

Study Report

Two Bridges Regional Jail

Physical Plant Assessment

Wiscasset, ME

Project No: 25007



SUBMITTED BY:

SMRT Architects and Engineers
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smrtinc.com



Two Bridges Regional Jail, Wiscasset Maine

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SECTION 1: EXECUTIVE SUMMARY

Overview

Lincoln and Sagadahoc Counties continue to face financial, facility, and legislative pressures that challenge the long-term sustainability of their correctional system. This report presents a tiered set of recommendations that emphasize regional collaboration while preserving flexibility through incremental, locally controlled strategies. The overarching goal is to improve operational effectiveness and efficiency, manage costs, and enhance long-term system stability.

The analysis examines historical jail utilization and projects future bedspace needs for the Two Bridges Regional Jail through 2040. Average Daily Population (ADP) trends were evaluated and adjusted to account for COVID-19-related disruptions, as well as legislative, demographic, and operational considerations. The analysis indicates that jail demand is likely to remain stable or experience a slight decrease over the long term, assuming no major legislative or policy shifts.

Although projections suggest relatively stable or modestly declining jail populations, these findings should be interpreted with caution. External factors, including future legislative reforms, court processing trends, and demographic change, could materially affect demand. Accordingly, the recommendations emphasize flexibility and adaptability to ensure the system can respond effectively to changing conditions.

Overall, the report focuses on regional collaboration, operational efficiency, system coordination, and proactive facility planning. Multiple strategic pathways are presented to accommodate varying levels of feasibility, political support, and stakeholder alignment.

Regional Collaboration and System Integration

The report strongly encourages Lincoln and Sagadahoc Counties to further explore regional partnerships with neighboring jurisdictions within the Sixth Judicial Circuit. Several collaboration models are evaluated, varying in scope, complexity, and governance structure, including:

- Establishment of a comprehensive regional jail authority responsible for diversion, detention, reentry services, and inmate transportation
- Expansion of the regional authority model to include additional counties, with a primary focus on secure detention and core jail operations
- Development of a formal multi-county partnership relying on intergovernmental agreements rather than the creation of a new governing entity

Each strategy will improve cost efficiency, promote operational consistency, improve effectiveness, and support long-term system sustainability while preserving local control and implementation flexibility. Regardless of structure, all options require coordinated intergovernmental agreements, shared oversight mechanisms, evaluation of regional capacity, consideration of existing facilities, and analysis of long-term capital and infrastructure needs.

Incremental and Alternative Consolidation Strategies

Recognizing that full regionalization within the Sixth Judicial District may not be immediately achievable,

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the report also recommends phased and partial consolidation strategies. These approaches allow jurisdictions to realize early efficiencies while maintaining autonomy, and include:

- Regional coordination of pretrial services, diversion programs, reentry support, and inmate transportation
- Shared service contracts and unified service delivery models across participating counties

These incremental strategies can serve as building blocks toward deeper collaboration while delivering near-term operational and financial benefits.

System-Wide Coordination and Planning

To further align efforts across the region, the report recommends creating a unified criminal justice system within the Sixth Judicial District. This includes:

- Applying the Sequential Intercept Model (SIM) to map and evaluate programs across the justice continuum
- Strengthening collaboration among criminal justice, behavioral health, and social service stakeholders
- Identifying service gaps and optimizing existing resources without significant new funding

This approach supports improved coordination, reduced system inefficiencies, and better outcomes for individuals involved in the justice system.

Cost Savings Through Regional Purchasing

Lincoln and Sagadahoc Counties are encouraged to explore regional procurement strategies for jail operations, including, but not limited to medical services, food service, fuel, maintenance, and professional consulting. Leveraging collective purchasing power can reduce costs, improve consistency, and enhance service quality across participating counties.

Policy and Oversight Mechanisms to Reduce Incarceration

The report recommends establishing a Sixth Judicial District “Unnecessary Incarceration Committee” to:

- Advance policy reform and legislative advocacy
- Review cases to identify individuals who might have been safely diverted or released sooner
- Identify systemic issues and promote data-driven solutions

The committee structure should include both executive leadership and an operational subcommittee to ensure strategic direction and case-level impact.

Facility Planning and Capital Investment

While TBRJ remains generally functional, many systems are aging and approaching the end of their service life. To maintain operations over the next 20 years, significant investment will be required. Priority needs include:

- Comprehensive replacement of aging mechanical, electrical, and plumbing (MEP) systems as they reach end of life

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- Modernization of HVAC systems to improve energy efficiency, indoor air quality, and reliability
- Upgrades to electrical infrastructure to support current and future load demands and improve resiliency
- Phased replacement of roofing systems, and ongoing building envelope improvements, to prevent water intrusion
- Renovation or replacement of interior finishes and fixtures to ensure durability, safety, and usability
- Upgrades to security systems and technologies to meet evolving operational and safety demands
- Accessibility improvements to align with current and evolving ADA and code requirements
- Implementation of energy efficiency measures and sustainability initiatives to reduce long-term operating costs
- Structural repairs or reinforcements as needed based on ongoing condition assessments
- Development and execution of a cyclical capital renewal plan to proactively address system lifecycle needs

To support these efforts, the report recommends:

- Developing and consistently funding a Capital Improvement Plan (CIP) by both counties
- Emphasizing proactive maintenance to reduce the need for costly emergency or deferred repairs

These measures are essential to extending the facility's useful life and ensuring safe, compliant operation.

