tables, janitorial or cleaning services, washing dishes, or had no work history.

Twenty-nine of the women, or 73%, were known to have children. The average number of children for this group was 2.24. Children of incarcerated parents were in the care of their fathers or other relatives, placed in the custody of the Department of Human Services, adopted, or living on their own.

TABLE 2

Location of Children of Incarcerated Mothers

Fathers/Relatives	32	49%
DHS custody	27	42%
Adopted	4	6%
On own	<u>2</u>	<u>3%</u>
	65	100%

The types of crimes committed varied from murder to theft:

Trafficking Cocaine/Drugs	10
Burglary and Burglary/Theft	7
Sex Crimes (rape, gross sexual misconduct, unlawful sexual contact)	6
Manslaughter	4
Theft (including forgery & negotiating a worthless instrument)	4
Armed Robbery and Arson	1
Arson	2
Murder	2
Aggravated Assault and Terrorizing	1
Robbery and Prostitution	1
Assault	1
Habitual Offender	1

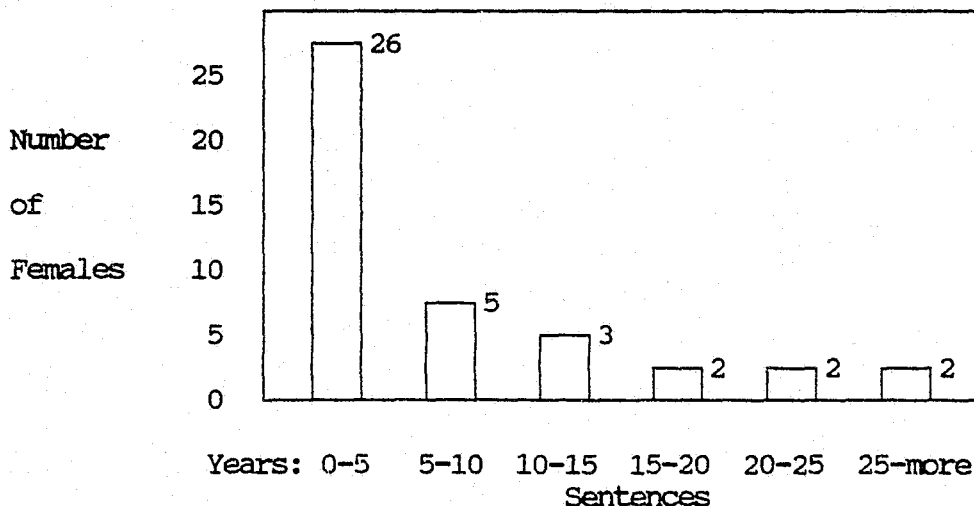
In eight cases (20%), the women were committed to MCC because their probation was revoked for noncompliance with conditions of probation.

Fifteen women (37.5%) had no codefendants; 24, or 60%, committed their crimes with codefendants. One (2.5%) was unknown. Codefendants were frequently husbands or boyfriends of the female inmates (14 of the 24 cases). Codefendants of ten other women were male or female friends or other relatives.

The lengths of sentences to be served averaged a little over six years (6.12 years). However, well over half (65%) have sentences to serve of less than five years. Graph 1 shows the distribution of inmates by lengths of sentences in five-year time frames.

GRAPH 1

Distribution of Females at MCC in October 1989
by Length of Sentence (N=40)



The female inmates at MCC, in October of 1989, were classified according to the five levels of custody, as follow:

	<u>Number</u>	<u>Percentage*</u>
High Maximum	0	0
Maximum	1	3%
Medium	16	40%
Minimum	13	33%
Community	<u>10</u>	<u>25%</u>
	40	101%

*Does not add to 100% due to rounding.

In June 1990, females (713) comprised 12% of the adult Probation & Parole total caseload. Each probationer is classified by the amount of supervision required. A Model 1 probationer requires extensive supervision, while a Model 3 probationer requires only minimal supervision. Table 3 shows the percentages of females by supervision levels.

TABLE 3

Distribution of Females by Supervision Levels

	Number	Percentage
Model 1 (high)	173	24%
Model 2 (medium)	441	62%
Model 3 (low)	79	11%
Other	20	3%
Total	713	100%

Little other statistical information is available to describe the adult female probationer in Maine.

Juvenile Female Offenders

In August of 1988, the Interdepartmental Council issued a report of a study of juvenile justice clients in the correctional system as of March 3, 1986. A total of 1645 clients were included in the study, which included youth under the supervision of Probation & Parole and those residing at the Maine Youth Center (MYC). The information in the following section is taken from that report.

Females comprised 14% of the study sample. For comparison purposes, the following chart shows notable characteristics of females at the Youth Center compared to all females in the study:

TABLE 4

Comparison of Selected Characteristics of All Females
in Study With Those at MYC

	<u>All Females in Study</u>	<u>Females at MYC</u>
Average Age	16.4	15.9
Drug Problems in Family	44%	55%
Drug Problems for Client	41%	95%
Stepparent or Sibling Death	3%	15%
% of Mothers 16 and Under	7%	20%
Physically Abused	11%	45%
Adopted	8%	20%
Sexually Abused	24%	65%
Suicidal	14%	55%
Truant	26%	75%
Assaultive	16%	25%

Among the females in the study, certain characteristics were more concentrated among those who had progressed through the juvenile justice system to the Maine Youth Center (MYC). Females at MYC were younger. They were also four times more likely than the overall sample to have a history of physical abuse or to have experienced the death of a stepparent or sibling. They were three times more likely to have been sexually abused and to be suicidal or truant, and they were more than twice as likely to have been adopted or to have substance abuse problems. Alcohol and/or other substance abuse was identified as a problem for 95% of the females at MYC.

According to Department of Human Services' (DHS) sources, two percent of the children in the United States are adopted. Adopted females are over-represented in Maine's juvenile justice population (8%) and even more so at the Maine Youth Center (20%).

The Department of Education (DOE) has estimated that 26% of the school-aged population in Maine is truant. For girls in the study, this statistic was exactly the same, but, for girls at MYC, the percentage reported as having been truant was 75%.

IV. MAINE YOUTH CENTER

The Maine Youth Center was established in 1853 as Maine's Reform School and served boys only. All residents and services were housed in one building, which is still in use today as the Administration Building. It is a minimum-security facility and is located on 300 acres of land in South Portland, adjacent to the Portland Jetport and the Fore River. It is Maine's only correctional facility for juveniles.

Juveniles are committed for an indeterminate period, usually not to extend beyond their 18th birthday. Juveniles may not be committed beyond their 21st birthday. The majority of the juveniles are between 15 and 17 years old. All committed juveniles have been adjudicated of committing a crime. Maine passed a law in 1974, which prohibited status offenders from being incarcerated, and, in 1978, a law which removed all status offenses, with the exception of possession of alcohol and marijuana, from the Juvenile Code.

The residents of the Maine Youth Center live in ten buildings. Four of these buildings were built in the 1890s and are three-story, brick buildings, with the residents sleeping dormitory-style. The new cottages, which were built in the 1960s and early 1970s, are constructed on one floor, with a wing of single rooms and a dormitory wing.

In addition to the cottages, there is an Admitting/Old Intense Care Unit/Infirmary building; a Staff Dining Room; a gym; the Butler building, which houses the library and the Industrial Arts program; the Old School, which is located in one of the old, 1890s buildings; the Purinton Building, or New School, which was built in 1967; a barn; and several smaller buildings. The Arthur R. Gould School is a fully-approved school, which meets the same requirements as all public schools in Maine.

Classification

The Maine Youth Center classifies committed juveniles to determine housing, program, and security needs. The classification process takes approximately four to six weeks to complete. A clinical committee meets three times a week to review pertinent information provided to it from various sources, such as the Department of Human Services, local school systems, Juvenile Caseworkers, and medical professionals. The committee consists of a Unit Director, MYC

teachers, a Juvenile Caseworker, and a psychologist and is usually chaired by the Director of Social Services. Recommendations for schooling, housing unit, and other programs are summarized on a worksheet, which is completed by the committee. The classification worksheet contains a matrix showing the types of juveniles who can be housed in the different cottages.

Using a needs assessment grid and pertinent information gathered from other agencies and the professional staff at MYC, the clinical committee determines the level of schooling and the number of credits a youth must earn before leaving the Center. The same criteria are used for both boys and girls for determining level of schooling and length of stay. Only two cottages are available for girls: new admissions go to Cottage 8; girls who have adjusted well to MYC move to Cottage 2. The information from the clinical is, therefore, not used to assign girls to cottages. The Maine Youth Center has recently developed written instructions for use of this matrix, which will be incorporated, after an evaluation period, into the Department's Policy and Procedures Manual.

Recommendation:

1. The Maine Youth Center should research the current literature on classification of juvenile females and review its matrix to align its needs and risk assessments to include criteria pertinent to the female population, if appropriate.

Housing

Cottage assignments at the Maine Youth Center are determined through a classification process, referred to as "clinical." However, housing for girls is limited to two cottages, due to the small population of girls.

