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**REPORT
OF
THE TASK FORCE ON MAINE YOUTH CENTER SECURITY
TO
DONALD L. ALLEN, COMMISSIONER
DEPARTMENT OF CORRECTIONS**

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SUMMARY

SUMMARY

The Task Force on Maine Youth Center Security was established by the Commissioner of the Department of Corrections in May 1990 to develop recommendations to improve security at the Maine Youth Center. The Task Force has spent considerable time reviewing security practices and procedures at the Maine Youth Center in the context of the Youth Center's statutory responsibilities in regard to rehabilitation. Since the Maine Youth Center is a minimum-security facility, with no fence, security depends on practices, procedures, and staff, rather than physical barriers. Many of the buildings are at least 90 years old and are not secure buildings. Since there are no separate security staff, security needs must often be met at the expense of treatment.

The Task Force recognizes the difficulties the Maine Youth Center encounters in dealing with the youth committed to its care. It also recognizes there must be a better balance between treatment and security and, thus, has developed recommendations, which it believes will improve security and provide positive treatment benefits for Maine Youth Center residents.

The Task Force's twelve major recommendations, listed in order of priority, follow.

1. A separate security force should be established and equipped, as soon as possible.
2. The Maine Youth Center should establish a secure physical perimeter by constructing a state-of-the-art fence, suitable for a juvenile facility, around all programmatic and housing areas.
3. The Maine Youth Center should have a secure reception/orientation unit.
4. A bond issue to construct a Southern Maine Regional Detention Facility should be proposed.
5. The Maine Youth Center should enhance its treatment program.
6. The Management Information System, when developed, should be accessible to appropriate supervisory personnel 24 hours a day and should include the essential information on escapees.
7. The assessment of all the MYC buildings in the proposed November Bond Issue should include the perspective of

centralizing all services - school, programs, the infirmary - in the Administration Building. In the meantime, MYC should make every effort to reduce the movement of residents by considering the following options: consolidate the schools and classrooms into one building; schedule resident movement to the infirmary for medical services from the schools and cottages on a regular basis, except in emergencies; administer medication in the cottages in the mornings; hold study halls in the school buildings; and hold all residents not in school in two or three cottages.

8. There should be sufficient funds to repair and maintain security equipment and systems, as well as sufficient manpower to assure such repairs are made.
9. The Maine Youth Center should establish a means of communications so the residents cannot monitor staff communications.
10. The Maine Youth Center and law enforcement agencies should seek prosecution of all escapees under the direct custody of MYC, unless there are significant extenuating circumstances, which must be documented. Juveniles on escape status should be held accountable for all crimes or violations they commit while in the custody of the Department of Corrections.
11. The Maine Youth Center should have at least four more vehicles, two vans and two cars, equipped with radios.
12. The Maine Youth Center should investigate the feasibility of installing additional security lighting in key areas of the facility.

These recommendations, along with many of the others, will take additional resources to implement. The Task Force strongly urges that the necessary resources be provided to the Maine Youth Center, so it can accomplish its critically-important task of rehabilitation within a secure facility.

Some of the Task Force's recommendations can be implemented within existing resources, some will require legislative changes, and, as mentioned above, some will require additional resources. The Task Force suggests that the Department of Corrections and the Maine Youth Center develop a plan of action for the implementation of these recommendations and pledges its assistance and support in this effort. The Task Force plans to meet within six months to review the progress made on the implementation of its recommendations.

INTRODUCTION

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In May 1990, Donald L. Allen, Commissioner of the Maine Department of Corrections, established a Task Force on Maine Youth Center Security, in response to concerns expressed by law enforcement, the media, and local citizens about escapes from the Maine Youth Center. Commissioner Allen charged the Task Force with reviewing security issues at the Maine Youth Center and providing him with recommendations to improve security. The Task Force was directed to develop recommendations which could be implemented administratively and within existing resources, as well as recommendations which would require additional resources or legislation. The Task Force was requested to complete its work as quickly as possible, so that feasible recommendations could be promptly implemented.

This Report includes the recommendations and a rationale for each recommendation developed, as well as a description of the methodology used and of the Maine Youth Center. Recommendations are listed both by topic and by whether they can be implemented within existing resources or will require additional resources or legislative changes.

Members of the Task Force include representatives of the Department of Corrections' Central Office, adult correctional facilities, the Maine Youth Center, and the Portland, South Portland, and Westbrook Police Departments. A list of the Task Force members is found in Appendix A.

METHODOLOGY

METHODOLOGY

The Task Force on Maine Youth Center Security held its first meeting on May 22, 1990, and has met a total of 10 times. In addition, members of the Task Force met five times on three different days with Maine Youth Center staff, all of whom were invited to suggest, at one of the meetings or in writing, ways to improve security. Twenty staff attended the five meetings, and others submitted suggestions in writing or provided suggestions at times other than during the scheduled meetings. Members of the Task Force also toured MYC as a group and, at different times, as individuals and/or subgroups to observe MYC in action.

Assistance in gathering material and information was provided by additional Central Office staff and Maine Youth Center administration and staff, all of whom were extremely helpful and most cooperative. The Portland Police Department offered the use of its computer to compile the data on escapes.

A list of all Maine Youth Center escapees from January 1 to June 1, 1990, was compiled. The records of the 103 escapees were reviewed, and the Data Collection Sheet, developed by members of the Task Force, was completed in as much detail as possible, depending on the information available. The Data Collection Sheet and the data compiled from the forms are found in Appendix B.

The Task Force's twelve major recommendations, with their rationales, are listed first. The remaining recommendations are listed by topics and are not in order of priority.

Recommendations are also listed according to those which can be implemented within existing resources, those which will require additional resources, and those which will require legislative changes. It should be noted that the ability to implement recommendations requiring additional resources is dependent on factors beyond the control of the Maine Youth Center or the Department of Corrections. The state of the economy, the amount of money in the General Fund, and the Legislature's willingness to appropriate funds for the Department of Corrections and the Maine Youth Center are all factors beyond the control of the Department of Corrections.

THE MAINE YOUTH CENTER

THE MAINE YOUTH CENTER

In order to understand security issues at the Maine Youth Center, it is necessary to understand the purpose of the Maine Youth Center and its responsibilities under state statutes and federal law. The Maine Youth Center's buildings, layout, and location are also important in fully understanding security issues.

The Maine Youth Center was established in 1853 as Maine's Reform School. All residents and services were housed in one building, which is still in use today as the Administration Building. The Maine Youth Center is a minimum-security facility, which has no fence. It is located on 300 acres of land in South Portland, adjacent to the Portland Jetport and the Fore River. A map of the Maine Youth Center is found in Appendix C.

The Maine Youth Center is Maine's only correctional facility for juveniles. The age range for committal purposes is from 11 to 21, although most juveniles are committed for an indeterminate period not to extend beyond their 18th birthday but for no less than one year. 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 for committing a crime, and their crimes range from murder and Class A crimes to Class E crimes. Maine passed a law in 1974, which prohibited status offenders (those who committed offenses which would not be offenses if committed by adults, such as running away, truancy, incorrigibility, and "danger of falling into vice") 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 on the third floors, except for one building where they sleep on the first floor. These buildings are Cottage 1, which houses hold-for-court, hold-for-county jails, and other detained juveniles and some committed residents; Cottage 2, which houses the more stable committed girls; Cottage 3, which houses boys involved in the substance-abuse program; and Cottage 4, which houses older boys and concentrates on preparing them with the necessary skills to live semi-independently.

The newer 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. Cottage 6 houses younger boys; Cottage 7 houses boys in the middle-teen years; Cottage 8 houses a range of girls, including hold-for-court and hold-for-county jails and

those who are newly-committed, experiencing trouble adjusting, emotionally disturbed, acting out, assaultive, etc. It also includes four rooms for girls requiring intense care, or seclusion, because of their behavior. Cottage 9 houses the violent/sex offender program for boys.

The Hayden Unit, which is a one-story building, built in 1969, is a special treatment unit for emotionally-disturbed boys, with outpatient services for girls. The Intense Care Unit/Secure Treatment Unit (ICU/STU) has one wing with 15 cells for boys who require intense care or who, because of the nature of their offenses, require secure housing, 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 STU section is for committed boys, while the ICU section is used for both committed and hold-for-court boys. The Control Unit is also located in this building. This building, with a total capacity of 30, is the only self-contained, secure building at the Maine Youth Center.

Some of the Cottages (Cottages 1, 2, 3, 4, 6, and 7) are operated as "open cottages," which means that the doors are not usually locked during daylight hours. The movement of residents is monitored, and residents must have permission to leave the cottages. All residents are "called" to and from their destinations, and they have approximately three minutes to reach their destinations. For those residents who are a security risk, positive peer or staff escorts are provided.

Cottages 8 and 9 are closed cottages and are locked at all times, while the Hayden Unit is locked most of the time. The movement of residents in these cottages is more closely monitored, when they are moving throughout the institution. Residents of the ICU/STU Building do not leave that building.

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 must meet the same requirements as all public schools in Maine. Classes are held at seven separate sites on the grounds, requiring residents to move from building to building. A large number of Maine Youth Center residents (60%-65%) are eligible for Special Education, and the Maine Youth Center must comply with all state and federal laws in regard to Special Education for

eligible juveniles. The fact that classes are held in so many buildings and that, therefore, many residents must go from one building to another for classes, presents ample opportunities for residents to escape.

The 1989 Bond Issue authorized construction of a secure building for juveniles at the Maine Youth Center. Discussions with the architects and engineers to design this building have begun. The building is expected to house between 25 and 40 juveniles and will include classroom and treatment space, as well as space for exercise. All services will be provided in the building, which will be self-contained. No final decisions have been made regarding the populations of juveniles to be housed in this building, but the following populations are being considered: security risks; assaultive/acting out juveniles; treatment resisters; escapees; long-term, hold-for-court juveniles charged with serious offenses; and newly-committed juveniles. The building will house mostly committed juveniles, although any juvenile who escapes, presents a security risk, or is assaultive would be eligible, regardless of his legal status. It is expected that this building will be ready for occupancy sometime in late 1992 or early 1993.