Conclusion

Taken together, the recommendations present a flexible and scalable strategy centered on regional collaboration, efficiency, and sustainability. While full system integration offers the greatest potential benefit, incremental implementation of individual strategies can still yield meaningful improvements.

The overarching goal is to position Lincoln and Sagadahoc Counties and its regional partners to control costs, improve system performance, safely reduce incarceration, and remain adaptable to future policy, demographic, and operational changes.

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SECTION 2: BUILDING ASSESSMENT

This assessment is intended to assist Lincoln and Sagadahoc Counties in planning necessary improvements, maintenance, and repairs to their property over the next 20 years. It is not a fully detailed building system assessment. The review is intended to help each county understand at a high level what future building-related costs will be incurred through a life-cycle cost matrix of capital costs. This assessment doesn't include full engineering assessments.

History

The jail construction was completed and opened in 2006 and consists of non-combustible construction, with metal stud partition framing in non-secure administrative areas and the remaining construction being of masonry and concrete construction (secure areas and exterior walls). Foundations are concrete spread footings bearing on grade with frost walls.

Mechanical system air handlers provide heating, ventilation, and cooling from either the mechanical penthouse or the roof. Oil fired boilers are in the main mechanical room.

A sprinkler system provides fire suppression throughout the building.

EXISTING FACILITY CONDITION

Physical Plant

Despite its age and extensive use, the facility is in very good condition. Building maintenance has been effective, and all building systems are operational. However, most systems are original, and many are approaching the end of their expected service life. This will necessitate investment in new equipment to ensure the facility remains functional for the next 20 years.

Building Codes, Life Safety, and Accessibility

1. Building Code: The current adopted building and energy code is the Maine Uniform Building and Energy Code (MUBEC) which includes compliance with the following as applicable:
 - 2021 International Building Code (IBC)
 - 2021 International Existing Building Code (IEBC)
 - 2021 International Energy Conservation Code (IECC)
 - 2021 International Mechanical Code (IMC)
 - 2019 ASHRAE 62.1 (Ventilation for Indoor Air Quality)
 - 2019 ASHRAE 90.1 (Energy Standard for Buildings except Low-Rise Residential Buildings) editions without addenda.
- a. Any addition to an existing facility is not permitted to increase that facility's non-compliance with today's code requirements. Thus, any addition to the existing facility would require that the existing facility be improved to meet current requirements for a facility of this size, or any addition must be separated from the existing structure by a fire

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wall. Given that the facility is occupied, any improvement work will be needed to accommodate ongoing operations. With the existence of wood construction within the existing facility making the current building size non-compliant with building code, a fire wall is likely to be the preferred solution.

2. Life Safety Code: The current adopted Maine Life Safety Code, NFPA 101 Life Safety Code 2018 Edition has chapters which apply to existing structures. This code is enforced by the Maine Department of Safety – Office of the State Fire Marshal.
3. Accessibility Requirements: The Americans with Disabilities Act is not itself a building code, but are mandated by the Maine Human Rights Act and the Department of Labor, and enforced by the State Office of the Fire Marshal. These requirements are enforced by the State Office of the Fire Marshal.

Corrections Industry Standards

1. The State of Maine Department of Corrections establishes standards for counties and municipalities and has an inspection program.
 - a. Standards require that the facility operate a control center. The existing control center's operation is dependent upon the control system, which is at risk of failure at this time given its age.
 - b. Natural Light: Standards call for 3 square feet of window glazing per cell, or daylight through the cell wall from the dayroom. Dayrooms are required to have 10 sf of glazing to the exterior. Lighting into day rooms does not exist in some locations.
 - c. An audio two-way communication system is required for communications between Master Control and perimeter entry points, housing and support areas. The existing intercom system is compromised and being used without visual identification of callers.
 - d. Compliance with the Americans with Disabilities Act (ADA) is required. The existing facility provides accommodation for persons with disabilities, however, the jail was constructed before the act was legislated and so there are some items of non-compliance. These include toilet rooms and door swing clearances.
2. The corrections industry through the American Corrections Association (ACA) sets standards for operations and for facilities which, in general, are accepted as common practice. Though these are not enacted or adopted codes or regulations, awareness of deficiencies is important so that opportunities to improve the operation or environment of a facility are taken advantage of.