The housing areas for boys are as follow:

- Cottage 1 - Hold for Court and for County Jails
- Cottage 3 - Chemically-Dependent Program
- Cottage 4 - Semi-independent Living Program
- Cottage 6 - Youngest Boys
- Cottage 7 - Mid-Teen Boys
- Cottage 9 - Violent/Sex Offender Program
- Hayden Unit - Boys with Psychological or Emotional Disorders
- Secure Treatment Unit (STU) - Program for Treatment Resisters
- Intense Care Unit (ICU) - High Security for Boys who are
Security Risks or Assaultive

Cottages 1, 3, and 4 are the older, three-story, brick buildings. Cottages 6, 7, and 9 are the newer, one-story building. The Hayden Unit, which is a one-story building, built in 1969, is a special treatment unit for 12 emotionally disturbed boys. The Intense Care Unit/Secure Treatment Unit (ICU/STU) has one wing with 15 cells for boys who require intense care, and one wing with 15 cells for boys who require secure treatment because of their

inability to adjust to the Maine Youth Center, because they resist all treatment efforts, or because they have escaped two or more times. The Control Unit is also located in this building.

The housing areas for girls are as follow:

- Cottage 8 - Hold for Court and for County Jails
New Admissions
Girls experiencing difficulty adjusting
Girls with emotional or psychiatric disorders
Girls serving county jail sentences of 30 days or less
- Cottage 2 - Girls of different ages and backgrounds, who have
adjusted well to MYC

Cottage 8, one of the newer, one-story buildings, is a locked unit, housing all new admissions, security risks, detention cases (county-jail-holds, hold-for-courts, hold-for-hearings, etc.) and those girls who need a more structured program in order to stabilize their behavior. One of the wings has 12 individual rooms, four of which serve as lock-up/ICU rooms. The eight remaining rooms are available for those girls on a lower behavioral level. The other wing has twelve beds arranged dormitory-style.

Cottage 2, built in the 1890s, is a 3-story building, which houses the more stable girls. The first floor has been renovated to include bedrooms, as well as a dayroom, showers, and a laundry room. The second floor is available for special activities and includes a "Rec" room, a "family" room, an office for social workers, dining room, pantry, and kitchen. Cottage 2 is an open unit, which is locked only from dusk to dawn. There is a full schedule of daily group meetings, which include Substance Abuse, Women's Health Issues, Survivors' Groups, Arts and Crafts, Bible Study, Journal Writing, AA Meetings, and Tutoring on an Individual Basis. Volunteers from the community comprise the majority of the Group Leaders or Individual Tutors.

Although the girls are classified according to the same categories and criteria as the boys, the constraints of girls' housing assignments pose major problems. For example, several individual rooms in Cottage 8 allow separation of girls in need of intense or secure treatment, but these rooms do not contain toilets. Girls must be "unlocked" and taken through the day room to use the facilities, but only after all the other girls have gone to their rooms. The level of noise from the security wing and the disruption created when girls on security status must come through the day room tend to exacerbate the existing instability of certain girls and generally perpetuate volatile situations. Hold-for-court girls, who have not been adjudicated of committing a crime, are also held in Cottage 8.

The limited housing space for girls at the Maine Youth Center restricts their access to appropriate treatment programs. The boys, who have a range of programs in a number of cottages, are provided with more specialized treatment and security than the girls.

Although the program of the Maine Youth Center is based on specialized cottages, there are no written procedures for implementing the programmatic goals of each cottage.

Recommendations:

2. The girls at MYC should be provided with the same range and types of specialized residential programs, such as Hayden Unit, STU, substance abuse treatment, etc., as the boys.
3. A separate Intense Care Unit should be established for girls.

Discipline

Discipline at the Maine Youth Center is administered in accordance with the MYC Disciplinary Board Policy and the use of Special Incident Reports, commonly referred to as SIRS. A written "SIR" is the tool used to initiate a disciplinary action against a resident. The MYC Disciplinary Board Policy outlines the philosophy, principles, infractions, and procedures of investigations, hearings, and dispositions that are followed for both boys and girls.

The Disciplinary Board comprises the permanent chair and two other staff members, who may be Unit Directors or Training School Counselors. According to the Chair, girls are not treated any differently from boys, and similar infractions result in similar consequences or disciplinary actions, regardless of the gender of the resident.

Health Care

Medical services at MYC are provided by four nurses, one physician under contract for four hours per week, one dentist under contract for six hours per week, and one volunteer medical student, who comes once a week from the University of New England, from September through May. Referrals are made to specialists, as needed. Community resources include the Maine Medical Center, Mercy Hospital, and Southern Coastal Family Planning Agency.

The infirmary at the Maine Youth Center serves both boys and girls. One bed is available for girls and is separated from the boys' beds by a sheet of plywood. Only one bathroom is available for both boys and girls, and the location requires the girls to walk by the boys to use it. Often, girls who are ill must return to their cottage, rather than remain in the infirmary, because of lack of space. This practice places the entire cottage at risk, when one girl is sick with a viral infection, such as the flu. Girls expressed the general feeling that the staff of the infirmary did not take complaints seriously.

Although the Youth Center does not have 24-hour medical coverage on grounds, adequate medical services to meet the physical needs of both boys and girls are available to residents of the Maine Youth Center, either at the Youth Center or in the community. All residents receive a full physical examination shortly after arrival.

There is no written policy at the Maine Youth Center regarding health care, including pregnancy, for girls.

Recommendations:

4. The Maine Youth Center should have a separate infirmary for girls.
5. The Maine Youth Center should provide 24-hour medical coverage at MYC.
6. The Department should convene a group of local medical practitioners, to include gynecologists and obstetricians, to advise the Department in the development of policy in the following areas:
 - a. the practicality and usefulness of testing all residents for sexually-transmitted diseases upon admission;⁸
 - b. a routine of medical and preventive health care for girls;
 - c. appropriate medical care, both pre- and postnatal, for pregnant girls;
 - d. special medical care of addicted pregnant girls;
 - e. development of a training curriculum for correctional officers for appropriate supervision of pregnant girls; and
 - f. appropriate methods for meeting needs for bonding between mothers and babies.

Psychiatric and Psychological Services

Three psychologists and one contractual psychiatrist (20 hours/week) provide psychological and psychiatric services at the Maine Youth Center. Referrals are received from the Unit Directors, the Health Department, the Division of Probation and Parole, the Maine Youth Center teaching staff, and the Juvenile Courts. Services, including individual counseling, are provided to residents, as needed and as possible.

⁸ The Department recognizes that, should such a recommendation be forthcoming, statutory changes would be necessary.

Counseling services to deal with a range of behaviors are available for girls at the Maine Youth Center but not to the degree or manner that they are for the boys, due to the lack of specialized treatment cottages for girls.

As noted in the profile of the female offender, a high percentage of the girls at the Youth Center are victims of physical, emotional, and sexual abuse, most are abusing substances, are from families of heavy substance abusers, and suffer low self-esteem. Counseling needs for the girls are extensive.

Recommendation:

7. Girls at MYC should have equal access to psychiatric and psychological services. Therapeutic services should be expanded specifically by:
 - a. locating a psychiatrist in one of the girls' cottages;
 - b. expanding the Victim/Survivors' Group; and
 - c. increasing the emphasis on self-esteem issues in group counseling sessions.

Substance Abuse Treatment

The substance abuse treatment program at MYC is geared to the chemically-dependent adolescent, who has had a history of criminal offenses associated with the abuse of alcohol and/or other drugs or who may otherwise exhibit some type of harmful dependency upon chemical substances. All counseling is directed towards helping a resident to develop greater personal responsibility, strengthen internal controls, and develop realistic plans and goals for not only in-Center programs but also for long-range community programs.

There are seven, full-time substance abuse counselors and one half-time, substance abuse supervisor. Six of the seven full-time, substance abuse counselors work for the primary contracting agency, Day One. One full-time, registered substance abuse counselor also serves as the director of the boys' Cottage 3 Substance Abuse Program.

The Cottage 3 program for boys is a comprehensive, substance abuse treatment program covering two phases. The first phase lasts, on the average, five to six months and combines various treatment and educational resources available at the Center. The second phase of the program is the aftercare release phase, during which juveniles return to their families or live independently and continue to receive follow-up services from Youth Center staff. During the aftercare phase, juveniles are also expected to involve themselves with various community counseling agencies, such as AA programs.

Counseling, along with the exposure of various educational and vocational opportunities, is emphasized in the Cottage 3 program. The program operates under the general concepts and principles of reality therapy. Counseling is provided in many forms: large classes, small groups, peer groups, and alcohol/drug abuse, vocational, individual, and family counseling.

One full-time counselor serves the girls in their two cottages, but the girls have no separate program. The girls are not provided the opportunity to participate in a well-defined and comprehensive substance abuse treatment program.

Recommendations:

8. Substance abuse counselors should be available to provide services to all girls at MYC who need such services.
9. A substance abuse aftercare program for girls who have left MYC should be developed.

Educational Programs

The Maine Youth Center has its own approved school: the Arthur Gould School. All MYC residents are evaluated for appropriate school placement within five days of admission. The school provides special education services, based on the recommendations of a Pupil Evaluation Team (PET), in compliance with state and federal regulations. Vocational programs offered at the school include graphic arts, computers, photography, welding, cosmetology, drama, and electricity.

Girls have equal access to all vocational programs. However, the staff have indicated that girls do not participate as readily as boys in available programs. Staff also indicated that the limited scope of vocational programs does not meet the projected need for technological skills of the 21st century.