Once the new secure building is completed, consideration will be given to perhaps using the STU section of the current secure building as an ICU/STU program for girls or a reception/orientation unit. The ICU section would continue to be used as it currently is.

In addition to juveniles being committed to the Maine Youth Center, juveniles are routinely ordered by judges to be detained, awaiting a further court appearance, at the Maine Youth Center or are sent, again by judges, to the Maine Youth Center for an evaluation, which normally takes three to four weeks. Since June 1988, the Maine Youth Center has been holding juveniles ordered detained in or committed to county jails. At that time, only six of Maine's 15 county jails were certified to hold juveniles. Some of those jails were holding women or, in some cases, men in their juvenile sections. Consequently, there were very few juvenile beds available in the jails. At the request of some sheriffs, the Department of Corrections agreed that, where no county jails were available to house juveniles, the Maine Youth Center would, provided certain procedures were followed and authorization from the Commissioner or Associate Commissioner was obtained.

Currently, there are eight jails certified to hold juveniles, but some of them, as a matter of policy, choose not to do so. Consequently, the Maine Youth Center houses anywhere from zero to 14 juveniles for county jails on any given day. While the

counties are billed \$90.00 a day for each juvenile held at the Maine Youth Center, the money goes to the state's General Fund. The Maine Youth Center receives no compensation for its added expenses nor has it received any additional resources. These juveniles further stretch the Youth Center's limited resources.

This problem will be exacerbated on January 1, 1992, when a law requiring the removal of all juveniles from adult-serving jails becomes effective. The same bond issue which authorized construction of a secure building at the Maine Youth Center also authorized construction of a regional detention facility in the Bangor area. The planning of this facility is also underway, but the facility is not expected to be completed until late 1992 or early 1993. Unless the counties develop their own programs, such as temporary holding resources, for at least short-term detainees, the number of juveniles held for county jails at the Youth Center will greatly increase, beginning in 1992.

Juveniles who have violated the terms of their probation or their entrustment (aftercare) agreements are also held at the Youth Center awaiting outcomes of hearings. In addition, some juveniles are held for placement or replacement purposes, when the Maine Youth Center is determined not to be the appropriate place for a juvenile or when a previous placement is no longer appropriate or available. The behavior of many of the juveniles in this situation often deteriorates, and some of them become security risks. Staying at the Maine Youth Center only because an appropriate placement cannot be found is profoundly unfair.

It can be seen from the above description of the Maine Youth Center's population, that the Maine Youth Center houses a mixed population of juveniles, who remain at the Youth Center for from one day to several years, though the average length of stay for committed juveniles is about six months. Hold-for-court juveniles usually stay for two to three weeks, unless an evaluation has been requested. Some hold-for-court juveniles are held for excessive periods of time, due to the nature of their crimes; pending a bind-over hearing, to determine whether or not they should be tried as adults; or lack of appropriate placements.

The purposes of the Maine Youth Center are found in Title 34-A, Section § 3802, subsection 1, and are as follow:

§ 3802 Purposes

1. Statement. The purposes of the Maine Youth Center are:

- A. To detain juveniles prior to Juvenile Court appearances on court order that the juvenile be securely detained;
- B. To administer court-ordered diagnostic evaluations pursuant to Title 15, section 3309-A, and court-ordered examinations pursuant to Title 15, section 3318; and
- C. To rehabilitate juveniles committed to it on being adjudicated as having committed a juvenile crime under Title 15, section 3310, subsection 5.

In order to accomplish the purposes listed above, the Maine Youth Center is directed, in Subsection 2, to use certain disciplines, as follow:

2. Accomplishments. To accomplish the purposes set out in subsection 1, the disciplines of education, casework, group work, psychology, psychiatry, medicine, nursing, vocational training and religion as they are related to human relations and personality development shall be employed.

The prime responsibility of the Maine Youth Center for committed juveniles is to rehabilitate/habilitate them. Consequently, the Maine Youth Center's focus in on treatment, using all the disciplines mentioned above. Since most juveniles stay an average of six months, efforts are directed toward providing juveniles with the treatment and skills necessary to successfully return to their families, whenever possible, or, if return to their families is not possible, to an out-of-home placement and to make a successful adjustment to that placement. Residents attend school; participate in individual and group counseling sessions; receive psychological, psychiatric, and medical services, as necessary; attend chapel; and are involved in a variety of other activities.

Upon arrival at the Maine Youth Center, all juveniles receive a medical screening and a physical examination. Education, social, and substance-abuse assessments are done, as are psychological assessments, if necessary. Housing is based, where possible, on the age and/or needs of male juveniles. Female juveniles are all housed in Cottage 8 upon arrival, since there are no specialized housing units for girls, due to their small numbers. Within four to six weeks of arrival, a reception staffing is held for each juvenile. At that time, an individual treatment program is designed for each juvenile, and a certain number of credits, which must be earned before the juvenile can be released, is assigned. Credits are earned for positive behavior, completion

of certain programs, progress in school, and in reaching the goals of the treatment plan. The number of credits can be increased for lack of progress, resistance to treatment, negative behavior, assaults, escapes, etc. The length of stay at the Youth Center depends, for the most part, on successful completion of the credit program. Behavior which results in placement in either ICU or STU leads to additional credits to be earned, as well as time in which no credits can be earned. Juveniles may be held in seclusion in ICU for up to 72 hours, provided certain procedures are followed. If their behavior warrants, or if they are a security risk, the Commissioner may authorize a longer stay. However, ICU space is limited to 15 cells, so it is not always possible to house all juveniles requiring seclusion nor is it always possible to keep them in the ICU as long as may be warranted.

In the last few years, the Maine Youth Center's population has ranged from 186 to 267 juveniles. In 1990, to date, the population has been between 243 and 267. The number of juveniles on different statuses varies from day to day. As an example, on July 11, 1990, the number of juveniles at the Maine Youth Center included:

Total In-Center Population: 254

Boys: 225
Girls: 29
Hold-for-Court: 21
Hold-for-County Jails: 10
Escapees, or AWOLS: 13

The total number of staff, including teachers, is 256 and one half-time person. There are 120 Training School Counselors, who are involved in treatment programs, along with security responsibilities. Since the Maine Youth Center is a minimum-security facility, security is the responsibility of everyone there. All staff are supposed to be aware of security and to help monitor residents to ensure they do not escape. The Maine Youth Center has no separate security force, so security is not the exclusive responsibility of any one person.

The relationship between security and treatment is a complex one. The Maine Youth Center's purpose, in regard to committed juveniles, is to rehabilitate them. There is a belief on the part of many that a certain amount of freedom of movement is necessary for progress in treatment to occur and to assist in the transition process back into the community. It is also true that, in order for juveniles to be treated, they must be at the Maine Youth Center. It is of critical importance that operational and physical security be balanced with treatment.

For too long, security has taken a back seat to rehabilitation. It is time for the Maine Youth Center to focus more on security.

Escapes from the Maine Youth Center have always occurred. The residents of the Maine Youth Center are adolescents, and, like most adolescents, they tend to be impulsive. For some of them, running away from problems is the preferred method of dealing with problems. For some residents, that means running away from the Youth Center. Their reasons for escaping are varied and include, among others, being upset by a personal problem, losing credits, a family crisis, the breakup of a relationship, a need for privacy, a desire for alcohol or drugs, a pending court appearance, a possible return to the Youth Center after a hearing, a fear of the future, a lack of placement, a desire to be with friends on the outside, a refusal to accept responsibility for the crimes which brought them to the Youth Center, a reaction to being confined, a desire to "beat the system."

The number of escapees also varies, with more in some years than in other years. After a particularly large number of escapees (560) in 1986, the Maine Youth Center instituted several measures to improve security and reduce the number of escapes. An AWOL Pursuit Team was formed, and a system of staff and peer escorts was established. Residents who escaped once were clothed in blue jumpsuits, and residents who escaped more than once were clothed in orange jumpsuits. Escapees were placed in ICU for up to 72 hours and were given an additional five credits to earn for a first escape and an additional ten credits for more than one escape. Residents who escaped more than twice were placed in STU. All escapees were placed on off-grounds' restrictions. Staff were assigned to specific positions to monitor residents during times of mass movement. Heavy-duty screens were placed on the first floor windows in the old cottages. These measures helped reduce escapes to 354 in 1987, 272 in 1988, and 253 in 1989. From January 1, 1990, to June 30, 1990, there have been 126 escapes by 103 juveniles. Attempted escapes are also included in these figures. Some escapees are apprehended within minutes and many within hours. About 59% are apprehended the same day, and the largest number are apprehended by Maine Youth Center staff.

These measures are still in place, but they are clearly not adequate. The increased population, increasing number of medical runs and other transportation needs, the increased number of residents requiring one-on-one supervision because of suicidal tendencies, threats of suicide, or because they are in hospitals, which require one-on-one coverage, 24 hours a day, reduce the number of staff available for security purposes.

However, continuing escapes from the Maine Youth Center are unacceptable. They pose a potential risk to the general population and to the escapees, themselves. Efforts must be made and ways must be found to increase both the level of security and the awareness on the part of employees at the Youth Center of the need for increased security. Additional training for all staff on ways to prevent escapes, as well as procedures to follow when there is an escape, is necessary. A staffing analysis to determine how many staff are needed and where and how they should be deployed is also necessary. Current staff may need to be redistributed, in order to provide for additional security.