Site Assessment

1. The site elements are mostly original and appear to be well maintained.
2. Asphalt pavements show signs of aging. Pavement cracks were sealed in 2024.

Structural Assessment

1. The assessment is based on a limited review of the facility and generally appears to be sound.
2. Floor slab cracks were reported and observed. Cracks were apparent at the time of original construction. Some cracks were reported to be enlarging over time.

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3. Loading dock concrete slab is starting to spawl.

Architectural Assessment

1. Roof system:
 - a. The existing low slope EPDM "rubber" roofing system is approximately 20 years old and is near or at the end of its life expectancy.
 - b. Leaks in multiple locations were reported.
 - c. Observations revealed spongy conditions where surface would slightly depress when stepping on.
 - d. Membrane delamination from the membrane substrate was observed in multiple locations.
2. Exterior Wall Finishes and flashings:
 - a. The exterior metal wall panels appeared to be in very good condition with no signs of corrosion or finish issues.
 - b. Exterior wall flashings also appear to be in very good condition.
 - c. No exterior wall finish issues were reported.
3. Exterior Door and Window Systems:
 - a. Exterior doors appeared to be in good condition except for a couple of hollow metal doors and frames experiencing corrosion near the bottom. No exterior door hardware issues were reported.
 - b. Exterior windows appeared to be in good condition with no signs of corrosion or paint failure.
 - c. Exterior glazing assemblies appeared to be in good condition. We expect some glazing will need to be replaced within the next 20 years as glazing seals fail.
4. Interior Finishes:
 - a. Interior finishes overall appeared to be in good condition.
 - b. Some vinyl floor tile failure was reported and observed in dayrooms. This was caused by the floor slab cracks previously mentioned in the structural assessment.
 - c. Shower wall paint at various locations has experienced failure and has been replaced with a high-performance Sherwin Williams product.
 - d. Mosaic tile shower flooring has experienced failure and has been replaced.
 - e. Terazzo shower bases are worn in most locations.
 - f. Kitchen quarry tile grout joints have failed, likely due to non-epoxy grout.
5. Interior Door and Window Systems:
 - a. Interior commercial doors and windows assemblies appeared including hardware to be in good condition with no reported issues.
 - b. Detention wood doors have held up well except for some delamination due to abuse.
 - c. Many door locks have been replaced.

Kitchen Assessment

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1. All kitchen equipment has been replaced since original construction except the griddle, gas stove, & tray warmers.
2. Refer to architectural assessment for description of quarry floor tile issues.

Mechanical Assessment

1. Six (6) Bosch roof mounted air handling units were replaced with York units in 2017.
2. No other mechanical issues were reported other than minor maintenance issues.

Plumbing Assessment

1. Sewer pumps were upgraded to larger pumps in 2021.
2. No sewer auger grinder but it was reported that the Town of Wiscasset would prefer that one is installed.
3. Most commercial plumbing fixtures are functioning properly.
4. Detention toilet fixtures are porcelain and no reported issues other than typical maintenance. Half of the porcelain fixtures have been replaced, mostly because residents slam the seats. Replacement fixtures.
5. Shower and toilet timers have been operating properly.

Electrical Assessment

1. Power Distribution: A new panel was added for the replaced rooftop air handling units. Most of the electrical panels are original except for a couple small panels that have been added in the mechanical penthouse to serve the new HVAC units. Additional panels may be required in the future.
2. Lighting: All exterior and interior lights have been upgraded to LED lighting including those on the site light poles. Most have been re-ballasted except at the detention light fixtures which have been upgraded to LED bulbs.
3. Emergency Generator: Upgrading the transfer switch soon. The generator has potentially experienced a coolant leak. It was inspected and no issue could be identified. No ongoing issues.
4. Fire Alarm: The fire alarm panel is original, and it was reported that it needs upgrading or replacing.

Security Electronics Control Systems Assessment

1. Door control replacement has been approved and is currently underway.
2. Camera and intercom system replacement/upgrade is planned and expected to be included in the next fiscal year.

FACILITY IMPROVEMENT RECOMMENDATIONS

General

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The following improvements, maintenance, and repairs to the facility should be anticipated over the next 20 years.

Items Currently in Need of Repair or Replacement

The following are items that were identified as currently needing repair or replacement.