While there is one parenting program for young fathers, which provides services to about seven boys, there is no similar program for young mothers. Sex education is provided as one unit of the health curriculum at the ninth-grade level. Students, who have not taken the course in their local schools, are scheduled to take the course, regardless of grade level. Some individuals may be referred to a local family planning center.

Recommendations:

10. A grant should be sought to develop specialized programs and/or conduct "career fairs" to expand the horizons of the girls, regarding vocations to which they could aspire.

11. The parenting program for young fathers should be expanded to include young mothers.
12. A series of mini "how-to" courses, which deal with developing marketable skills, decision-making skills, social skills, and job interviewing, etc., should be developed.
13. The vocational education programs and opportunities should be expanded to better address the needs and interests of the girls.

Cooperative Education Program

The purpose of the Cooperative Education Program is to serve the institution's need for workers in the Kitchen, Laundry, and Grounds Maintenance Departments, while improving the work habits and employability of the residents. In addition to having a morning or afternoon work assignment, residents have two class sessions per week with the Career Educational Teacher. Class lessons focus on developing personal relations and communication skills, showing initiative and productivity, finding a job, and developing employability skills.

Residents who may participate in the program include older youth who have graduated from high school or have either completed a G.E.D. or are studying for a G.E.D. Youth returned to MYC for only a short time may also benefit from this program. Other appropriate candidates are students trying to accumulate high school credits at a rapid pace to make up for credits lost in previous school years.

The successful operation of this program rests primarily on the worksite supervisors and the Career Education Teacher. Recruitment and placement are performed by the Vocational Coordinator and the Guidance Counselor.

At the time of the review, residents participated in work crews, either as part of the Cooperative Education Program or the Summer Employment Program, and all, except for the kitchen, were open to both boys and girls. Since that time, all work crews have been opened to girls.

Worksite supervisors maintain time sheets and grades for use in awarding credit. In addition, they complete a brief checklist evaluation of each student biweekly. This evaluation is included with the clinical report of the Cooperative Education Teacher. Based on their hours worked, students are awarded both cottage and school credits for this program.

A further enhancement to the success of this program is the requirement that residents successfully complete 80 hours (approximately four weeks) on a worksite as a prerequisite to placement in an off-grounds job. Once students are eligible for off-grounds employment, they will be better prepared to find and keep a job.

Recommendation:

14. All work crews should be monitored to assure they remain open to girls.

Recreation

The Maine Youth Center has well-defined recreation and physical education programs, which operate as separate entities. The physical education program follows an approved junior high or high school curriculum. All youth committed to the Youth Center are enrolled in this program. Individuals housed in ICU or SFU receive one hour of major muscle activity a day but do not have access to physical education facilities. The recreational and physical education programs have seven staff, three of whom are certified Physical Education Teachers and four of whom are Training School Counselors. Two staff are women.

Recreational activities available to residents include intramural sports, leisure activities, and therapeutic recreation. Intramural activities consist of basketball, volleyball, swimming, and cross-country running. Leisure activities available include Ping-Pong, chess, pool, lifetime skills, word games, aerobics, and weightlifting. Recreational activities are coeducational, except for overnight excursions. Participation is based on the skill levels of the individuals.

Most recreational activities take place during the late afternoons, evenings, and weekends. Girls may participate in recreational activities only if staff are available to escort them to the recreation center or gym and female staff are available to supervise girls in the locker room. The Youth Center also has a swimming pool, which is used on a regular basis.

Aside from programs provided by the Youth Center itself, community volunteers provide additional activities. Pathfinders, Portland Players, and Slimnastics volunteers contribute time at the Center. Residents are also exposed to many of the Greater Portland Area cultural, recreational, and entertainment opportunities, through field trip experiences.

The physical education program offered at the Youth Center meets state standards. However, the population expansion at the facility has decreased the amount of time that can be allocated for all residents to receive the maximum benefit of the programming.

Boys are separated from girls for physical education programs, but the girls receive equal time. Although the physical education program covers many aspects of maintaining good physical health, it does not provide courses on nutrition and how it applies to the well-being of the individual, both physiologically and psychologically.

Recommendations:

15. Girls should have equal access to recreation. Staff should be available

to escort and supervise girls for all scheduled recreational activities. There should always be female recreation staff.

16. A well-rounded recreational program that emphasizes all aspects of wellness, such as physical fitness, good nutrition, etc., should be developed.

Pre-Release Planning

When juveniles first enter the Youth Center, reception staffing meetings, conducted by the Clinical Committee, are held to determine the program for each individual and to establish the number of credits to earn in order to complete that program before he/she may leave the Center. Clinical Committee meetings are held on each resident every two months, during the process of earning credits, with Maine Youth Center staff and Juvenile Caseworkers jointly determining when juveniles may leave the Youth Center.

This system for assessment is sometimes problematic because of a lack of staff, resources, and programs, which focus on the family and community. The new Interagency Model Project for Academic and Correctional Transition (IMPACT) program has increased coordination between the Youth Center school and the local schools, to which the juveniles will be returning, through the development and implementation of a statewide system of interagency communication and collaboration.

Families are encouraged to participate in family counseling, but, with the exception of Cottage 9, there are no ongoing programs for families whose children have been placed at the Maine Youth Center. The majority of juveniles are returned to their families, but, without some type of program to help juveniles' families understand the MYC programs, they can not extend any of the program components into their homes.

One of the major differences in programs available to boys and girls is that the Youth Center has a cottage devoted to the development of semi-independent living skills for boys, but none for girls.

Recommendations:

17. MYC should develop the means for bringing services to girls who need semi-independent living skills.
18. The Department should develop a family/MYC partnership program to aid families of the girls, as well as the boys, while their children are residents of the Youth Center. The program should contain a component for staff to reach out to residents' families, even those who appear to show little interest.
19. The Department should expand its aftercare program for residents to

- assist in reunification with their families or successful placement in community programs.
20. Consideration should be given to developing and providing a semi-independent living program within Cottage Two.
 21. Training in recognizing behaviors that could result in continued criminal activity and responses to prevent those activities should be provided jointly to Juvenile Caseworkers and MYC staff.
 22. The possibility of developing special programs, such as a "community credit program" to assist juveniles and their families in readjusting to the community, should be explored.
 23. A pre-release center, which focuses on semi-independent living skills, should be established for girls.
 24. Semi-independent living placements, which specialize in providing services to pregnant girls and/or adolescent mothers and their babies, should be developed.

Work Release

All students, ages 17 through 20, who have earned a high school diploma or completed a G.E.D. program, may be eligible for work release. Available jobs often are service-related, i.e., serving food, working in restaurant kitchens, or cleaning motel rooms. The jobs provide an opportunity for residents to develop good work skills and earn some money.

Very few residents of the Youth Center, either boys or girls, participate in work-release programs. A major focus of the Center is education, since most residents are still required, by law, to attend school. At any given time, there may be four or five residents who are on some type of work-release program. They are transported to work during the day and returned to the Youth Center at night.

Staff Training

Training is provided to all staff at the Maine Youth Center. A written curriculum is designed for pre-service and pre-basic training. Entry-level staff must complete pre-service and pre-basic training within 12 months of employment as a Training School Counselor at the Center. They must also attend the basic training course for correctional officers at the Maine Criminal Justice Academy (MCJA). Before attending the course at the MCJA, one of the four weeks of training is spent on the job, working with a qualified Training School Counselor. Continued education, on an in-service basis, is required to maintain certification as a correctional officer, which is required of Training School Counselors at MYC.

The Board of Trustees of MCJA approves all training of correctional officers. The courses available to Training School Counselors at the Youth Center must meet the ten Training Standards of the Academy, which include:

1. Introduction to Corrections
2. Security
3. Safety and Emergencies
4. Legal Issues
5. Supervision and Human Relations,
including training in Human Sexuality
6. Special Management
7. Programs and Services
8. Sanitation and Hygiene
9. Classification
10. Administrative and Operational Skills

The schedule of courses for additional, ongoing training is posted on bulletin boards and distributed as letters of notification to department heads and supervisors. Consideration has been given to individuals who are on shift work, by repeating courses in morning and afternoon sessions, as well as occasional evening sessions.

Most of the training is delivered by MYC employees. There are, from time to time, workshops and conferences that employees are eligible to attend, but attendance is limited by a lack of financial resources, as well as manpower needs. There is no training for dealing with the special needs of the female population.

Recommendations:

25. MYC should provide training on the special needs of female offenders for all staff at MYC. Topics of training might include:
 - The historical treatment of women in custody and community supervision;
 - Myths and early theories about female offenders;
 - Current attitudes and sexual stereotyping;
 - Benefits and challenges of cross-gender supervision;
 - Sensitivity to the special needs of female offenders;
 - Resources for working with female offenders;
 - Legal issues and key court decisions;
 - Communication skills for working with female offenders; and
 - Techniques to deal with stress related to working with female offenders.
26. MYC should increase specialized training on substance abuse, sexual abuse, and emotional problems for staff of Cottages 2 and 8 and all other staff working with girls.
27. All training at MYC should be provided by trainers specially qualified in these topic areas.

Advocacy

All residents are informed of the services available through the Office of Advocacy. There is an advocate at the Maine Youth Center on a half-time basis, which is insufficient to meet the needs of the residents. Appointments are obtained through requests to cottage or school staff or by writing directly to the advocate.