The Task Force has reviewed and discussed these issues and many more. It has tried to take into account the statutory purposes of the Maine Youth Center, its responsibilities to its residents and to the general public, its current resources, and the additional resources necessary to provide more security in developing its recommendations. The Task Force recognizes the extremely difficult job the Maine Youth Center has in being the only juvenile correctional facility in the state, with a mandate to rehabilitate its residents. The Youth Center is expected to be all things to all people, an impossible task. The staff of the Maine Youth Center have done a remarkable job, given the limitations under which the Maine Youth Center operates and the wide range of sometimes-conflicting responsibilities.

RECOMMENDATIONS

RECOMMENDATIONS

The Task Force has developed the following recommendations as a result of information the Task Force was able to obtain, meetings with staff in regard to their suggestions, a review of statutes and other written material, an analysis of data collected on escapes, tours of the Maine Youth Center and observation of its operations, and the expertise and perspective of the members of the Task Force.

Some of the recommendations will be able to be implemented within the existing resources of the Department of Corrections and the Maine Youth Center. Some will require the cooperation and assistance of other agencies. A few will require legislative action, and many of them will require additional resources.

This section of the Report presents, first, the twelve major recommendations of the Task Force, in order of priority, and the reasons they were made. The remaining recommendations, with their justifications, are organized by topic and are not listed in order of priority. The following sections present the recommendations according to whether they can be implemented within existing resources, whether they will require additional resources, or whether they will require legislative action.

The recommendations all relate to security, although some are more directly related than others. The Task Force believes that the security of the Maine Youth Center will be greatly improved with the implementation of these recommendations, although it recognizes that many of these recommendations, particularly the ones requiring additional resources, will take time to implement.

The Twelve Major Recommendations

1. A separate security force should be established and equipped, as soon as possible.

The Maine Youth Center has no separate security force and no positions exclusively for security. In order to improve security and reduce the number of escapes, additional positions are needed to establish and equip a separate security force. (The Task Force believes that the number of posts should be increased from 26 to 29, at least temporarily, until the staffing analysis has been completed.)

2. The Maine Youth Center should establish a secure physical perimeter by constructing a state-of-the-art fence, suitable for a juvenile facility, around all programmatic and housing areas.

A great deal of consideration was given to constructing a fence, and many options dealing with fencing all or a part of the Maine Youth Center were reviewed. Based on the data on escapees gathered by the Task Force, it was apparent that there is no way to determine which residents might try to escape. Therefore, the only way to ensure that the number of escapes is reduced is to construct a fence around the programmatic and housing areas of MYC.

While there have always been escapes from the Maine Youth Center, the increased concern about these escapes is due to more criminally sophisticated and dangerous juveniles. If there were a fence around the Maine Youth Center, more attention could be focused on the treatment of juveniles and less to where they are. For juveniles to benefit from the treatment programs at the Maine Youth Center, they must be at the Youth Center. For these reasons, the Task Force recommends that a fence be constructed. (See Appendix C for the location of the Task Force's proposed perimeter fence.)

3. The Maine Youth Center should have a secure reception/orientation unit.

The Maine Youth Center no longer has a reception/orientation unit because of the increase in population. Newly-committed juveniles are processed in the infirmary and then placed in a housing unit, based on a quick assessment, which is often limited by a lack of information. Incoming juveniles should be placed in a secure unit, until such time as classification is completed. Consideration should be given to establishing such a unit as part of the new secure building, or, once the new building is constructed, to using the current Secure Treatment Unit as a reception/orientation unit. In addition, the Maine Youth Center should develop a security risk assessment, based on quantifiable and verifiable information, to be completed on all juveniles within one week of arrival. This assessment should be updated on a regular basis.

4. A bond issue to construct a Southern Maine Regional Detention Facility should be proposed.

The Maine Youth Center should not be used for detention for any reason, including court-ordered evaluations. MYC does not have the facilities or resources necessary to handle detained juveniles nor to do evaluations, without taking staff away from the committed population. The 1989 Bond Issue provided funds to build a Northern Maine Regional Detention Facility to detain juveniles from the northern part of the state. A similar facility, which could be built

just off Westbrook Street on the grounds of the Maine Youth Center, but operated as a separate entity, should be available for detaining juveniles from the southern part of the state. If regional detention facilities were available, the Maine Youth Center would be able to concentrate on its committed population.

With the recent passage of a law requiring all juveniles to be removed from adult-serving jails by December 31, 1991, there is a critical need for a Southern Maine Detention Facility. A bond issue to construct such a facility should be proposed.

5. The Maine Youth Center should enhance its treatment program.

Several years ago, the Maine Youth Center received a grant from the Teacher Corps to establish a treatment approach based on reality therapy. A great deal of intensive training was provided, and staff/juvenile involvement was increased. During this time, the number of escapes was greatly reduced.

While a new grant may not be possible, a review of the treatment approach and a plan for involving staff and juveniles in the process might serve to enhance the involvement and commitment of everyone. A renewal of this sort could reduce the number of escapes. Training, money, a coordinator of activities, and, perhaps, additional staff will be needed to provide this enhanced treatment program.

In addition, efforts should be made to increase the residents' involvement in all programs, to include work assignments. A closer relationship with staff, as part of a process in which they have been involved, might increase the juveniles' understanding of and participation in their treatment programs.

6. The Management Information System, when developed, should be accessible to appropriate supervisory personnel 24 hours a day and should include all essential information on escapes.

In order to maintain accurate records on escapes, certain information must be made part of the Management Information System. A form to collect the data for this report was developed and could be used as a format for the necessary information to be gathered and maintained. A copy of the form is found in Appendix B.

7. The assessment of all the Maine Youth Center buildings, as proposed in the upcoming November Bond Issue, should include

the perspective of centralizing all services - school, programs, the infirmary - in the Administration Building. In the meantime, MYC should make every effort to reduce the movement of residents by considering the following options:

- . Consolidate the schools and classrooms into one building;
- . Schedule resident movement to the infirmary for medical services from the schools and cottages on a regular basis, except in emergencies;
- . Administer medication in the cottages in the mornings;
- . Hold study halls in the school buildings; and
- . Hold all residents not in school in two or three cottages.

Services and programs at MYC are located in the outlying buildings, which means that residents are often moving about the building perimeter of MYC. If services were more centralized, residents would be in one location for much of the day and would move towards the perimeter only to return to their cottages. Not only would the opportunities for escape be reduced, but also the movement of residents would be easier to monitor.

The Maine Youth Center has a fully-approved school. However, because of the increased population, classes are held in seven different buildings. Residents move between buildings for various classes, and, during this time, about 14% of the escapes occur. If all classes were held in one building, this movement would be reduced, thus reducing the possibility of escaping and, in all probability, the number of escapes.

MYC has preliminary plans, developed by an architect, to convert the Administration Building to a school. These plans have never been further developed, due to the cost of the conversion. However, given continuing escapes, holding all classes in one building should be reconsidered. Consideration should also be given to moving the infirmary and other programs to the same building in which the school might be located.

Currently, juveniles who require medical attention or who sign up for sick call are permitted to go to the infirmary almost any time during the day. They often walk unescorted to the infirmary between or during classes and other

activities. The greatest percentage (19%) of escapes occur while going to and coming from the infirmary. If trips to the infirmary were scheduled hourly and if all juveniles were transported to the infirmary, the number of escapes would probably be reduced.

In addition, residents go to the infirmary after breakfast and before school for medication. They also make appointments to be seen during sick call. If nurses were to administer medication in the cottages in the morning, as they do in the evening, and screen for sick call at the same time, the number of trips to the infirmary would be greatly reduced.

Residents return to their cottages when they have study halls, which results in unsupervised movement between the school buildings and the cottages. If study halls were held in the school building, this movement would be eliminated, thereby reducing opportunities to escape.

Line staff could be used to supervise study halls, since many of them would not have to supervise those residents in the cottages. If there is no room in the school, the staff dining room could be used. Students could be transported to the dining room by bus or van. For this option to be effective, it will be necessary to implement the following option concurrently.

Since not all residents are in school at all times and since they remain in their cottages when they are not, staff often supervise only a few residents at a time. If all these residents were held in two or three cottages, many of the staff would be available for training, transport, supervising study hall, monitoring movement of residents, etc.

8. There should be sufficient funds to repair and maintain security equipment and systems, as well as sufficient manpower to assure such repairs are made.

Due to insufficient repair funds and, for one year, the lack of a repair budget, many of the buildings at MYC are in a state of disrepair. At a minimum, there should be sufficient funds to ensure that repairs essential to security are made and that the necessary manpower is available to make them.

9. The Maine Youth Center should establish a means of communications so the residents cannot monitor staff communications.

Communications in emergency situations are by radio, so staff and residents in the cottages are able to monitor all communications. A new emergency radio frequency or an emergency code system should be developed, or staff should be provided with digital vibra pagers, which vibrate silently to indicate a message.

10. The Maine Youth Center and law enforcement agencies should seek prosecution of all escapees under the direct custody of MYC, unless there are significant extenuating circumstances, which must be documented. Juveniles on escape status should be held accountable for all crimes or violations they commit while in the custody of the Department of Corrections.

If prosecution were sought on all escapees, except those for whom there are extenuating circumstances, it would send a strong message to all residents that escaping from MYC will result in additional sanctions, including, perhaps, motions to bind over some escapees. If MYC residents knew they would be charged with escape, many of them might not try.

Consideration should also be given to encouraging the prosecution of juveniles who commit crimes while they are on escape status. Currently, juveniles who commit crimes while on escape status are usually not prosecuted, unless it is a serious offense. The District Attorneys seem to think that, as long as the juvenile is already committed to the Maine Youth Center, there is no point in bringing new charges. Juveniles are, therefore, not held accountable for their actions, and their records do not reflect their true criminal history.