1. Asphalt pavements show signs of aging. Pavement cracks were sealed in 2024.
2. Interior slab cracks were apparent at the time of original construction. Some cracks were reported to be enlarging over time.
3. Roofing System including the roof membrane, membrane flashings, metal flashings and fascia, replacement rotting roof edge wood blocking discovered during construction, damaged or degraded roof insulation due to water infiltration discovered through thermal testing.
 - a. Roof insulation and roof edge blocking is concealed and typically can't be identified until it's uncovered during construction. Replacement of 30% of insulation and blocking has been included for estimating purposes. Cost for a thermal scan to determine damaged or degraded insulation should be anticipated and will be included in the cost estimate.
4. Hollow metal doors and frames experiencing corrosion near the bottom.
5. Kitchen quarry floor tile repair or replacement. Recommended options include the following:
 - a. Remove existing non-epoxy grout at tile joints and replace with epoxy grout.
 - b. Remove the entire quarry tile flooring and replace with a high-performance slip resistant epoxy flooring system.
 - c. Provide high-performance epoxy flooring over existing quarry tile.
6. Provide high-performance epoxy flooring system over existing quarry tile and terrazzo shower bases in resident areas.
7. Remove existing paint finish in resident showers and provide stainless steel shower panels.
8. Detention toilet fixtures are porcelain and no reported issues other than typical maintenance. Half of the porcelain fixtures have been replaced, mostly because residents slam the seats. Replacement fixtures.
9. Mosaic tile shower flooring has experienced failure and has been replaced.
10. Replace fire alarm panel.

Long-Term Maintenance Items/ Repair as they Fail Items

Projected maintenance costs will be based on calculations of system's service life expectancy. The service life of equipment, pumps, roofing, paint will be calculated, and their replacements budgeted as an annual cost. Common repairs/maintenance that will be anticipated include the following:

1. Software and Computers: 4-6 year life expectancy
2. Roofing: 20-25 year life expectancy
3. Air Handling Units: 12-15 year life expectancy
4. Exterior Sealants: 8 year life expectancy
5. Pavements: Repair as it Fails
6. Exterior Paint: 5 year life expectancy
7. Interior Wall Paint: 5 year life expectancy
8. Exterior Hollow Metal Doors: Ongoing maintenance & or replacement to address corrosion.

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9. Porcelain detention toilet fixtures: Replace as necessary.
10. Boilers: 25-30 year life expectancy

BUDGETING FOR IMPROVEMENTS

Contingency Cost Funding

1. Most funding sources are inflexible once a project or budget is funded, and so it is important to fund the entire project including items which may not immediately be determined. Only after a project is underway in design can its details be known and its components be succinct enough to allow an accurate cost analysis. Having a contingency value added to early estimates accounts for this fact. 15% - 20% is recommended as a contingency amount at an early stage. This has been included in the recommended budgets.

Non-Construction Costs

1. Estimated values above include payments made to contractors for construction work plus other costs. These costs do not include non-construction costs, often called soft costs. Soft costs must also be included in every project budget to ensure project success. Examples of soft costs may include the following:
 - a. Architectural/ Engineering Design Services
 - b. Surveys, Environmental Studies, and Geotechnical Investigations
 - c. Construction Inspections, On-site Testing, and Laboratory Analyses of the Work
 - d. Hazardous Materials Abatement
 - e. Travel Expenses, Printing, Mailings, Etc.
 - f. Bond Sale Expenses and Debt Service
 - g. Legal Counsel
 - h. Insurance
 - i. Furniture, Fixtures, and Equipment (FF&E)
 - i. Items needed but not purchased through the contractor. These can include telephone/computer systems, radio systems, maintenance equipment, copiers, etc.
 - ii. Assuming that FF&E values will not be exceptional, adding 18% to 20% for soft costs is recommended. We recommend 10% on maintenance projects.

FACILITY IMPROVEMENT OPINION OF PROBABLE COSTS

See following pages.

SMRT OPINION OF PROBABLE COSTS

Two Bridges Regional Jail Facility Improvement Recommendations

9/25/25 The opinion of probable costs is based on historic unit pricing. This opinion of probable cost is in no way, implied or expressed otherwise, as a warranty that the project can be constructed for the presented costs.

The opinion of probable cost does not include any costs associated with testing and/or mitigating for environmental and/or hazardous elements associated with the proposed development site or the existing structures contained thereon.

Item Description	Comments	Quantity	Cost/Unit	Base Pricing
0 - 5 Years				
Parking lot and Roadway Asphalt Surface Repair	Maintenance Allowance	1	\$50,000	\$50,000
Loading Dock Slab Repair	Allowance	1	\$25,000	\$25,000
Repair Concrete Floor Cracks and Joints	Assumes Grind/ Fill/ Grind Smooth	1	\$75,000	\$75,000
Roofing Replacement	Membrane roofing	80,000	\$30	\$2,400,000
Review and Repair Exterior Wall Flashings	Allowance	1	\$25,000	\$25,000
Replace Corroding Exterior Doors & Frames	Assumes new electronic/controlled locks connected to	1	\$50,000	\$50,000
Repaint Exterior Surfaces	Allowance	1	\$20,000	\$20,000
Inmate Shower Stall Repair/ Maintenance	Allowance	1	\$150,000	\$150,000
Interior Surfaces Repaint/ Maintenance	Allowance	1	\$75,000	\$75,000
Repair/ Replace Vinyl Tile Flooring	Allowance	1	\$50,000	\$50,000
Repair Kitchen Floor	Cost varies greatly depending on material selection	1	\$250,000	\$250,000
Replace Interior Glazing	Allowance assumes some interior glazing failures as the facility ages.	1	\$50,000	\$50,000
Repair Interior Masonry Cracks	Assumes cracks larger than 1/8"	1	\$25,000	\$25,000
Replace Aging Mechanical Equipment	Some of the original equipment has been replaced and this allowance assumes a moderate amount of equipment replacements during this time period	1	\$500,000	\$500,000
Rebalance Building Air and Water Systems	Assumes 3 weeks for a balancing company	3	\$15,000	\$45,000
Clean duct work	Assumes 3 weeks for a duct cleaning company	3	\$15,000	\$45,000
Replace Detention Plumbing Fixtures	Assumes all detention toilets are replaced along with new flush controls as they break	1	\$250,000	\$250,000
Replace Aging Electrical Equipment	Allowance	1	\$100,000	\$100,000