Female residents frequently contact the advocate with a wide range of issues. Many complaints, concerning recreation, clothing and grooming issues, disciplinary practices, lack of programs, and a broad ranges of issues dealing with what they perceive as unfair treatment, have been brought by girls housed in Cottage 8.

Recommendation:

28. MYC should have a full-time advocate.

V. MAINE CORRECTIONAL CENTER

The Maine Correctional Center, built in 1919 as a Men's Reformatory, is located in a rural area in South Windham. Until recently, the facility held about four hundred inmates and had no perimeter fence. In April 1989, a new, multipurpose unit, which allows for the holding of maximum-security inmates, was opened. Two minimum-security units were opened in the spring of 1990, and a security fence around the perimeter of the facility was completed in April 1990. The population of MCC is around 600 inmates, with a majority of them having sentences of less than five years.

Almost all women in the state correctional system, regardless of length of sentence, are housed at MCC. The only exceptions are women transferred to out-of-state facilities, and one or two women housed in community programs. Prior to a change in the law, some women convicted of serious crimes were sentenced to the Maine State Prison. Because MSP has no separate housing quarters for women, these women are also housed at MCC.

MCC has several buildings used for housing inmates. Some buildings have separate housing units within them. All buildings but one house males. MCC also has a gym, recreation area, dining room, and other areas for industries, treatment, and educational programs.

Classification and Assessment

The goal of the Classification Committee is to respond to the diverse needs of both society and the inmates entrusted to the Department's care and custody. The classification of inmates must meet legal mandates and be equally sensitive to public safety, program limitations, resource limitations, the rights and needs of prisoners, the rights and needs of staff, and good management practices. The Classification Committee at the Maine Correctional Center meets daily to complete initial classifications, housing assignments, work assignments, program reviews, and recommendations pertaining to work release and furloughs.

Through the Classification process, inmates are assessed as to the level of risk they pose to themselves and others and their programmatic needs. Classifications are determined through completion of a rating sheet that assigns numbers to various risk predictors. Factors that are more frequently

related to women are not necessarily taken into consideration. This problem has been recognized nationally, as stated in the American Correctional Association's report on female offenders.

Classification is seen as the most effective management tool in corrections, and its misuse is most often blamed when operational problems exist. There is a belief by many practitioners that classification issues are very different for women; a lower percentage of women require close custody and supervision and are less of a threat to each other, staff, or property. Yet, in the survey, only 24 percent of state facilities and 26 percent of jails recognize those differences and use specific systems for women. That number is not surprising for local facilities, since the length of stay [is] normally quite short; it is, however, very significant for state facilities.⁹

In Maine, for example, employment history is used as one indicator of risk. Women in our society more often have child-caring responsibilities, which may interrupt employment. It is unclear whether caring for one's own children is rated as employment on the classification rating sheet.

The Classification Committee identifies housing units and programmatic needs for individual inmates. Although the Classification system does not take into account the differences of females, including the fact that "...the incidence of major disturbances and escapes in female facilities is quite low",¹⁰ it is used to assign them to housing areas within the female unit by custody level, based on indicators developed for males. All Classification Committee recommendations and findings must have the final approval of the Superintendent. In special cases, the Commissioner, or his designee, may grant exceptions, as deemed appropriate for individual inmates.

Recommendations:

29. The Commissioner's Advisory Committee on Classification should explore other classification systems to ensure that Maine's classification system takes into account issues relevant to women.

Housing

When the Task Force began its work in September 1989, all female offenders were housed in one wing of the Multipurpose Unit (MPU). This wing is subdivided into five housing units, or custody classifications. Although the MPU is a maximum-security building, none of the women was classified maximum. Consequently, many inequities existed for women compared to men with the same classification. The inequities affected access to all programs, length

⁹ The Female Offender: What Does The Future Hold?, page 3.

¹⁰ Ibid, p. 2.

of time to be classified, and numerous other areas. In May 1990, all the women were moved to Dorm 6, a newly-constructed, minimum-security building. With that move, many of the inequities were automatically eliminated. Women classified minimum were then appropriately housed, but the lack of appropriate housing for women with other classification levels remains a major problem.

Housing assignments for males are based on a progressive system closely tied to the security, or custody, level classification system. Because of the lack of appropriate housing, a progressive housing system for women cannot be effectively implemented. Inmates may be classified as:

1. High Maximum
2. Maximum
3. Medium
4. Minimum
5. Community

Housing assignments for male inmates are available at numerous sites throughout the state. They include:

1. Maine State Prison, Thomaston
high maximum, maximum, medium, minimum
2. Maine Correctional Center, South Windham
maximum, medium, minimum
3. Bolduc Unit, Warren
minimum
4. Downeast Correctional Facility, Bucks Harbor
medium, minimum
5. Charleston Correctional Facility, Charleston
minimum
6. Southern Maine Pre-Release Center, South Windham
community
7. Bangor Pre-Release Center, Bangor
community
8. Central Maine Pre-Release Center, Hallowell
community

The only housing available for female inmates is in one building at MCC.

All the female inmates are housed in Dorm 6, originally designed to house 50 males assigned to minimum-custody classification. It has two wings, each with two floors. All wings are within view of the security station, but no glass or barrier separates the inmates from the staff. A central section on each floor allows for communal activities.

Each floor of each wing is designated as a housing area for a specific security level:

1. Reception and Orientation
2. Medium
3. Minimum
4. Community

Since the move to Dorm 6, there is now no separate segregation unit to house female inmates who are assaultive or who have been found guilty of a rule infraction. Females on segregation status are housed in the once-closed, "old segregation unit" across from the male security yard. Renovations are underway to convert a wing in Dorm 4 to a segregation unit for women.

However, even though Dorm 6 is more suitable for female offenders than was the MPU, those women on "community" or "pre-release" status still do not have privileges or housing equivalent to males of the same classification. Men in pre-release centers have more visiting, recreation, access to employment, and community services. Other minimum-security facilities and the pre-release centers have no fences and provide a much more open atmosphere, with less restricted movement of inmates. On the other hand, medium and maximum custody-level females, housed in this minimum security building, are in a far less restrictive housing area than similarly-classified males at MCC.

Recommendations:

30. The housing area assigned to women should be monitored to assure women are provided with appropriate benefits and restrictions, in accordance with the Classification Policy.
31. The Department should develop a broader range of housing for female inmates, to include a pre-release center or another alternative, such as a halfway house or supervised living situations.

Discipline

The Maine Correctional Center's Disciplinary Board consists of two or three employees, usually male, one of whom must be a front-line supervisor or a higher rank. If the Board has three members, the third member must be a person whose job is other than that of a correctional officer. This Board conducts inmate disciplinary hearings to determine the innocence or guilt of inmates charged with rule infractions and imposes dispositions relative to the offense. Inmates may be represented by counsel substitutes, who are inmates or staff trained to represent inmates.

The disciplinary clerk at the Maine Correctional Center stated that numerous variables must be considered in imposing dispositions. Some of the variables include completeness and clarity of the report submitted, the seriousness of the actual offense, number and type of prior offenses, and the

mental state of the prisoner. The goal of disciplinary action is to weigh all the variables to determine the best way to hold an inmate accountable, yet still receive positive results. In his opinion, there are no differences based on gender in the dispositions.

Without completing a full assessment of the disciplinary practices within the Maine Correctional Center, it appears that dispositions are determined on a case-by-case basis, depending on the infraction itself and the accompanying variables. Each of these cases is so "individualized" that, absent a male and a female whose infractions and surrounding circumstances were identical, no comparison could be made. There is no evidence that males and females are treated differently.

Recommendations:

32. One member of the Disciplinary Board at MCC should be a female, in order to bring a feminine perspective to decisions made for all inmates, regardless of gender.
33. There should be at least one female counsel substitute at MCC at all times.

Medical/Psychiatric Services

Existing medical services at MCC include one full-time physician's assistant, one part-time physician (8 hours/week), four to five day nurses, two evening nurses, two weekend nurses, and a part-time psychiatrist (8 hours/week). There is no medical coverage during the third shift (late evenings/early mornings). The nurse's office provides the only privacy in the medical area for conducting exams.

Medical staff said that major medical problems for females include psychiatric problems, sleep disorders, and specific female medical problems. In some cases, the stress of incarceration appeared to provoke medical problems for female offenders, which might be better treated psychiatrically. These types of problems are found in two-thirds of the female population. No automatic, sexually-transmitted disease (STD) testing is done on either female or male inmates.

Female inmates interviewed noted that medical requests are often not taken seriously, especially gynecological complaints. Women reported being told "to grin and bear it," and they said, "They think it is all in our heads." As an example, they cited the case where Tylenol, which does not provide relief from menstrual cramping pain, was substituted for Motrin as a cost-saving measure.

No written pregnancy policy exists. All women with gynecological or obstetrical needs are referred to appropriate medical services in the community. There is also no policy on aftercare for women, following the birth of a baby or on the placement of such babies afterward. In accordance

with Maine State law, the Department is required to enlist the assistance of the Department of Human Services in situations where there is no responsible adult to care for the child. Pregnancy is viewed as a medical concern, not a correctional issue.

Prenatal care is determined by the medical personnel in the community, in conjunction with MCC's supervising physician and medical staff. If a pregnant woman is interested in natural childbirth, the Correctional Caseworker contacts Community Health Services and arranges for Lamaze training at the Correctional Center. When possible, the father, or designated support person, is included in the training.