Probation and entrustment violators should also be held accountable, by being sent or returned to the Maine Youth Center. However, it should be noted that, if there were more community diversion, pre-release, and semi-independent programs, it might not be necessary to return some probation and entrustment violators to MYC.

MYC would require a Court Officer to handle the anticipated increased court responsibilities, due to increased prosecutions.

11. The Maine Youth Center should have at least four more vehicles, two vans and two cars, equipped with radios.

MYC does not have enough vehicles to cover security and transportation. There have been instances when the AWOL Team was unable to pursue escapees, because there were no cars available. If security at MYC is to be improved, additional vehicles are absolutely necessary.

12. The Maine Youth Center should investigate the feasibility of installing additional security lighting in key areas of the facility.

Additional security lighting in key areas of the Maine Youth Center grounds, particularly in back of the cottages, would greatly increase visibility and make escapees easier to detect. It might also deter some escapees, as well as intruders.

Security Operations/Practices

13. The Maine Youth Center should establish and protect a security perimeter to identify boundaries and prevent escapes. Any juvenile crossing the perimeter is an escapee. Any juvenile who runs toward, but has not yet crossed, the perimeter is an attempted escapee.

MYC considers, and so classifies, any juvenile who is not where he/she should be as an escapee, even though some of them are apprehended within minutes, without ever leaving the grounds. In order to provide for a more accurate count of actual escapees, a perimeter around the Maine Youth Center should be established. Juveniles who never cross the perimeter would be considered attempted escapees. Escapees would be those juveniles who actually cross the perimeter.

14. Any Maine Youth Center resident who poses a clear security risk and/or is unable to function in the open population should be housed in self-contained, secure housing.

The Maine Youth Center has an acute lack of secure housing. The Intense Care Unit/Secure Treatment Unit has a capacity of 30 boys. The Old Intense Care Unit has a capacity of 12, but it is in deplorable condition and is used only on an emergency basis. None of the remaining cottages is self-contained, and the buildings themselves are not secure buildings. The new secure building, authorized in the 1989 bond issue, will provide additional housing for these juveniles, but it may not be sufficient.

15. The Maine Youth Center should update its policy and procedures regarding escapes, to include immediate notification of local law enforcement agencies, and should annually review this policy and its procedures with local police agencies. In addition, the Superintendent, or his designee, should regularly attend the Maine Chiefs of Police Association's meetings.

Since the majority of MYC escapees are apprehended by MYC staff, MYC's policy on escapes has been to delay notification of local police agencies until an hour after the last sighting of an escapee. The police agency representatives have suggested that MYC notify them immediately whenever there is an escape, and the Task Force has agreed with that suggestion. MYC should notify local police agencies first and then the State Police, as soon as an escape has occurred. Pictures and pertinent information should be faxed immediately to local police agencies.

It is critical that MYC and local police agencies work together to apprehend escapees. To that end, once a year, both groups should review escape policy and procedures together to ensure that responsibilities are clearly defined and communications are working well. Communications with police departments around the state would be improved if the superintendent, or his designee, regularly attended the Maine Chiefs of Police Association's meetings.

16. Maine Youth Center residents should wear uniforms or other identifiable clothing, unless they are on the highest group level or on work-release status.

Most MYC residents wear their own clothing, which resembles the clothing of most teenagers - jeans, tee shirts, and sneakers. If they have escaped once, they wear blue jumpsuits. If they have escaped more than once, they wear orange jumpsuits. The jumpsuits are worn until the residents have earned enough credits to wear their own clothes again.

At one time, residents wore state-issued clothing, a practice which was discontinued because of the cost. However, since they tend to wear clothing typical of teenagers, it is very difficult to distinguish MYC escapees from other teenagers. The Task Force believes it is appropriate to reconsider the use of state-issued clothing that would readily identify the wearers as MYC residents. The clothing could consist of a uniform or a piece of clothing, such as brightly-colored pants, and would be worn by all residents, except those on the highest group level or on work-release status.

17. Additional facilities to house juveniles with special needs should be provided.

The Maine Youth Center has some residents, both committed and detained, who, in addition to having committed crimes, are also mentally retarded, mentally ill, developmentally

disabled, etc. MYC is not equipped to handle these juveniles. It has no programs or facilities for these juveniles nor are the staff trained to work with them. They end up at MYC, because no other place will take them. Often, their stay at MYC is supposed to be temporary, while a more appropriate placement is found, but many "temporary" stays last for months. These placements are inappropriate and can be extremely detrimental for such juveniles. In addition, they require an extraordinary amount of staff time, thus reducing the amount of time that might be available for security needs or services for other residents.

18. Staff assigned to security locations during mass movements of residents should be in those locations. In addition, the Maine Youth Center should develop an assignment schedule for teachers and other available staff, in order to provide outside supervision/observation of residents during movement between classes. In order to accomplish the latter, the Department should explore the possibility of including, in certain MYC job descriptions, a statement to the effect that staff may be directed to function in a security capacity, in addition to their regularly-assigned duties.

While staff are assigned to monitor juveniles during mass movements, they are not always able to be at their assigned locations because of other demands, such as transportation and pursuit of escapees. Provisions should be made to ensure that all locations are staffed and that, if the assigned person is unable to be there, another person is temporarily assigned to that location.

Staff, including teachers, provide outside supervision during times of mass movement when residents are going to school in the morning, returning to their cottages for lunch, returning to school after lunch, and returning to their cottages when school ends in the afternoon.

Since classes are held in seven separate buildings, residents often go to several buildings for their classes. During these times, there are insufficient staff available to monitor their movements. If teachers and other available staff were to monitor the movement between classes, the number of escapes could be reduced.

Since security is the responsibility of everyone who works in a correctional facility, there may be times when all staff are needed to assist with security-related tasks, such as monitoring the movement of residents. In order to ensure that such assistance is available when needed, the

Department should explore the possibility of including a statement, in certain MYC job descriptions, that staff may be directed to function in a security capacity, in addition to their regularly-assigned jobs.

19. The Maine Youth Center should explore the possibility of tracking devices for high-risk juveniles, along with electronic-monitoring devices for both juveniles and for perimeter security.

Electronic monitoring and tracking devices could be used for juveniles who have previously escaped or who, because of the nature of their offenses, present a potential security risk. They also could be used for all juveniles, prior to their initial classification. The monitoring computer could be housed in the Control Unit, which is open 24 hours a day. In addition, electronic monitoring devices along the perimeter would alert the Control Unit to escapes.

20. All Training School Counselors involved in security transports and pursuit of escapees should wear clothing, such as jackets and hats, which identifies them as MYC employees.

It is impossible to identify Maine Youth Center employees as such, since they wear no clothing which clearly identifies them. It is particularly important, when pursuing escapees or transporting juveniles, that staff be identifiable as MYC employees.

21. The entrances of Cottages 1 and 2 should be in the front of the buildings.

The entrances to cottages 1 and 2 are in the rear of the buildings, which necessitates residents walking behind the cottages. It is very easy to escape on this route, since there are no staff monitoring movements behind the buildings. (It should be noted, however, that there were no escapes from Cottage 2 during the time period studied.) The movement of residents should be restricted to the front of all buildings.

22. The Department of Corrections should request the Department of Transportation to install grates on the culverts under I-295 near the Maine Youth Center and by Pape Chevrolet and the Dexter Shoe store.

There are culverts, in which escapees often hide, at the above-mentioned locations. The culvert under I-295 has a T in it, enabling a juvenile to hide without being seen from

either end. If grates were installed on these culverts, it would eliminate often-used hiding places.

Personnel

23. The Department should conduct a staffing analysis of security operations and related support staff, including possible redistribution of staff, to develop Full Time Equivalents (FTEs) to cover all posts, by September 30, 1990. This analysis should include, but not necessarily be limited to, consideration of the following:
- . a separate security force, to include transport officers;
 - . the role of Unit Directors and the concept of unit management;
 - . including the number of hours Training School Counselors conduct training in the calculation for determining the shift relief factor;
 - . positions which have been frozen or left vacant, due to state fiscal constraints;
 - . 24-hour medical coverage, including nursing coverage of the school during school hours;
 - . an operational component to process all admissions;
 - . MYC's organizational structure, from line staff to middle management; and
 - . coverage of the infirmary to maintain security procedures.

In order to determine the staffing levels, patterns, and posts needed at the Maine Youth Center, a staffing analysis is necessary. Since there are a large number of treatment and support staff and teachers, some of whom might be able to assist with security, the analysis should include them, as well as taking into account several other factors.

The Maine Youth Center has no separate security force. Area Supervisors are in charge of security and can order Training School Counselors to handle security-related activities, regardless of their regular cottage assignments. Pulling Training School Counselors from their positions disrupts program activities, in which they play an important role, and hampers the Unit Directors' ability to manage

their cottages and their programs. The chain of command is unclear, and the two jobs, Unit Director and Area Supervisor, often conflict. If, after this assessment, the concept of unit management is reaffirmed, each cottage should have a Unit Director.

A separate security staff would obviously increase security, as well as eliminate the disruption caused by pulling Training School Counselors from programs and cottages. They would also be able to respond more quickly to emergencies, such as escapes. These security officers should be specially trained and should meet specific criteria related to this particular job. A new job description for these security officers may have to be developed.

Much of the training at the Maine Youth Center is conducted by Training School Counselors, who must be pulled from their assigned positions or paid overtime in order to provide training. Using Training School Counselors as trainers results in unmanned posts and reduces MYC's ability to respond to escapes and other emergencies. A full-time trainer and additional Training School Counselors would help alleviate this problem.

The staffing analysis should also address positions which have been frozen or left vacant, due to state fiscal constraints.