Replace Generator Transfer Switches	Allowance	1	\$200,000	\$200,000
Upgrade Fire Alarm System	Assumes replacement of head end unit, devices to	1	\$200,000	\$200,000
Security Control System Replacement	These systems typically needs updates every 5 years	1	\$200,000	\$200,000
Install a Duress System (Optional)	Assumes entire facility	1	\$350,000	\$350,000
				\$5,135,000

General Conditions

General Project Requirements		12	\$25,000	\$300,000
General Conditions		12	\$75,000	\$900,000
Mobilization, Bonds and Insurance		3%		\$154,050
				\$1,354,050

Materials and Labor Total				\$6,489,050
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Contingencies

Escalation Contingency from 2028 to 2030		3	4.0%	\$259,562
Construction Contingency		1	8.0%	\$519,124
Owner Contingency		1	3.0%	\$194,672
Design Contingency @ Schematic Design		1	15.0%	\$973,358
Inside the Perimeter Construction Logistics and Security		1	8.0%	\$519,124
				\$2,206,277

Construction Total				\$8,695,327
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Soft Costs

Design fees, OIT, FF&E, Construction Allowances		1	18.0%	\$1,565,159
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Estimated Total Project Cost				\$10,260,486
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SMRT OPINION OF PROBABLE COSTS

Two Bridges Regional Jail Facility Improvement Recommendations

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Item Description	Comments	Quantity	Cost/Unit	Base Pricing
6 - 12 Years				
Parking lot and Roadway Asphalt Surface Replacement	Allowance	1	\$500,000	\$500,000
Install Sewer Grinder per Town Requirement	Allowance	1	\$1,000,000	\$1,000,000
Repair Concrete Floor Cracks and Joints	Assumes Grind/ Fill/ Grind Smooth	1	\$30,000	\$30,000
Review and Repair Roof Flashings	Allowance	1	\$50,000	\$50,000
Review and Repair Exterior Wall Flashings	Allowance	1	\$30,000	\$30,000
Repaint Exterior Door and Window Frames	Allowance	1	\$150,000	\$150,000
Replace Exterior Glazing	Allowance assumes some exterior glazing failures as the facility reaches 30 years of age.	1	\$250,000	\$250,000
Repaint Exterior Door and Window Frames	Allowance	1	\$75,000	\$75,000
Repair Exterior Brick and Masonry Joints	Assumes Exterior Sealant Application after Repair	1	\$75,000	\$75,000
Repaint Exterior Surfaces	Allowance	1	\$25,000	\$25,000
Update all Inmate Shower Stalls	Assumes Stainless Steel wall panels at showers only	1	\$300,000	\$300,000
Repaint Interior Surfaces	Allowance	1	\$750,000	\$750,000
Replace Vinyl Tile Flooring	Allowance	50,000	\$15	\$750,000
Replace Carpet Flooring	Allowance	4,000	\$15	\$60,000
Replace Interior Glazing	Allowance assumes some interior glazing failures as the facility ages	1	\$75,000	\$75,000
Repair Interior Masonry Cracks	Assumes cracks larger than 1/8"	1	\$40,000	\$40,000
Replace Aging Mechanical Equipment	Continued equipment replacement during this time period	1	\$750,000	\$750,000
Complete Mechanical Controls System Upgrade	Allowance	1	\$350,000	\$350,000
Flush Existing Sprinkler System	Allowance	1	\$50,000	\$50,000
Replace Aging Electrical Equipment	Full replacement is split over 10 years	1	\$750,000	\$750,000

Replace Detention Plumbing Fixtures	Assumes all detention toilets are replaced along with new flush controls as they break	1	\$350,000	\$350,000
Update Security Control Head End	These systems typically needs updates every 5 years	1	\$350,000	\$350,000
				\$6,760,000