When the birth is imminent, the inmate is transferred to the local hospital. The Department of Corrections is responsible for the medical costs of the mother. The baby's designated primary caretaker is financially responsible for the hospital costs associated with the nursery and pediatric care of the baby. During the mother's pregnancy, a Correctional Caseworker assists the mother in coping with the realization that the baby cannot remain with her at MCC. MCC encourages the mother and caretaker, with the baby, to visit often during the first few months following the birth of the baby and will arrange special visits for them. These visits assist both the mother and the child in meeting their inherent needs.

Recommendations:

34. The Department should convene a group of local medical practitioners, to include gynecologists and obstetricians, to advise the Department in the development of policy in the following areas:
 - a. the practicality and usefulness of testing all inmates for sexually-transmitted diseases upon admission;¹¹
 - b. a routine of medical and preventive health care for female inmates, especially those incarcerated for lengthy sentences;
 - c. appropriate medical care, both pre- and postnatal, for pregnant inmates;
 - d. special medical care of addicted pregnant inmates;
 - e. development of a training curriculum for correctional officers for appropriate supervision of pregnant inmates;
 - f. appropriate methods for meeting the need for bonding between mothers and babies;
 - g. postnatal care by MCC; and

¹¹ The Department recognizes that, should such a recommendation be forthcoming, statutory changes would be necessary.

- h. appropriate roles for social services and medical staff at MCC regarding management of pregnant inmates.
- 35. The practice of referring pregnant women to area health care facilities for pre- and postnatal care, to include referral to hospital social workers regarding plans for the babies, should be included in the Department's medical policy.
- 36. A policy regarding the purchase or provision of maternity clothes should be developed.
- 37. Psychiatric services should be expanded to assist in diagnosing physical problems of female inmates, which may be related to stress.

Psychological/Social Services

Psychological and social services are provided by one full-time psychologist, one psychologist under contract for 16 hours per week, six licensed social workers, and one caseworker supervisor for around 600 inmates.

The majority of female offenders are being incarcerated for the first time, a factor which may increase stress levels for these women. In March 1990, a new, self-help group for 12 female inmates began to deal with "women's issues" of self-esteem and physical and sexual abuse. Because of staff shortages, this program has been discontinued. There are no sex-offender programs specifically for women.

Helping Incarcerated Parents (HIP), a federally-funded program to assist incarcerated parents to deal with their children more effectively, is available to both men and women.

Recommendations:

- 38. The use of volunteers to lead the women's issues group, to include topics of self-esteem, victimization, and stress management, should be explored.
- 39. The HIP program should be continued when the current federal grant expires in September 1991.
- 40. A treatment program for female sex offenders should be developed and implemented.

Substance Abuse Treatment

Maine Correctional Center substance abuse treatment staff consist of five contractual positions and three state positions, of which two are clerical

and one is a Licensed Substance Abuse Counselor (LSAC) Supervisor. At present, the six, full-time substance abuse counselors, one of whom serves in the capacity of both a supervisor and counselor, provide services for 150 to 175 substance abuse program participants on a monthly basis. Each counselor serves about 30 individual prisoners in various stages of substance abuse treatment or therapy per week. In addition, the six counselors conduct initial assessments and evaluations for individual and group treatment programs. Programmatically, MCC has five ongoing treatment or therapy groups operating at two different levels of intervention. The rapid increase of population growth at MCC has strained fiscal, human, and environmental resources well beyond their limitations. There is an extensive waiting list for both the substance abuse education and treatment components.

The substance abuse treatment program has close ties with Alcoholics Anonymous and Al-Anon. Al-Anon serves a total of ten female prisoners in a self-help group, for one and one-half hours per week. There are four Alcoholics Anonymous groups a week, with an active membership of 75 inmates, including women, and an extremely long waiting list. Inmates are referred to or refer themselves for treatment to an educational group, followed by a treatment group. All groups are coeducational.

Substance abuse treatment and support programs are male-dominated. Female clients report feeling uncomfortable discussing their experiences with substances and other abuse in these groups. Provision of needed treatment to females appears more difficult because of the small number of females. Staff have insufficient time to see inmates more than once weekly. Staff training to assure better understanding of the rehabilitation process is not provided.

Recommendation:

41. Female-oriented substance abuse treatment and support groups should be established.

Educational Programs

Educational programs, which are all coeducational, are available on a voluntary basis to inmates. Criteria for participation include ability, educational level, and health and physical fitness, as well as length of sentence. Because the length of time necessary to complete programs varies, the determining factor for admission to some programs can be the length of sentence. Inmates must be serving enough time to enable them to realistically become involved in the programs. A pamphlet, which describes the programs available through the Education Department, is given to each inmate shortly after arrival.

Academic programs include a Graduate Equivalency Diploma (G.E.D.) Program and a Remedial Reading Program, both of which have a waiting list. It should be noted that 40% to 50% of the population reads below the fourth grade reading level. A program in math and reading for high school graduates, who do not

have enough skills to continue with further education, is provided. An art program and a pilot life-skills program round out the academic program. If successful, the 12-week life-skills program will eventually involve a total of 20 inmates at one time.

The vocational program at MCC includes Graphic Arts, Business Education and Computers, Automotive Reconditioning and Front-end Alignment, Meatcutting, Welding and Metal Shop, Building Trades, and a Fleet Maintenance Program.

The educational staff comprise seven full-time academic faculty, including one School Principal, one Guidance Counselor, one Art Teacher, three teachers, and a Librarian. The vocational staff comprise eight full-time vocational instructors, including a noncertified meatcutting and slaughterhouse instructor. All academic and vocational instructors, with the exception of the meatcutting instructor, who is a Correctional Trades Instructor, are certified by the Department of Education.

Males and females may use the general library at the same time. Seating in the law library is segregated by sex; males and females are seated at separate tables.

Twenty-two prisoners are enrolled in college courses, which ultimately lead to Associate Degrees in Liberal Studies. Two or three college courses are offered each semester, through the University of Southern Maine, and are open to all qualified inmates. Eligible male inmates can be placed at Pharos House, a halfway house in Portland, and can attend college on campus. There is no comparable opportunity for female inmates.

Recommendations:

42. Additional vocational and educational programs, such as computer programming, business and paralegal programs, should be developed to more appropriately address the needs and interests of female inmates.
43. Grants and assistance should be sought from private organizations and businesses to develop specialized programs for women and to expand the awareness of women within the correctional system regarding vocational opportunities.
44. Career counseling for women should be provided, in order to more appropriately address the needs and interests of women.
45. Ways in which women can take college courses at the University of Southern Maine, as well as at MCC, should be explored. Among the possibilities are TV correspondence courses or transporting eligible women to USM campuses in Portland or Gorham.
46. Short-term courses to assure all inmates have access to some type of educational program, without regard to length of sentence, should be developed.

Recreation

The Maine Correctional Center's recreation program for males and females includes both recreational and gymnasium activities. Recreational activities consist of games, such as cards, pool, table tennis, and board games. Gymnasium activities include such sports as basketball, badminton, volleyball, and weightlifting.

The recreation program is staffed by one supervisor and six Correctional Officers, usually all male. The activities in the gymnasium include both formalized and self-directed activities and are, at all times, under the supervision of a Correctional Officer. The gymnasium opens at approximately 9:30 in the morning and closes at 9:00 at night. On the average, 40% of the male population and 10% of the female population use the gymnasium daily, according to the recreation director.

Since the women have moved to Dorm 6, the female recreation program has changed. Women are offered recreation in a continuous, two-hour period each day, which affords them more time for recreational activities.

Women have an area behind Dorm 6 for horseshoes, volleyball, walking or jogging, and softball. Croquet and badminton are also available. Picnic tables and chairs are placed behind the Dorm for their use. Throughout the summer, the recreation staff offer pick-up softball games to the women twice a week, with recreation staff supervision. Field days are also scheduled for holidays, along with some inmate tournaments during the summer.

Recreation staff monitor the female recreation program and revise it, as necessary. The recreation staff try to offer programs to suit the abilities of the diverse female population. Female offenders may suggest recreational activities, which the recreation staff evaluate, and arrange, if possible. As the female population changes, so do the number of participants in the various activities offered. Some tournaments are changed to fit the needs and schedules of the females.

The Correctional Center does not permit integration of the sexes for physical education and gymnasium activities. However, MCC allows integration for some activities, such as performing arts and entertainment provided by community groups.

Recommendations:

47. Programs and strategies to allow greater flexibility for use of the gymnasium at MCC by the females should be developed.
48. The possibility of allowing women, who wish to participate in softball and other gym and recreational activities, such as cribbage and beano, with the men, should be considered.

49. Recreational programs that are of more interest to the women should be developed.
50. The recreation staff should always include at least one woman.

Work Crews

Female inmates participate on work crews within the institution, including crews working in the storeroom, recreation areas, commissary, kitchen, laundry, and school. These areas are described as "controlled environments." There are some work crews, such as the farm crew, to which women have no access. Work crews may be assigned to areas where close supervision of inmates is not possible. MCC staff noted that, because of potential problems related to male/female relationships, inappropriate behaviors, such as some men trying to impress the women, and other security issues, some work crews are not integrated. It appears that women are excluded from certain work crews because of men's behaviors.

At one time, there was an all-female work crew, but it no longer exists. MCC staff reported that the females were not interested in that crew, which dug ditches and performed similar work.