The Maine Youth Center has nursing coverage for only 16 hours a day. In order to provide round-the-clock medical coverage and reduce the number of trips to the infirmary, additional nurses should be hired, as soon as resources permit. If additional nurses were available, sick calls could be handled at the schools, thus reducing the number of trips residents make to the infirmary.

An operational component to handle all assessments, gather necessary information, and process all admissions would ensure that all information regarding incoming juveniles, including security information, is available at the earliest possible time. If a reception/orientation unit is established, this component would operate as part of that unit.

The staffing analysis should include an assessment of the Maine Youth Center's organizational structure, from line staff to middle management, including a potential reorganization of the structure, as appropriate or necessary.

There are often a large number of residents at the infirmary for sick call, as well as those who are actually in the infirmary. Since the infirmary is located in the same building where juveniles are admitted to the Maine Youth Center, there is a need for a Training School Counselor in the infirmary to monitor the activities of residents, to include ensuring that new admissions are kept separate from those residents who are sick or at sick call and to maintain security procedures.

24. A strategy to implement staffing levels and patterns, consistent with the results of the staffing analysis, should be developed by December 31, 1990.

Once the staffing analysis has been completed, a strategy to implement the results of the analysis must be developed. The strategy will have to take into account the following issues:

- . There may be significant Union barriers;
- . There may be too few people to do the necessary jobs;
- . There are no positions assigned to security or transport; and
- . Implementation will require additional resources.

25. The Maine Youth Center's collective bargaining agreement regarding promotions of Training School Counselor Is to Training School Counselor IIs, as well as transfers to other positions, should be consistent with the agreement in place for the Department's other facilities. Such an agreement would ensure that promotions and transfers of staff are based on skills and competence, rather than seniority.

At the Department's other institutions, promotions from the equivalents of Training School Counselor Is to Training School Counselor IIs - Correctional Officer Is to Correctional Officer IIs and Guards to Guard Sergeants - are based on merit, not seniority. Registers, oral boards, and interviews should be used to ensure that the best candidates are hired. Transfers to other positions should also be based on merit, not seniority.

26. MYC should require the Physical Aptitude Test for all new Training School Counselors.

Since Training School Counselors are responsible for security, along with their other duties, they should be able to pass a basic physical fitness test. Their duties include, among other things, apprehending escapees, physically restraining juveniles, and breaking up fights.

If they are not physically fit, they jeopardize their own safety, as well as the safety of other staff and juveniles.

Administrative

27. The Department should reassess the role of the Maine Youth Center.

The Maine Youth Center is required to be all things to all juveniles who commit, or allegedly commit, crimes. It deals with, among others, committed and detained juveniles; juveniles held on court orders or for county jails; juveniles held for court-ordered evaluations; juveniles who have violated conditions of probation and conditions of release or entrustment; juveniles held for bind-over hearings; juveniles who are mentally-retarded and mentally ill; and juveniles who are awaiting placement. The Maine Youth Center has neither the staff nor the resources to deal with many of these juveniles with special needs. The Maine Youth Center does not have appropriate facilities for evaluating juveniles sent there for that purpose by the courts or for securely detaining juveniles, particularly those juveniles being detained for lengthy periods of time awaiting bind-over hearings. Some of these juveniles would be more appropriately served in other facilities, if they existed. Efforts should be made to establish specialized programs/facilities for specific populations, so the Maine Youth Center could better meet its mandate of rehabilitating committed juveniles.

In addition, the courts should be encouraged to use community providers for evaluations, when appropriate. There were approximately 900 juveniles held for court in 1989. Of that number, between 300 and 350 evaluations were requested by the courts. Of that number, about one-third of the juveniles evaluated were committed to MYC. Based on these numbers, about 220 of those evaluations could have been done in the community, with little or no risk to the general public. Until such time as MYC is no longer required to do evaluations, the courts should transfer to MYC the funds they have available for evaluations, if they are not being used to purchase community evaluations.

28. The Department of Corrections should reconsider its policy (6.10J) of holding juveniles for county jails.

The Maine Youth Center currently holds juveniles for county jails, which are unable to house them because of lack of space. Only eight of the 15 county jails are certified to hold juveniles, and many of those use their juvenile space

to cope with adult overcrowding. County jails must have authorization from the Commissioner or Associate Commissioner of the Department of Corrections in order for MYC to hold their juveniles. Counties are charged \$90.00 a day for each juvenile held at MYC. The money goes to the General Fund, rather than to MYC, which must cover the additional expenses within its existing resources. These funds should be paid directly to the Maine Youth Center or additional funds should be made available to offset these expenses. Regional detention facilities should be established to hold juveniles who might otherwise be held at county jails.

29. An Assistant Attorney General to handle juvenile matters should be assigned to the Department of Corrections.

Prosecution of Maine Youth Center residents for escape, assaults, etc., depends on the Cumberland County District Attorney, who has the heaviest caseload in the state. Escapes from MYC and even assaults on staff are often not a high priority. If the Department had an Assistant Attorney General to prosecute escapes, staff assaults, assaults on other residents, etc., a very strong message would be sent to the other residents. The fact that they would not only be charged but also prosecuted might cause some residents to think twice before they tried to escape or assaulted someone. In addition, the Assistant Attorney General could handle other court cases and commitments to the Department of Human Services, as well as provide legal advice and training.

30. The Maine Youth Center's current four-hours-a-week contract with a physician should be expanded to provide coverage by a physician for a minimum of 20 hours a week.

Additional medical coverage by a physician, as well as the possibility of specialists providing services to the residents at the Maine Youth Center, should be provided. The possibility of obtaining specialized services, such as x-rays, at MYC should be explored. The more medical services provided at MYC, the fewer medical trips to Portland will be necessary. Such coverage could both reduce possibilities for escapes and enable more staff to remain at MYC to be available for other needs.

31. The Task Force on Maine Youth Center Security should meet within six months to review this Report and the status of these recommendations.

The Task Force believes that the recommendations contained in this report should be implemented as soon as possible.

It recognizes that additional resources will be necessary to implement many of the recommendations. However, there are some recommendations which can be implemented within available resources. An assessment of progress made on implementing those recommendations, as well as a review of the other recommendations to determine when they might be implemented, would also lead to a review of the effectiveness of those recommendations which have been implemented. Such an assessment might also lead to additional suggestions for implementing recommendations and further improving security.

Reception/Orientation

32. MYC should develop a policy and procedures for admissions, to include the information needed for initial placement.

There should be an orientation period for juveniles, during which time classification would be completed. Juvenile Caseworkers should provide all pertinent information which they have or can gather. This information should be delivered with each juvenile. Further information should be provided by telephone or fax. If the information is not provided, the Maine Youth Center should call the Juvenile Caseworker to request it. Without such information, appropriate housing and treatment decisions are difficult to make.

33. The Commissioner should direct the Division of Probation and Parole to provide, at a minimum, the following information for every juvenile, regardless of status, upon arrival at the Maine Youth Center or by fax immediately after arrival at MYC:

- . name and address
- . date of birth
- . parents or legal guardian
- . crime
- . criminal history, if known
- . medical information
- . risk of suicide or self-harm
- . behavior (assaultive, sex offender, etc.)
- . risk of escape
- . prior law enforcement agency contacts
- . current or last school attended
- . contact with other state agencies/foster homes/
group homes

In order to be able to classify juveniles, to include whether or not they are security risks, it is necessary to have, at a minimum, the above-mentioned information upon arrival of each juvenile at MYC. Most, if not all, of this information should be known to Juvenile Caseworkers. If it is not possible to provide the information when juveniles arrive at MYC, Juvenile Caseworkers should fax it to the Maine Youth Center. In order to provide this information quickly, each Probation and Parole District Office should have a fax machine. The Department should seek the necessary funds to purchase six fax machines, one for each Probation and Parole District.

34. Juveniles whose probation or entrustment has been revoked and who have been returned to MYC should be placed in a secure reception/orientation unit, as soon as one is established. Meanwhile, they should be restricted to their assigned units for a minimum of 72 hours. If it is necessary for these juveniles to leave their housing units, they should be escorted by staff.

Juveniles who are sent to the Maine Youth Center because they have violated their probation or who are returned to MYC because they have violated their entrustment often do not expect to have to stay at MYC. When, in fact, it is determined that they will be staying at MYC, many of them have a difficult time accepting that fact. It appears that the time immediately after juveniles have been informed they will have to stay at MYC is a prime time for escapes. Of the escapees studied, 27% were probation and entrustment violators. Until a secure reception/orientation unit is established, these juveniles should be restricted to their assigned units for at least 72 hours. This period of time will give them an opportunity to accept the fact that they will be staying at the Maine Youth Center until they have completed their recently-assigned credit program.

Resident Programs/Treatment

35. More alternatives to the Maine Youth Center are needed for those juveniles who do not require secure incarceration.

The Maine Youth Center's committed population consists of juveniles adjudicated of all classes of crimes and probation and entrustment violators. Class D and E offenders comprise 23% of the population, probation violators comprise 27% of the population, and entrustment violators comprise 17% of the population. If there were more alternatives to MYC, such as structured group homes, day treatment centers, pre-release centers, semi-independent living programs, etc.,

many Class D and E offenders and probation and entrustment violators would be able to be served by such programs. MYC could then concentrate on the more dangerous and serious offenders, who require some level of security.

Training

36. All new Maine Youth Center staff, including administrative and support staff, should receive training in security practices and escape prevention and procedures. All staff should receive ongoing training in this area.

It is essential that all MYC employees be cognizant of the fact that they work in a correctional facility. They should all be trained in security practices and escape prevention and procedures. Such training would enable all staff to participate, as necessary, in improving security practices and to be better prepared to deal with correctional clients.

Since many staff will not often actively participate in security operations, ongoing training is necessary to ensure continued awareness of issues and practices related to security. The staffing analysis will provide the necessary information to determine the number of trainers needed, as well as the need for a full-time training officer.