General Conditions				
General Project Requirements		12	\$30,000.00	\$360,000
General Conditions		12	\$80,000.00	\$960,000
Mobilization, Bonds and Insurance		3%		\$202,800
				\$1,522,800
Materials and Labor Total				\$8,282,800

Contingencies				
Escalation Contingency from 2031 to 2037		6	3.0%	\$1,490,904
Construction Contingency		1	8.0%	\$662,624
Owner Contingency		1	3.0%	\$248,484
Design Contingency @ Schematic Design		1	15.0%	\$1,242,420
Inside the Perimeter Construction Logistics and Security		1	8.0%	\$662,624
				\$4,307,056
Construction Total				\$12,589,856

Soft Costs				
Design fees, OIT, FF&E, Construction Allowances		1	18.0%	\$2,266,174
Estimated Total Project Cost				\$14,856,030

SMRT OPINION OF PROBABLE COSTS

Two Bridges Regional Jail Facility Improvement Recommendations

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Item Description	Comments	Quantity	Cost/Unit	Base Pricing
13 - 20 Years				
Parking lot and Roadway Asphalt Surface Repair	Maintenance Allowance	1	\$25,000	\$25,000
Repair Concrete Floor Cracks and Joints	Assumes Grind/ Fill/ Grind Smooth	1	\$40,000	\$40,000
Roofing Replacement	Roofing will need to be replaced again near the end of this timeline	80,000	\$60	\$4,800,000
Replace Exterior Wall Panels and Flashings	Metal wall panels will need to be replaced again near the end of this timeline	1	\$1,500,000	\$1,500,000
Replace Exterior Glazing	Allowance assumes some exterior glazing failures as the facility ages	1	\$350,000	\$350,000
Replace Exterior Doors, Frames & Hardware	Assumes new electronic/controlled locks connected to the security electronics system	1	\$650,000	\$650,000
Repair Exterior Brick and Masonry Joints	Assumes Exterior Sealant Application after Repair	1	\$100,000	\$100,000
Repaint Exterior Surfaces	Allowance	1	\$40,000	\$40,000
Inmate Shower Stall Repair/ Maintenance	Allowance	1	\$100,000	\$100,000
Interior Surfaces Repaint/ Maintenance	Allowance	1	\$100,000	\$100,000
Replace Acoustic Ceiling Tiles	Tiles only, support assembly to remain	50,000	\$20	\$1,000,000
Replace Interior Glazing	Allowance assumes some interior glazing failures as the facility ages.	1	\$100,000	\$100,000
Repair Interior Masonry Cracks	Assumes cracks larger than 1/8"	1	\$75,000	\$75,000
Replace Interior Doors, Frames & Hardware	Assumes failures as the facility ages. Assumes new electronic/controlled locks connected to the security electronics system	200	\$12,000	\$2,400,000
Repair Kitchen Floor	Allowance	1	\$350,000	\$350,000
Update Kitchen Equipment	Allowance	1	\$850,000	\$850,000

Mechanical Controls Updates	Allowance	1	\$100,000	\$100,000
Replace Aging Mechanical Equipment	Continued equipment replacement during this time period	1	\$1,000,000	\$1,000,000
Replace Detention Plumbing Fixtures	Assumes all detention toilets are replaced along with new flush controls as they break	1	\$450,000	\$450,000
Replace Commercial Plumbing Fixtures	Assumes all commercial toilets and sinks are replaced with new commercial porcelain units	1	\$100,000	\$100,000
Replace Aging Electrical Equipment	Full replacement is split over 10 years	1	\$1,000,000	\$1,000,000
Replace Generator and Associated Transfer Switches	Allowance	1	\$850,000	\$850,000
Replace Detention and Commercial Light Fixtures	Allowance	1	\$600,000	\$600,000
Upgrade Fire Alarm System	Assumes replacement of head end unit, devices to remain assuming they are compatible	1	\$375,000	\$375,000
Security Control System Replacement	These systems typically need full replacement every 20-25 years. The system will be reaching it's end of life in this timeframe.	1	\$1,200,000	\$1,200,000
Replace Exterior Site Light Fixtures	Allowance	1	\$75,000	\$75,000
				\$10,625,000

General Conditions				
General Project Requirements		14	\$30,000.00	\$420,000
General Conditions		14	\$75,000.00	\$1,050,000
Mobilization, Bonds and Insurance		3%		\$318,750
				\$1,788,750
Materials and Labor Total				\$12,413,750

Contingencies				
Escalation Contingency from 2038 to 2045		7	3.0%	\$2,606,888
Construction Contingency		1	8.0%	\$993,100
Owner Contingency		1	3.0%	\$372,413
Design Contingency @ Schematic Design		1	15.0%	\$1,862,063
Inside the Perimeter Construction Logistics and Security		1	8.0%	\$993,100

				\$6,827,563
Construction Total				
				\$19,241,313
Soft Costs				
Design fees, OIT, FF&E, Construction Allowances		1	18.0%	\$3,463,436
Estimated Total Project Cost				
				\$22,704,749

Two Bridges Regional Jail, Wiscasset Maine

SECTION 3: DEMOGRAPHICS

Overview

SMRT conducted a comprehensive evaluation of operational data, inmate characteristics, and long-term utilization trends at the Two Bridges Regional Jail (TBRJ). The analysis relied on reports generated by jail staff through the Offender Management System and encompassed all available data from January 2010 through December 2024, unless otherwise noted. In total, the dataset included 26,705 individual bookings.