Recommendations:

51. Training in supervision of integrated work crews should be provided to MCC staff at all levels: supervisory, management, and line staff.
52. Access of all eligible women to work on all crews should be monitored.
53. Work and job assignments that are recommended for inmates should be based on skills and abilities, not on gender.

Industries Programs

Craft programs, which are essentially hobby-type work done during the inmates' normal free time, are established only at the Maine State Prison and, therefore, are not available to female inmates. The MSP inmate crafts are marketed through the Prison Showroom.

Industries Programs, while having been firmly established at MSP for a number of years, have only been established at MCC within the past six to eight months. The criteria for consideration and selection of inmate workers are such that the workforce is chosen without any regard to gender. The current workforce composition in Industries Programs is almost 50% female.

Recommendation:

54. Female inmates should be allowed to earn money by selling craft projects through the Prison Showroom and other outlets.

Religion

The Task Force could find no substantial differences concerning provision and access to religious services and programs at MCC based on gender.

Visiting Policies

The Maine Correctional Center has a written visiting policy, specifying the days of the week and the hours for visits. Three areas exist for visits at the Center: one area at the Southern Maine Pre-Release Center, the second at the Center for the general population, and the third area in the Multi-purpose Unit.

Men who reside in the Southern Maine Pre-Release Center visit within the confines of that unit. Women of the same custody status visit in the area designated for all general-population visiting. This practice subjects the women on community status to the same visiting days and hours as the general population. Men on community status, who are housed in pre-release centers, have flexible visiting hours. The flexibility works with, rather than against, their work schedules. Women on community custody status have no flexibility in regard to visiting hours, and, when work conflicts with visiting hours, women lose their visits.

Recommendations:

55. Create a special and separate area for visits to serve the female population on community-custody status.
56. Accommodate the female population on work release by providing the same flexible visiting hours currently existing for male work-release inmates.

Furloughs

This committee could find no substantial differences concerning furlough policy and procedures between male and female inmates.

Pre-Release Planning

Very little to no organized pre-release planning is done for either males or females. According to some staff, pre-release planning is not a high priority for the Department, due, in part, to lack of resources. Pre-release planning, however, is of great concern to the inmates. Pre-release planning for women, in particular, is of critical importance, due to special problems faced by women upon release. Women generally have child care responsibilities and need to reconstruct a home upon release, which requires substantial planning. They also need to make arrangements for child care in order to obtain and keep jobs. Men often return to an existing living arrangement and infrequently need to reconstruct a home.

Discharge summaries are not prepared for inmates leaving the institutions for supervision by the Division of Probation & Parole. Much information, such as psychological assessments, health care, and substance abuse treatment, is contained within institutional records, which are not sent to the receiving Probation & Parole Officers. Caseworkers at the institution retain their own records and submit no summaries for central records. The Division of Probation & Parole has records and information which would be valuable to MCC but which are not usually provided to MCC.

There are limited programs for pre-release planning. Some employment and housing assistance is available through a contract with MOTUS, Inc., of Augusta, which provides assistance in developing job skills, finding employment and housing, and locating necessary support services. However, this program is very limited, with only three staff persons statewide to serve the Department's entire adult correctional population.

An Institutional Probation Officer (IPO) serves each correctional facility, but each IPO must also maintain and manage a caseload in the community. Therefore, these IPOs have little time to devote to pre-release planning.

The Helping Incarcerated Parents (HIP) program provides parenting education and helps inmates maintain contact with their children, while they are incarcerated. The program provides some assistance in pre-release planning.

One halfway house for the offender population, Pharos House, is located in Portland and serves males only. There is no comparable program for women. A few women have been placed at H.O.M.E., a community-based program in Orland, Maine. Staff expressed positive feelings about this program and believe it is a viable, but underutilized, program.

Recently, a new program, for both males and females, called LEAP (Life Experience Awareness Program) was instituted at MCC. It addresses issues of housing and home management, food, dieting, nutrition, clothing, transportation, consumer math and literacy, financial management, consumer awareness, personal health and safety, marriage, family relationships, employment, life-goals, and global responsibility. Values and sex education are also addressed within these topics. This 12-week program can serve eight to ten people at a time. The course is offered to all inmates on minimum- or

medium-security classification, who are between ten and twelve weeks of release. At this point, three women are attending this course.

Recommendations:

57. Sufficient resources should be made available to allow the Institutional Probation Officers to carry only an institutional caseload.
58. The Institutional Probation Officer (IPO) should be a member of the Classification Committee to assure pre-release planning begins at the earliest possible stage and that the IPO has all the necessary information to appropriately plan for discharge.
59. The Department should expand its contract with H.O.M.E. and/or develop other programs to provide similar services.
60. Pre-release planning should include assistance to women in establishing a household and making child care arrangements.
61. MOTUS should be expanded or similar programs should be developed to provide pre-release and aftercare services.
62. Each Department of Corrections' client should have only one record, which should be forwarded with the client when he or she moves from the community to a correctional facility or the reverse.
63. Training should be provided to assist staff in understanding child care issues for women.

Work Release

Inmates in pre-release centers, located in different areas of the state, work with a correctional supervisor, who is assigned the duties of a job developer. The job developer for female inmates is located at Southern Maine Pre-Release Center. Females must fill out a request form to be delivered to the job developer before speaking with him. He then must come to the Correctional Center to see them.

Inmates at MCC may participate in work release programs during the last seven months of their sentences, if approved by the Classification Committee. Criteria, such as reason for request, disciplinary history, length of sentence served, and availability of employment, are considered by the Committee in determining whether to grant the request.

Jobs must be located on an established "van route." Twelve van trips a day transport male inmates from the Pre-Release Center and females from MCC to their jobs. However, because of staffing problems, shortage of vehicles, and lack of other types of transportation, the "van routes" are limited; jobs for all inmates must be "on the route." Because of the larger number of men going out to work, the "van routes" go to places that traditionally employ a majority of males. In at least one case, a female inmate, who had obtained a

job in an office, could not take the job, because it was not "on an established van route." She, subsequently, was placed in a much more menial and lower-paying job, which was "on the route."

Jobs for male inmates include working in tire plants, transfer stations, energy recycling plants, and solid waste disposal facilities. Jobs for females include working in motels and restaurants.

Many work-release inmates leave these jobs as soon as their sentences are completed. However, according to work-release staff at MCC, a small percentage stay and, subsequently, obtain better jobs with their employers. Generally, jobs available for inmates do not provide training, are short lived, and, frequently, are not located within the inmates' home communities. In some cases, inmates return to jobs they had prior to their incarceration. However, male inmates have much greater flexibility in regard to jobs and their locations than females, due to the fact that pre-release centers for men are located in three different areas of the state, whereas women are limited to jobs in the Greater Portland Area.

An inmate with a job is expected to pay \$50 a week towards room and board. The same rate of pay is expected of both men and women, in spite of the fact that men are housed outside MCC in the pre-release centers, with all the privileges associated with such housing, and women are housed inside the Correctional Center, with fewer privileges than men on the same status.

Recommendations:

64. Women on work release should be housed in pre-release centers outside the perimeter of MCC.
65. The Maine Job Service and other agencies should be contacted about the possibility of developing jobs for female inmates.
66. Consideration should be given to reducing the amount of money paid by female inmates for room and board, until they receive privileges and housing comparable to those received by male inmates.
67. Van routes should be established based on jobs developed, instead of requiring inmates to accept only jobs that are "on the route."

Staff Training

MCC has an orientation program for new employees. Policy and procedures are reviewed, and new employees are acquainted with personnel matters, such as paychecks, sick leave time, vacation, etc., and security issues within the work environment. Correctional Officers attend the mandatory 80-hour, two-week training course at the Maine Criminal Justice Academy. This course focuses on security issues and the role of the Correctional Officer and is offered only to Correctional Officers. Correctional Officers receive the

same training as Training School Counselors at MYC, which is described in that section.

The Training Officer at MCC is responsible for coordinating training programs and services for all employees. MCC's Training Center is staffed by the Assistant to the Superintendent and the Training Officer. These individuals are responsible for ensuring all personnel at the Correctional Center receive required training and are provided with other training opportunities. No training dealing with the special needs of female offenders and appropriate ways to manage them is provided.

Recommendation:

68. Training regarding the special needs of female offenders and appropriate ways to manage female offenders should be provided by qualified persons to all correctional staff, not just correctional officers. Topics for training might include:

- The historical treatment of women in custody and community supervision;
- Myths and early theories about female offenders;
- Current attitudes and sexual stereotyping;
- Benefits and challenges of cross-gender supervision;
- Sensitivity to the special needs of female offenders;
- Resources for working with female offenders;
- Legal issues and key court decisions;
- Communication skills for working with female offenders; and
- Techniques to deal with stress related to working with female offenders.

Advocacy

The Office of Advocacy has a half-time Advocate assigned to the Maine Correctional Center. Male and female inmates may request to see the Advocate through their caseworkers or by sending a written request directly to the Advocate. Requests to the Advocate cover a wide range of issues, from complaints about disciplinary procedures at MCC to requests for civil legal services.

Legal services are provided by means of a contract between the Office of Advocacy and an outside law firm, which handles such matters as divorces, bankruptcies, property issues, and the like.

Prior to the transfer of females from the MPU to the new housing unit, there had been numerous complaints involving living conditions and the restrictions imposed by the nature of the maximum-security facility. Complaints involving the housing unit have been greatly reduced since this move.