Client Information and Records

37. The Department of Corrections and the Maine Youth Center should work with the courts to ensure that all information required under Title 15, Section 3316, 1-A, is transmitted to Maine Youth Center, at the time juveniles are committed to the Youth Center.

Title 15, Section 3316, 1-A, states that

When a juvenile is committed to the Department of Corrections or to the Department of Human Services, the court shall transmit, with the commitment order, a copy of the petition, the order of adjudication, copies of the social study, any clinical or educational reports and other information pertinent to the care and treatment of the juvenile.

Usually, the only information that comes with a juvenile committed to the Maine Youth Center is the commitment order. Consequently, MYC knows little or nothing about the juvenile, which hampers both placement and treatment

decisions and could pose a risk for both the juvenile and the staff. It would also be helpful if the intake questionnaire, completed by the Juvenile Caseworker, were sent with the juvenile.

38. A log of escapes should be maintained.

There should be a separate log for escapes. This log should contain the following information: name, cottage assignment, time of escape, place of escape, route of escape, weather, reason for escape, by whom apprehended, where found, time of apprehension, and additional crimes committed, if any.

39. A security profile sheet, with all key information about a resident, should be completed, kept on file, and updated regularly.

Maine Youth Center records are mostly in narrative form and contain a great deal of information. However, it is time-consuming to go through these records to find information pertinent to security issues. A security profile sheet in each juvenile's record would provide important information at a glance. This sheet could also be faxed to police departments in the event of an escape.

Coordination With Outside Agencies

40. The Department of Corrections, with the assistance of the Office of Attorney General, should develop an informational program for judges, in order to update them on juvenile issues, including the Maine Youth Center.

It is extremely important that judges be current with regard to juvenile issues and programs. They should also be familiar with the Maine Youth Center. Consideration should be given to strongly suggesting that all new judges visit the Maine Youth Center as part of their orientation, since it is important that they understand MYC, the programs available, the mandates under which it operates, etc. All judges should be updated on MYC on a regular basis, perhaps through presentations at their annual meetings, and should be encouraged to visit the Maine Youth Center every two or three years.

41. Legislation should be introduced to assign responsibility to the sheriffs' departments for transporting all juveniles, who have been charged with escape or violations and who have been apprehended.

The Maine Youth Center transports all juveniles who escape and are apprehended from the various sheriffs' departments back to MYC. Since MYC has no transport officers and since its Training School Counselors are assigned other duties, transporting further depletes its scarce resources. Sheriffs are responsible for transporting offenders in most other cases, and they have deputies, whose primary jobs are to transport, and vehicles equipped for transporting offenders. Therefore, it appears that the counties are in a better position to transport MYC escapees back to the Maine Youth Center, which would allow MYC staff to remain at the Youth Center, thus enhancing its security coverage.

Juvenile Caseworkers often must transport juveniles who have violated their conditions of entrustment to the Maine Youth Center in their personal vehicles. They are not trained in transport procedures, and their vehicles have no provisions for security, which places Juvenile Caseworkers and juveniles in potentially-dangerous situations. It would be much safer for all concerned if the sheriffs would transport these juveniles, as well.

Until such legislation is enacted, the Department of Corrections should explore, with the sheriffs, the possibility of the sheriffs providing transportation.

42. Title 34-A should be amended to reflect that the Maine Youth Center's rehabilitative mandates should occur in a secure setting.

According to Title 34-A, the Maine Youth Center's purpose in regard to committed juveniles is to rehabilitate them. There is no mention of security. Since it is impossible to rehabilitate juveniles on escape, there must be a recognition that security plays an important role in the rehabilitation of committed juveniles. It should be noted that the Maine Youth Center is not now a secure facility and that any mandate for a secure setting must recognize that the Maine Youth Center is not a secure facility.

43. Juveniles who are 16 or older and who have two previous adjudications for felony-type offenses should, on the third felony charge, be prosecuted as adults.

The number of dangerous, assaultive juveniles, with significant criminal histories, committed to the Maine Youth Center has increased in the last several years. Many of these juveniles are charged with serious crimes, such as murder, rape, and other sex offenses, and many of them resist treatment. They are often assaultive while at MYC

and are also security risks. Courts are generally reluctant to bind over juveniles and returning them to the Maine Youth Center does not convey the seriousness of their offenses.

If juveniles 16 or older were prosecuted for a Class A crime or for a third felony, having been twice adjudicated for committing felonies, and if they were found guilty, the court might order these juveniles to be placed at the Maine Youth Center until they either completed their sentences or attained their majority. If these juveniles were placed at the Maine Youth Center for the purpose of benefitting from its rehabilitative programs and if they functioned in a manner in which they demonstrated that they were not likely to take advantage of the rehabilitative programs, the Department of Corrections might then transfer them to an adult-serving facility for the remainder of their sentences. If they functioned in a manner which indicated that they were benefitting from the rehabilitative programs, then, upon attaining their majority, the court could review their sentences for the purpose of determining whether or not modifications might be in order. These juveniles could also be treated as adults and sent to one of the Department's adult institutions.

Public Relations/Education

44. The public should be educated as to the Maine Youth Center's responsibilities, programs, accomplishments, and residents.

The public has little or no understanding of the Maine Youth Center, its purpose, and its accomplishments. Too often, the media focus on only negative aspects, such as escapes. The media should be encouraged to cover MYC on an ongoing basis, in order to provide the public more complete information. It would also be helpful if MYC had the resources to be actively involved in this effort. Videos could be made, perhaps with the assistance of Southern Maine Vocational College, Portland Regional Vocational Technical Center, or MYC residents, and shown not only on television but also to various organizations around the state.

45. The Department of Corrections should seek funds to hire a Public Information Officer for the Department.

The Department of Corrections has no Public Information Officer and has neither the staff nor the resources to mount a public information/education campaign. It is important for the Department to inform and educate the public and others about the Department, its institutions and services,

its mandates and responsibilities, its limitations, etc. It is particularly important that the public be educated about the Maine Youth Center and its purpose, responsibilities, mandates, and programs. The Maine Youth Center differs from adult facilities, in that its mission is one of rehabilitation and its mandates are far more numerous, since there are many services which must be provided to juveniles which are not mandated for adults. Education/information about MYC would help the public better understand the difficult job the Maine Youth Center has and gain a greater appreciation of its needs and accomplishments.

RECOMMENDATIONS TO BE
IMPLEMENTED WITHIN EXISTING
RESOURCES

RECOMMENDATIONS TO BE IMPLEMENTED WITHIN EXISTING RESOURCES

The following recommendations can be implemented within the existing resources of the Department of Corrections and the Maine Youth Center. The Task Force recommends that the Department of Corrections and the Maine Youth Center develop a plan of action for the implementation of these recommendations and that every effort be made to implement them as soon as possible.

These recommendations are not listed in order of priority, since it will be possible to implement some more quickly than others. Some recommendations require the assistance/cooperation of other agencies, and, therefore, their implementation may be beyond the control of the Department of Corrections or the Maine Youth Center.

- The Maine Youth Center should establish and protect a security perimeter to identify boundaries and prevent escapes. Any juvenile crossing the perimeter is an escapee. Any juvenile who runs toward, but has not yet crossed, the perimeter is an attempted escapee. (Rec. 13, p. 19)
- The Maine Youth Center should update its policy and procedures regarding escapes, to include immediate notification of local law enforcement agencies, and should annually review this policy and its procedures with local police agencies. In addition, the Superintendent, or his designee, should regularly attend the Maine Chiefs of Police Association's meetings. (Rec. 15, p. 19)
- Staff assigned to security locations during mass movements should be in those locations. In addition, the Maine Youth Center should develop an assignment schedule for teachers and other available staff, in order to provide outside supervision of residents during movement between classes. In order to accomplish the latter, the Department should explore the possibility of including, in certain MYC job descriptions, a statement to the effect that staff may be directed to function in a security capacity, in addition to their regularly-assigned duties. (Rec. 18, p. 21)
- The Department of Corrections should request the Department of Transportation to install grates on the culverts under I-295 near the Maine Youth Center and by Pape Chevrolet and the Dexter Shoe store. (Rec. 22, p. 22)
- The Department should conduct a staffing analysis of security operations and related support staff, including possible redistribution of staff, to develop Full Time

Equivalent (FTEs) to cover all posts, by September 30, 1990. This analysis should include, but not necessarily be limited to consideration of the following: a separate security force, to include transport officers; the role of Unit Directors and the concept of unit management; including the number of hours Training School Counselors conduct training in the calculation for determining the shift relief factor; positions which have been frozen or left vacant, due to state fiscal constraints; 24-hour medical coverage, including nursing coverage of the school during school hours; an operational component to process all admissions; MYC's organizational structure, from line staff to middle management; and coverage of the infirmary to maintain security procedures. (Rec. 23, p. 23)

- A strategy to implement staffing levels and patterns, consistent with the results of the staffing analysis, should be developed by December 31, 1990. (Rec. 24, p. 25)
- The Maine Youth Center's collective bargaining agreement regarding promotions of Training School Counselor Is to Training School Counselor IIs, as well as transfers to other positions, should be consistent with the agreement in place for the Department's other facilities. Such an agreement would ensure that promotions and transfers of staff are based on skills and competence, rather than seniority. (Rec. 25, p. 25)
- The Maine Youth Center should require the Physical Aptitude Test for all new Training School Counselors. (Rec. 26, p. 25)
- The Department should reassess the role of the Maine Youth Center. (Rec. 27, p. 26)
- The Department of Corrections should reconsider its policy (6.10J) of holding juveniles for county jails. (Rec. 28, p. 26)
- The Task Force on Maine Youth Center Security should meet within six months to review this Report and the status of these recommendations. (Rec. 31, p. 27)
- The Maine Youth Center should develop a policy and procedures for admissions, to include the information needed for initial placement. (Rec. 32, p. 28)
- The Commissioner should direct the Division of Probation and Parole to provide, at a minimum, the following information for every juvenile, regardless of status, upon arrival at

the Maine Youth Center or by fax immediately after arrival at MYC: name and address, date of birth, parents or legal guardian, crime, criminal history, if known, medical information, risk of suicide or self-harm, behavior (assaultive, sex offender, etc.), risk of escape, prior law enforcement agency contacts, current or last school attended, and contact with other state agencies/foster homes/group homes. (Rec. 33, p. 28)