Unless explicitly identified by county, the data and analysis presented in this section reflect combined information for Lincoln and Sagadahoc Counties through their joint operation of TBRJ. This combined approach provides a system-wide perspective on jail utilization and population dynamics.

While the dataset offered valuable insight into historical patterns and operational trends, the analysis was constrained by limitations in the reporting capabilities of the system, including substantial data gaps across several data fields. To ensure analytical rigor and reliability, the scope of analysis was intentionally narrowed to focus only on variables with sufficient completeness and consistency.

Only data elements populated for at least 70 percent of records were included in the quantitative analysis. Fields failing to meet this threshold were excluded to preserve the accuracy and credibility of the findings. This selective approach was essential to maintaining the integrity of the conclusions presented in this report and ensuring that all findings are grounded in high-confidence, reliable data.

DEFINITIONS

Admission

The assignment of a jail bed to an individual who has been previously booked and remains in custody beyond 12 hours (or, in some cases, 72 hours). Admission represents the point at which a booked individual is formally placed into a jail cell or housing unit for secured custody while awaiting trial or serving a sentence. Unlike bookings, admissions reflect actual utilization of jail resources, including bed occupancy, meals, medical care, and staff supervision.

Booking

The processing of an individual into the jail following an arrest. Booking marks the formal beginning of the custodial process and documents the individual's arrival at the facility. At a minimum, the booking process includes:

- Recording personal identifying information
- Photographing (mugshot)
- Fingerprinting and identity verification
- Conducting a search
- Confiscating personal property
- Checking for outstanding warrants
- Preliminary medical screening
- Initial documentation of charges

A jail booking does not necessarily result in admission or continued custody.

Two Bridges Regional Jail, Wiscasset Maine

Detention Day (Bed Day)

A 24-hour period during which an individual is held in custody, beginning at the point of admission to the jail.

Incarceration Rate

The number of individuals held in jail per 100,000 residents of a defined population (e.g., Lincoln or Sagadahoc County). This standardized measure allows for meaningful comparison of incarceration levels across jurisdictions, regardless of population size.

Length of Stay (LOS)

The total duration of time an individual remains confined in custody, expressed in detention days and measured from admission to release. This report uses Average Length of Stay (ALOS) to evaluate jail population dynamics, defined as the mean duration of confinement across all individuals or specific analytical categories.