There appear to be no significant differences between the advocacy services available for males or females.

Recommendation:

69. A full-time advocate should be assigned to MCC.

VI. PROBATION AND PAROLE

The Division of Probation and Parole is responsible for all adult and juvenile probation and parole services in Maine. As of November 1990, there were over 8300 offenders in the community under the supervision of the Division; of this number, 6462 were adults on probation, with 90 on Intensive Supervision, and 1851 were juvenile offenders.

The Division has six Districts, 137 employees, and a budget of \$5,700,000. There are 52 Adult Probation Officers, 12 Intensive Supervision Officers, 40 Juvenile Caseworkers, and six District Supervisors. Currently, the average adult caseload is 138, and the average juvenile caseload is 56.

However, caseload supervision is only one area of responsibility for Probation & Parole Officers. Other duties include completing pre-sentence reports, investigating pardon and furlough requests, and investigations requested by other states. Probation Officers also provide bail supervision, collect restitution funds, and monitor community public service work. In addition, they must monitor out-of-state placements and outstanding warrants. Juvenile caseworkers are responsible for the development of case plans and coordination of services from community agencies to implement the plans.

Intake Assessment

The Division of Probation and Parole assesses the risks and needs of each client. Juvenile Caseworkers (JCWs) complete an intake form for each juvenile referred to that Division. The form collects information about the charges facing the juvenile, prior criminal history, medical problems, family, educational level, and possible abuse, as well as information necessary to identify the juvenile. On this same form, the JCW completes a risk predictor section, which is used to determine the frequency that the juvenile will report.

Adult Probation & Parole Officers (PPOs) complete intake assessment forms, which include a section for assessing risk. This form is completed when the PPO assumes responsibility for supervision of a probationer and is updated, as needed. One purpose of these forms is to assess the level of supervision required, by measuring risk factors, such as criminal history, employment

history, substance abuse, educational level, etc. The form also aids in identifying program needs, such as employment training, substance abuse treatment, or parent training courses.

The numerical score of the risk prediction form determines which of the three levels of supervision is needed:

- High - Contact every week with client
- Medium - Contact biweekly with client
- Low - Contact once a month

No substantial differences were evident in the supervision of males and females. It should be noted that Probation and Parole Officers list women who are primary at-home caretakers of children as fully employed or having a full employment history for the time they carried out this responsibility. No Probation and Parole Officers thought there were any differences in the risk assessment of female offenders as compared to male offenders.

Case Management

Both Juvenile Caseworkers and Probation and Parole Officers manage cases by implementing and monitoring the case plan developed at the intake assessment. The individualized supervision plans may consist of simply monitoring compliance with standardized probation conditions or may be a complex service plan requiring coordination of several agencies. Problems, needs, and issues of female offenders differ little from those of male offenders, except when children are involved, according to staff of the Division.

The Juvenile Caseworker is responsible for three different areas of supervision:

1. Informal Adjustment, which is a pre-court individualized contract agreed to by the juvenile and the Juvenile Caseworker, not to exceed six months;
2. A standardized court-ordered probation, which may include special conditions; and
3. Entrustment, which is supervised release of a resident from the Maine Youth Center.

With the statutory exception of Operating-Under-the-Influence (of alcohol), all juvenile offenses are screened by a Juvenile Caseworker, who, based on a preliminary interview with the juvenile and the juvenile's parents, determines an appropriate level of supervision. Following this determination, the Juvenile Caseworker prioritizes the juvenile's treatment needs, coordinates the necessary community services, and maintains a reporting schedule with the juvenile to monitor compliance.

Intensive Supervision

The Intensive Supervision Program (ISP), an alternative to incarceration for adults best described as house arrest, has been operating since March 1987. Currently, there are six teams of two ISP Officers each, all male, across the state.

Offenders may be sentenced to ISP by the court, but participation must be approved by the Division of Probation & Parole. Incarcerated offenders may also petition the court to be placed on ISP. In such cases, both the court and the Division of Probation and Parole must agree to such placement. Commission of certain crimes, such as escape or threatening with a firearm, will preclude acceptance into the program. Offenders on ISP are considered prisoners and are subject to strict surveillance and rigid enforcement of conditions.

By the end of November 1990, 260 prisoners had been accepted into the ISP program - 197 males and 63 females. Females comprise 24% of the ISP caseload, compared to 3% of incarcerated adults and 12% of the adult probation caseload. As of November 1990, 170 offenders have been discharged from the ISP program. Of these discharges, 42, or 25%, were for revocations of ISP; 34 (81% of the revocations) were for technical violations, that is, noncompliance with the rules of the Intensive Supervision Program, and eight (19% of the revocations) were for committing new crimes. Only six of the women, or 18%, were terminated from the ISP program for revocation of ISP; five were for technical reasons. By the end of November, 90 prisoners were serving their sentences on ISP; 27, or 30% of the total, were women. In spite of the fact that 30% of the prisoners on ISP are women, there are no female ISP officers.

Recommendation:

70. Women should be recruited for ISP Officer positions.

Probation Revocation

When adults are convicted of committing crimes, they may be sentenced to periods of incarceration, all or some of which may be suspended. In lieu of the suspended portion of the sentence, a period of probation may be imposed, with specific conditions stated by the court, which must be met. If the probationer fails to comply with these conditions, the probation may be revoked by the court, and some portion or all of the suspended sentence, as the court may determine, may be imposed.

Six Probation and Parole Officers were interviewed and asked if they believed there were differences based on gender in the application of the revocation process. Four of the six Officers believed there were definite differences, in terms of the courts' dispositions, in that courts tend to be more lenient

children at home. It was stated that, "Females are not viewed as seriously as males." Based on this poll, there appears to be a perception that women receive more stays of execution or lighter sentences than males. Two of the Probation Officers interviewed believed there were no differences in the application of the revocation process.

When juveniles are adjudicated on juvenile offenses, they may be committed to the Maine Youth Center on an indeterminate sentence. The Court may suspend the commitment and order that a period of time be served on probation. Failure to comply with the court-ordered conditions of probation may result in the probation being revoked and the juvenile being sent to the Maine Youth Center.

Four of the six Juvenile Caseworkers interviewed believed that a difference exists between male and female juvenile offenders in the application of the revocation process. Such differences were described as attitudinal, existing throughout the whole system. Two of the Juvenile Caseworkers believe that no differences exist between treatment of male and female offenders in the application of the revocation process.

Community Programs

Probation and Parole Officers and Juvenile Caseworkers refer clients to local community services to deal with problems identified in the intake assessment process or as mandated by the court as a condition of probation. The variety and number of services available throughout Maine vary substantially, with urban areas having far more services than rural areas.

Probationers may be expected to pay for their own services or may have private insurance or Medicaid coverage to fund the services. The Department also purchases community services through contracts with private agencies and practitioners. Other services available in the community may be provided through the auspices of various governmental agencies. Community support groups, such as AA, NA, and parenting groups, require no fees from participants. The Division of Probation and Parole also has limited funds available to purchase medical and dental services on an emergency basis.

The responsibility of identifying and locating services needed by probationers lies with the Probation and Parole Officer and Juvenile Caseworker. A hard copy resource directory, which is a compilation of brief descriptions of programs in each county, is available in each District Office. The information is retrieved from the Electronic Resource Directory developed and maintained by the Department of Human Services. All state departments have dial-up or direct access to the Directory.

Community services include substance abuse treatment, mental health counseling, income maintenance services, employment training and referral services, educational programs, medical services, support groups, housing assistance, family planning, shelter and residential care for juveniles, family counseling, and numerous other services, depending on the geographic

area of the state. Clients are often referred to adult alternative education programs, administered by local school departments. District Supervisors noted several areas where services for women are either lacking in a community or do not take into account special needs of women, such as child care.

Because of the relatively small number of women on Probation and Parole caseloads, special provisions for women are very expensive. Individual counseling may be available for female sex offenders, but treatment groups for women only, the treatment of choice, are unavailable. Some women and girls report feeling uncomfortable discussing their experiences and feelings in male-dominated substance abuse or other treatment support groups.

One program in Maine provides a residential program for young mothers and their babies. However, there is no program in Maine to provide emergency shelter for these young mothers, under the age of 18, when they need to escape from abusive relationships.

Recommendations:

71. The Department should seek funding to develop additional and expand existing community services for women.
72. The Department should work with Displaced Homemakers, Inc., to increase services from this agency to female probationers.
73. Additional discretionary funds should be provided to the District Probation and Parole Offices to be distributed by the District Supervisor, as needed.
74. Parenting and child care training, medical, and social services should be developed for adolescent parents and their babies. Specifically, a shelter program to provide safe housing away from abusive relationships for adolescent mothers and their babies should be developed.
75. Community treatment support groups for women and girls only should be developed.

Staff Training

There is no formalized training program for Juvenile Caseworkers or Probation and Parole Officers. Training is provided mainly through on-the-job training. A training curriculum has been developed for the Division of Probation and Parole, but there are no funds available for implementation.

A statewide conference, at which training on various topics is presented, is held annually. Occasionally, workshops conducted by agencies other than the Department of Corrections, covering a variety of topics, are available.

The Division of Probation and Parole has no policy which requires training that focuses on the particular needs of female offenders.