- Juveniles whose probation or entrustment has been revoked and who have been returned to MYC should be placed in a secure reception/orientation unit, as soon as one is established. Meanwhile, they should be restricted to their assigned units for a minimum of 72 hours. If it is necessary for these juveniles to leave their housing units, they should be escorted by staff. (Rec. 34, p. 29)
- All new Maine Youth Center staff, including administrative and support staff, should receive training in security practices and escape prevention and procedures. All staff should receive ongoing training in this area. (Rec. 36, p. 30)
- The Department of Corrections and the Maine Youth Center should work with the courts to ensure that all information required under Title 15, Section 3316, 1-A, is transmitted to the Maine Youth Center at the time juveniles are committed to the Youth Center. (Rec. 37, p. 30)
- A log of escapes should be maintained. (Rec. 38, p. 31)
- A security profile sheet, with all key information about a resident, should be completed, kept on file, and updated regularly. (Rec. 39, p. 31)
- The Department of Corrections, with the assistance of the Office of Attorney General, should develop an informational program for judges, in order to update them on juvenile issues, including the Maine Youth Center. (Rec. 40, p. 31)
- The public should be educated as to the Maine Youth Center's responsibilities, programs, accomplishments, and residents. (Rec. 44, p. 33)

RECOMMENDATIONS REQUIRING
ADDITIONAL RESOURCES

RECOMMENDATIONS REQUIRING ADDITIONAL RESOURCES

The following recommendations will require additional resources in order to implement them. The first twelve recommendations are the Task Force's major recommendations and are listed in order of priority.

1. A separate security force should be established and equipped as soon as possible. (p. 13)
2. The Maine Youth Center should establish a secure physical perimeter by constructing a state-of-the-art fence, suitable for a juvenile facility, around all programmatic and housing areas. (p. 13)
3. The Maine Youth Center should have a secure reception/orientation unit. (p. 14)
4. A bond issue to construct a Southern Maine Regional Detention Facility should be proposed. (p. 14)
5. The Maine Youth Center should enhance its treatment program. (p. 15)
6. The Management Information System, when developed, should be accessible to appropriate supervisory personnel 24 hours a day and should include the essential information on escapees. (p. 15)
7. The assessment of all the MYC buildings in the proposed November Bond Issue should include the perspective of centralizing all services - school, programs, the infirmary - in the Administration Building. In the meantime, MYC should make every effort to reduce the movement of residents by considering the following options: consolidate the schools and classrooms into one building; schedule resident movement to the infirmary for medical services from the schools and cottages on a regular basis, except in emergencies; administer medication in the cottages in the mornings; hold study halls in the school buildings; and hold all residents not in school in two or three cottages (p. 15)
8. There should be sufficient funds to repair and maintain security equipment and systems, as well as sufficient manpower to assure such repairs are made. (p. 17)
9. The Maine Youth Center should establish a means of communications so the residents cannot monitor staff communications. (p. 17)

10. The Maine Youth Center and law enforcement agencies should seek prosecution of all escapees under the direct custody of MYC, unless there are significant extenuating circumstances, which must be documented. Juveniles on escape status should be held accountable for all crimes or violations they commit while in the custody of the Department of Corrections. (p. 18)
 11. The Maine Youth Center should have at least four more vehicles, two vans and two cars, equipped with radios. (p. 18)
 12. The Maine Youth Center should investigate the feasibility of installing additional security lighting in key areas of the facility. (p. 19)
- Any Maine Youth Center resident who poses a clear security risk and/or is unable to function in the open population should be housed in self-contained, secure housing. (Rec. 14, p. 19)
 - Maine Youth Center residents should wear uniforms or other identifiable clothing, unless they are on the highest group level or on work-release status. (Rec. 16, p. 20)
 - Additional facilities to house juveniles with special needs should be provided. (Rec. 17, p. 20)
 - The Maine Youth Center should explore the possibility of tracking devices for high-risk juveniles, along with electronic-monitoring devices for both juveniles and for perimeter security. (Rec. 19, p. 22)
 - All Training School Counselors involved in security transports and pursuit of escapees should wear clothing, such as jackets and hats, which identifies them as MYC employees. (Rec. 20, p. 22)
 - The entrances of Cottages 1 and 2 should be in the front of the buildings. (Rec. 21, p. 22)
 - An Assistant Attorney General to handle juvenile matters should be assigned to the Department of Corrections. (Rec. 29, p. 27)
 - The Maine Youth Center's current four-hours-a-week contract with a physician should be expanded to provide coverage by a physician for a minimum of 20 hours a week. (Rec. 30, p. 27)

- Each Probation and Parole District Office should have a fax machine. (Note: This recommendation is also included on the preceding list, because the information requested can be provided within existing resources. However, in order to ensure that the information reaches the Maine Youth Center as soon as possible, the District Offices need fax machines.) (Rec. 33, p. 28)
- More alternatives to the Maine Youth Center are needed for those juveniles who do not require secure incarceration. (Rec. 35, p. 29)
- The Department of Corrections should seek funds to hire a Public Information Officer for the Department. (Rec. 45, p. 33)

RECOMMENDATIONS
REQUIRING LEGISLATION

RECOMMENDATIONS REQUIRING LEGISLATION

- Legislation should be introduced to assign responsibility to the sheriffs' departments for transporting all juveniles, who have been charged with escape or violations and apprehended. (Rec. 41, p. 31)
- Title 34-A should be amended to reflect that the Maine Youth Center's rehabilitative mandates should occur in a secure setting. (Rec. 42, p. 32)
- Juveniles who are 16 or older and who have two previous adjudications for felony-type offenses should, on the third felony charge, be prosecuted as adults. (Rec. 43, p. 32)

APPENDICES

APPENDIX A

Task Force on Maine Youth Center Security

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APPENDIX B(1)
MAINE YOUTH CENTER

AWOL Data Collection Sheet

NAME, Last: _____ First: _____

AGE: Years: _____ Months: _____

SEX: Male: ___ Female ___

RESIDENCY: City: _____ State, If Not Maine _____

COMMITTED/RECEIVED AT MYC: Date: ___/___/___

LEGAL STATUE: Comm: ___, Hold For Crt: ___, Cnty Jail Transf: ___
P/V : ___, Entrust/V: ___, No Status: ___, Other: ___

CLASS OF OFFENSE: A: ___ B: ___ C: ___ DorE ___ PV ___ EtV ___ Oth ___

GROUP/LEVEL ASSIGNMENT: ___1 ___2 ___3 ___4 ___5 ___ No Assignment

WENT AWOL: Date: ___/___/___ Time: ___ am ___ pm Day of Week: _____

HOW LONG AT MYC BEFORE GOING AWOL: Days: _____

AWOL FROM WHAT LOCATION: Cottage#: ___ In Route To: ___ School ___
Gym: ___ Infirmary ___ STU ___ ICU ___ Admin ___ Off Grounds ___
Fail To Return AWL: ___ If Other Where? _____

#RESIDENTS GOING AWOL WITH: _____

ROUTE OF ESCAPE:

RETURNED FROM AWOL: Date: ___/___/___

TOTAL #DAYS AWOL: Days: _____

CAPTURED/RETURNED BY: Agency:

REASON FOR GOING AWOL:

OF PREVIOUS AWOLS: _____

NOTES/COMMENTS:

6/8/1990

MAINE DEPARTMENT OF CORRECTIONS

Maine Youth Center

A.W.O.L Data, Jan 1 to June 1, 1990

Residents 103

AWOL Incidents 1/1/90 to 6/1/90 126

AGE

<u>Years</u>	<u>#</u>	<u>%</u>	<u>Years</u>	<u>#</u>	<u>%</u>
13/6	2	2	16	13	13
14	3	3	16/6	15	15
14/6	8	8	17	6	6
15	12	12	17/6	18	17
15/6	22	21	18	3	3
			18/6	1	1

SEX

<u>Male</u>	<u>#</u>	<u>%</u>	<u>Female</u>	<u>#</u>	<u>%</u>
	92	89		11	11

LEGAL STATUS

<u>Status</u>	<u>#</u>	<u>%</u>
Committed	64	63
Hold For Crt.	10	10
Cnty Jail Tranf	—	—
Probation Viol.	15	16
Entrust Viol.	11	11

OFFENSE

<u>Offense Type</u>	<u>#</u>	<u>%</u>
Class A	6	5
Class B	7	6
Class C	27	23
Class D/E	26	23
Probation Viol.	29	27
Entrust Viol.	13	11
Unknown	6	5

AWOL BY MONTH

<u>Month</u>	<u>#</u>	<u>%</u>
Jan.	36	28.5
Feb.	13	10.3
Mar.	19	15.
Apr.	27	21.4
May	31	24.6

AWOL BY DAY OF THE WEEK

<u>Day</u>	<u>#</u>	<u>%</u>
Sun	11	8.7
Mon	36	28.5
Tue	22	17.4
Wed	17	13.5
Thu	16	12.7
Fri	10	7.9
Sat	14	11.1