Recommendations:

76. Specific training should be developed for Probation & Parole Officers and Juvenile Caseworkers in the supervision of female clients. Topics for training might include:

- The historical treatment of women in custody and community supervision;
- Myths and early theories about female offenders;
- Current attitudes and sexual stereotyping;
- Benefits and challenges of cross-gender supervision;
- Sensitivity to the special needs of female offenders;
- Resources for working with female offenders;
- Legal issues and key court decisions;
- Communication skills for working with female offenders; and
- Techniques to deal with stress related to working with female offenders.

77. The training curriculum for the Division of Probation and Parole, which should include a special section on female offenders, should be implemented.

VII. CONCLUSION

The Task Force, in the course of conducting its review of the Department of Corrections' policies, procedures, and practices, found instances of unequal treatment of male and female offenders, specifically in the areas of recreation, medical services, housing, and program availability. It should be noted that these instances of perceived inequities between the treatment of male and female offenders do not necessarily constitute denials of equal protection or violations of other constitutional or statutory rights. However, these cases of inequity, while extremely troubling, were not as troubling to the Task Force as the display of an attitude of benign neglect, an attitude that female offenders are more troublesome than male offenders, that members encountered time and time again. Members also concluded that the overriding factor governing female offenders is that Maine's correctional system, like those in other states, was built by and is operated by men, for men. Women are an afterthought in this system.

When the female offender populations of Stevens School and the Women's Correctional Center were merged with those of the Boys Training Center and the Men's Correctional Center, the then Bureau of Corrections did not anticipate the program and security needs of female offenders. The move was made not to integrate the sexes and equalize access to programs but to save money. Neither the staff of the female institutions nor the staff of the male institutions wanted the integration of the institutions. Little planning occurred to ensure a smooth transition or to make adjustments in the male facilities or programs to accommodate the incoming females. Women and girls were expected to conform to the existing system, which was designed for and operated by men. This situation has remained essentially unchanged since the move.

The Department's policies, procedures, and practices appear to be responsive to the needs and the numbers of male offenders rather than female offenders. The fact that the system is responsible for far fewer female offenders than male offenders seems to have minimized consideration of the needs and situation of female offenders.

The Task Force believes that there should be a philosophy for the treatment of female offenders, a philosophy that 1) acknowledges the inherent differences between males and females, 2) has no expectations that females will become like males, and 3) affirms the female personhood as being as equally valid as the male personhood. In conjunction with such a philosophy,

the Department should develop policies and procedures that will meet the overall goal of equal and appropriate treatment of women.

It is the opinion of the Task Force that the Department, with training and additional resources, can provide greater equity in the care, programming, and security of female offenders within the correctional system. The Task Force recognized a great need for training for administrators, management, and line staff in order to not only make them aware of the need for equal access to programs and care but also to acknowledge that women bring with them problems, needs, and concerns that set them apart from their male counterparts.

The completion of the Task Force's assignment is only a beginning. The Task Force recommends that it be reconstituted as an Advisory Group to the Commissioner. Among its responsibilities could be to develop and foster the philosophy for treatment of female offenders within the correctional system and to monitor the implementation of the recommendations in this Report.

The establishment of this Task Force to review the Department's programs, policies, and procedures, as they relate to juvenile and adult female offenders, was a necessary first step in recognizing female offenders as a discrete population for which the Department is responsible. The implementation of the recommendations contained in the Task Force's Report is essential if the Department is to deal effectively with female offenders so they are no longer an afterthought.

Report of the
TASK FORCE ON FEMALE OFFENDERS
1991

APPENDICES

APPENDIX A

APPENDIX A

MEMBERS
OF THE
TASK FORCE ON FEMALE OFFENDERS

A. L. Carlisle, Associate Commissioner, Chair

Terry Brennan, Assistant Attorney General

Shirley Connor, Assistant Director of Cottage Programs, MYC

Susan Deschambault, Human Services Caseworker Supervisor, MCC

Nancy Dikeman, Affirmative Action Coordinator

Nancy Downs, Probation and Parole District Supervisor

Earl Mercer, Chief Advocate

Merrilee Monks-Paine, Probation and Parole Officer

Martha Jo Nichols, Juvenile Caseworker

Frank Westrack, Director, Classification

Chris Winant, Correctional Officer Supervisor, MCC

Roxy Hennings, Staff

APPENDIX B

APPENDIX B

LIST OF PERSONS INTERVIEWED

MAINE YOUTH CENTER

Kelley Blanding, Training School Counselor
Dan Boisot, Unit Director, Hayden Building
Francis Cameron, Assist. Supt., Rehabilitative Services
Shirley Connor, Assist. Director of Cottage Life
Nancy Cochrane, Unit Director, Cottage 4
Pam Creamer, Unit Director, Cottage 7
John Ferriter, Psychologist III
Norman Farrington, Training Coordinator
Jim Irwin, Director, Social Services
Michael Jacquebois, Asst. to Director of Education
Richard Kauffman, Unit Director, Cottage 9
Jody King, Physical Education Teacher
Ron MacLaren, Psychologist I & Director of Cottage 1
Dan Nee, Unit Director, Cottage 3
Mary Pyne, Supervisor of Nursing Department
Eve Richardson, Advocate
Anthony Sesto, Assist. Supt., Care, Custody, Security
Michael Urbanski, Special Education Coordinator

MAINE CORRECTIONAL CENTER

Gerry Bosse, Physician's Assistant
Hayden Boullie, Correctional Officer II
Don Davenport, Administrative Assistant
Susan Deschambault, Human Services Caseworker Supervisor
Dr. Patricia Tuning, Psychologist III
Donald Googins, Correctional Officer II
James Howard, Assist. Superintendent, Treatment
Carol Jackson, Nurse
Nancy Marcoux, Community Programs Coordinator
Raymond Morin, Correctional Caseworker II
Roberta Niehouse, Principal/Teacher
Michael Worden, Food Service Manager
Greg Willey, Chief of Security

PROBATION & PAROLE

Gary Bates, Probation and Parole Officer
Mark Boger, Assistant Director, Div. of Probation & Parole -
 Juveniles
Dana Blackie, Juvenile Caseworker
Nancy Bouchard, Probation and Parole Officer
Randy Brown, Probation and Parole Officer
Susan Carey, Juvenile Caseworker
Lee Carter, Juvenile Caseworker

APPENDIX B continued

PROBATION & PAROLE

Kevin Chute, Juvenile Caseworker
Nancy Downs, District Supervisor
James T. Farr, District Supervisor
Sandria Griffin, Juvenile Caseworker
Philip B. Hatch, Jr., Assistant Director, Div. of Probation &
Parole - Adults
William Jackson, Institutional Probation Officer (MYC)
Betsy Jaegerman, Probation and Parole Officer
Daniel Kelley, Probation and Parole Officer
Jon Mills, Probation and Parole Officer
Lars Olson, District Supervisor
Susan Pierce, Juvenile Caseworker
Barry Stoodley, District Supervisor
Ann Therrien, Juvenile Caseworker
Peter Tilton, Director, Div. of Probation & Parole
Edmund J. Toohar, District Supervisor
John Walker, District Supervisor
Corinne Zipps, Probation and Parole Officer, Institutional
Probation Officer (MCC)

OTHER

David McDermott, Day One Substance Abuse Counselor at MYC

APPENDIX C

APPENDIX C

ORGANIZATION OF THE MAINE DEPARTMENT OF CORRECTIONS

Maine's correctional system includes both state and county systems. County jails hold offenders who are sentenced by the court to serve up to 364 days in jail for Class D and E crimes. Those convicted of murder or felonies and with sentences exceeding nine months are committed to the Department of Corrections and placed in one of the state's correctional facilities. All juveniles adjudicated to serve time in a correctional facility in excess of 30 days are committed to the Maine Youth Center, the state's only correctional facility for juveniles. The Department's Division of Probation and Parole supervises all juveniles and adults sentenced to probation by the courts, as well as the few adults on parole and all juveniles on entrustment.

Fifteen of Maine's sixteen counties have jails, but not all are certified to hold juveniles or women. In those cases, the county is responsible for finding beds in other county jails or, if that is not possible, requesting the Department to accept its inmates until a bed becomes available in a county jail.

The Department of Corrections operates the State Prison and the Prison Farm, a correctional center, two correctional facilities, three pre-release centers, and the Youth Center.

Two of the institutions, Maine State Prison and the Maine Correctional Center, serve as intake centers. Men with sentences in excess of five years are placed at the Maine State Prison; those with less than five years usually go to the Correctional Center. From there, they may be transferred to one of the other facilities, depending on classification, available programs and beds, and other considerations. Women, regardless of sentence length, are housed in one dormitory at the Maine Correctional Center. There are no other facilities to which they may transfer, unless they are transferred to facilities in other states.

Almost 1,600 inmates are held in the adult institutions. Of these, approximately 50 are women. The Maine Correctional Center's total population ranges from about 615 to 630. Juvenile females are held in either of two cottages at the Maine Youth Center, which has a population of about 250 juveniles, of whom about 30 are females.

The Division of Probation and Parole is divided into six districts, each headed by a District Supervisor. The Division supervises about 9000 people; 7000 adults and 2000 juveniles. Juveniles are referred to Juvenile Caseworkers for diversion from the correctional system, when appropriate, before their cases are taken to court.

**DEPARTMENT OF CORRECTIONS
TABLE OF ORGANIZATION**