AWOL BY TIME OF DAY

<u>Hrs</u>	<u>#</u>	<u>%</u>	<u>Hrs</u>	<u>#</u>	<u>%</u>
1:00	2	1.6	7:00	1	.8
2:00	—	—	8:00	18	14.3
3:00	—	—	9:00	23	18.3
4:00	—	—	10:00	5	4.0
5:00	—	—	11:00	14	11.1
6:00	—	—	12:00	2	1.6

<u>Hrs pm</u>	<u>#</u>	<u>%</u>	<u>Hrs pm</u>	<u>#</u>	<u>%</u>
1:00	10	7.9	7:00	1	.8
2:00	6	4.8	8:00	—	—
3:00	19	15.1	9:00	—	—
4:00	13	10.3	10:00	—	—
5:00	6	4.8	11:00	—	—
6:00	6	4.8	12:00	—	—

LENGTH OF STAY AT NYC BEFORE GOING AWOL

<u>#of Days</u>	<u>#</u>	<u>%</u>	<u>#of Days</u>	<u>#</u>	<u>%</u>
-1	2	1.9	16 to 30	14	13.6
1 to 3	6	5.8	31 to 60	17	16.5
4 to 7	3	2.9	61 to 90	8	7.8
8 to 10	4	3.9	91 to 120	13	12.6
11 to 15	3	2.9	121+	33	32.0

AWOL BY COTTAGE ASSIGNMENT

<u>Cottage</u>	<u>#</u>	<u>%</u>	<u>Cottage</u>	<u>#</u>	<u>%</u>
1	19	15.1	7	26	20.6
2	—	—	8	14	11.1
3	20	15.9	9	4	3.2
4	10	7.9	STU	1	.8
6	29	23.	ICU	—	—
			INFIR	4	3.2

AWOL FROM/ENROUTE TO

<u>Location</u>	<u>#</u>	<u>%</u>	<u>Location</u>	<u>#</u>	<u>%</u>
Cott 1	9	7.1	School	18	14.3
Cott 2	—	—	Infirm	24	19.0
Cott 3	10	7.9	AFL	2	1.6
Cott 4	5	4.0	Off Ground	6	4.8
Bld 5	—	—	Chapel	3	2.4
Cott 6	16	12.7	Library	4	3.2
Cott 7	12	9.5	Kitchen	1	.8
Cott 8	8	6.3	Work Detail	3	2.4
Cott 9	1	.9			

RESIDENTS GOING AWOL WITH

<u># Residents</u>	<u>#</u>	<u>%</u>
0	54	42.9
1	52	41.3
2	18	14.3
3	2	1.6

DAYS AWOL

<u>Days</u>	<u>#</u>	<u>%</u>	<u>Days</u>	<u>#</u>	<u>%</u>
-1	74	58.7	11 to 15	3	2.4
1	9	7.1	16 to 30	3	2.4
2	8	6.3	31 to 60	3	2.4
3	4	3.2	61+	3	2.4
4			Still AWOL	12	9.5
5	1	.8	Discharged	1	.8
6 to 10	5	4.0			

CAPTURED/RETURNED BY

<u>By Whom</u>	<u>#</u>	<u>%</u>	<u>By Whom</u>	<u>#</u>	<u>%</u>
MYC	56	44.4	PPD	11	8.7
SoPD	3	2.4	Biddf PD	4	3.2
MeState Pol	3	2.4	Falmth PD	2	1.6
Somerset SO	1	.8	Westbrk PD	2	1.6
Lewiston PD	1	.8	Penb. SO	1	.8
CCF	2	1.6	TurnSelf in	2	1.6
Kennb. SO	2	1.6	Parents	3	2.4
Sanford PD	1	.8	Yarmth PD	1	.8
Piscat SO	1	.8	Conn.	1	.8
Old Orch PD	2	1.6	Unknown	27	21.4

TIMES INDIVIDUAL RESIDENT WENT AWOL 1/90 TO 6/1/90

<u>#AWOL By A Resident</u>	<u>#</u>	<u>%</u>
1	86	83
2	12	12%
3	3	3
4	2	2

HISTORY OF AWOL BY RESIDENTS

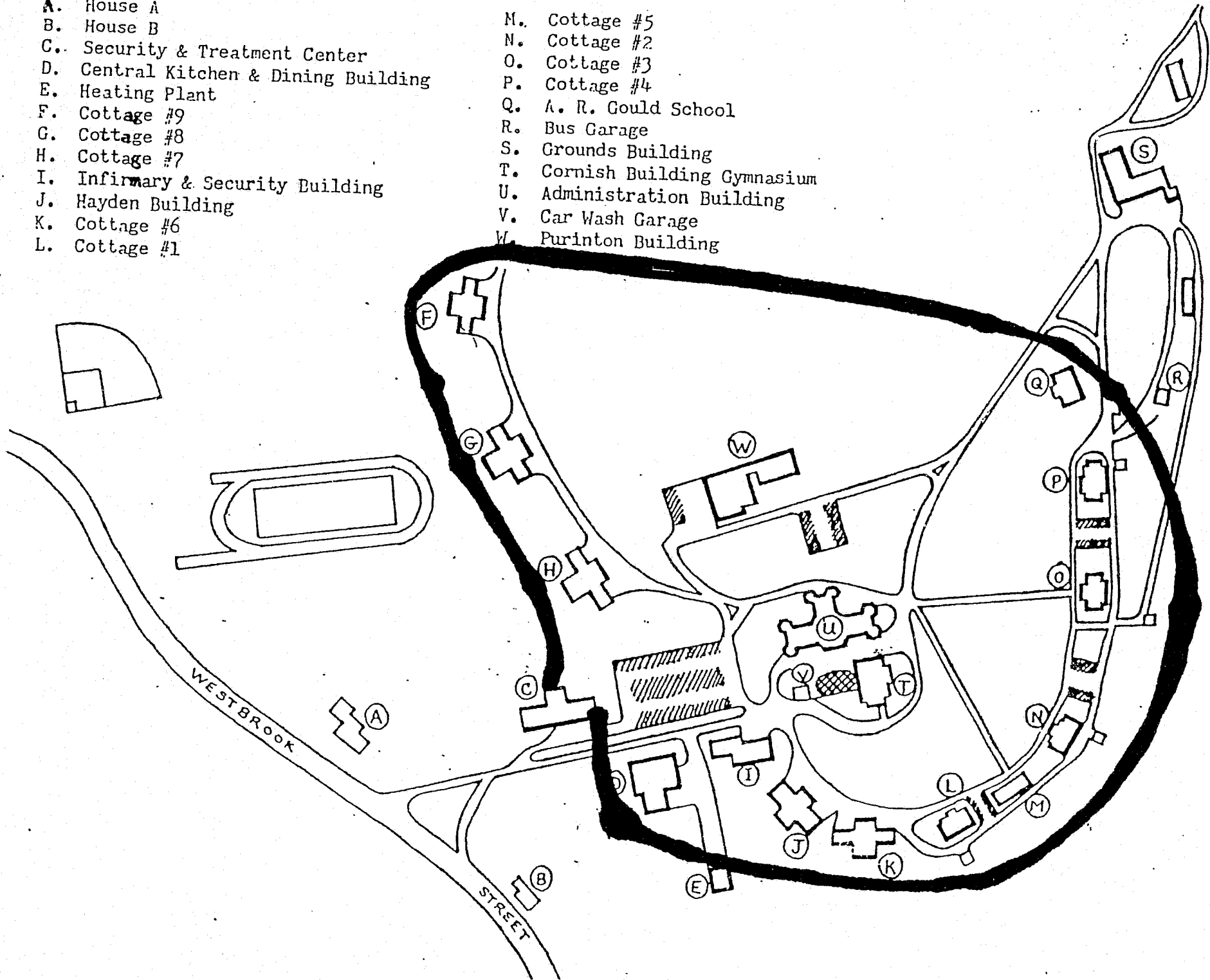
<u>#Previous AWOLS</u>	<u>#</u>	<u>%</u>	<u>#Previous AWOLS</u>	<u>#</u>	<u>%</u>
0	47	46	4	5	5
1	23	22	5	1	1
2	9	8	6	1	1
3	15	15	7	2	2

AWOL RESIDENCY

<u>Residency</u>	<u>#</u>	<u>Residency</u>	<u>#</u>
Auburn	1	Masardis	1
Augusta	5	Millinocket	1
Bangor	7	Newport	1
Belfast	3	N. Berwick	1
Biddeford	7	Ottercreek	1
Bath	1	Oakland	1
Bucksport	1	Old Town	1
Berwick	1	Portland	16
Brunswick	1	Pittston	1
Charleston	1	Richmond	1
Cardville	1	Rumford	1
Caribou	1	Rockland	1
Cape Eliz.	1	Sanford	5
Dexter	2	Skowhegan	1
Etna	1	Smyrna Mills	1
Freeport	1	Scarborough	2
Greene	1	South China	1
Gorham	1	Westbrook	3
Hollis	1	W. Buxton	1
Hinkley	1	Waterville	1
Hermon	1	Whitneyville	1
Jay	2	Winslow	2
Litchfield	1	Warren	1
Limestone	1	Wesley	1
Lisbon	2	West Lebanon	1
Lewiston	9		

- A. House A
- B. House B
- C. Security & Treatment Center
- D. Central Kitchen & Dining Building
- E. Heating Plant
- F. Cottage #9
- G. Cottage #8
- H. Cottage #7
- I. Infirmary & Security Building
- J. Hayden Building
- K. Cottage #6
- L. Cottage #1

- M. Cottage #5
- N. Cottage #2
- O. Cottage #3
- P. Cottage #4
- Q. A. R. Gould School
- R. Bus Garage
- S. Grounds Building
- T. Cornish Building Gymnasium
- U. Administration Building
- V. Car Wash Garage
- W. Purinton Building



APPENDIX C