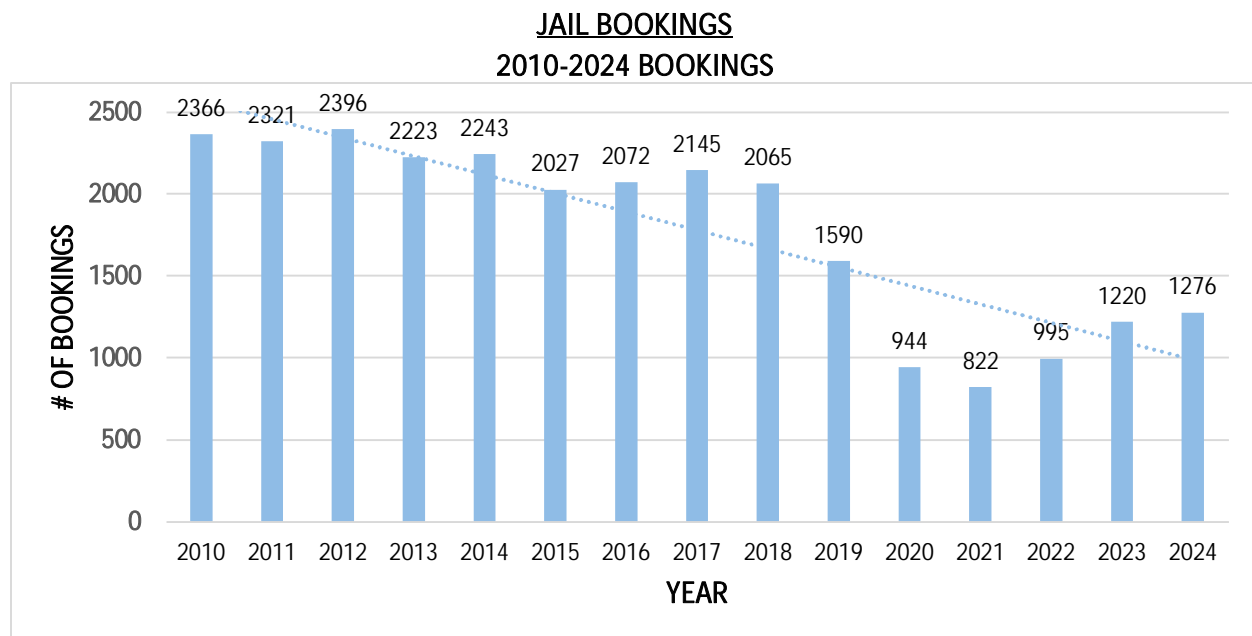


Figure 1

Figure 1 illustrates a consistent and sharp decline in TBRJ bookings between 2012 and 2024. While decreases in bookings during and after the COVID-19 pandemic reflect national trends¹, TBRJs decline began well before the pandemic. From 2010 to 2019, annual bookings fell from 2,366 to 1,590 (a 33% reduction) not attributable to COVID-19.

Local criminal justice stakeholders identified several factors that contributed to the decline in bookings: periods of reduced revenue beds, political influences related to criminal justice reform, the use of graduated sanctions by probation, bail reform measures, legislative decriminalization of certain offenses, and county investments in programming. Notably, 2023 marked the first significant increase in bookings since COVID-19, rising 48.4% from the lowest data point in 2021. In 2024, the increase in TBRJ bookings have not returned to pre-pandemic levels of 2019.

¹ United States Department of Justice, Bureau of Labor Statistics, “Impact of COVID-19 on the Local Jail Population”, March 2021

Two Bridges Regional Jail, Wiscasset Maine

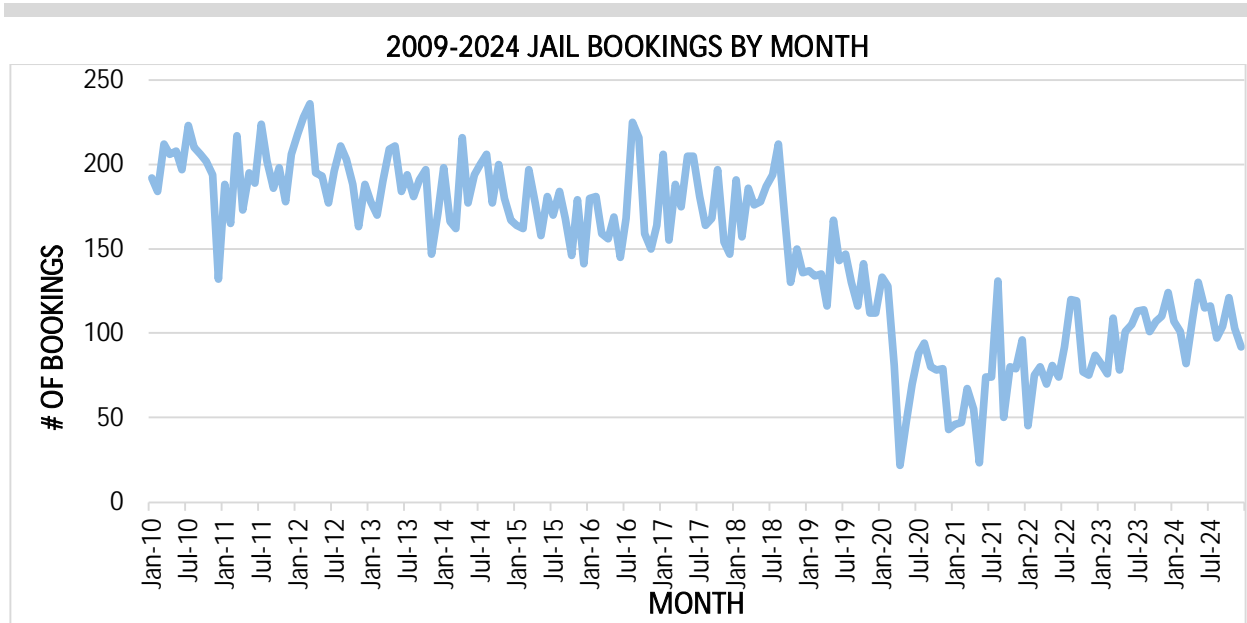


Figure 1.1

Figure 1.1 illustrates monthly booking totals from 2010 through 2024. The highest volume was observed in March 2012, with 236 bookings, whereas the lowest occurred in April 2020, with only 22 bookings, coinciding with the government-mandated shutdown during the COVID-19 pandemic. Over the full period of analysis, the August months recorded the highest average monthly bookings (165.4), followed closely by July (158.7). In contrast, December exhibited the lowest average (133.7), with November slightly higher (136.9). These results highlight both seasonal variation and the impact of extraordinary external events on booking activity.

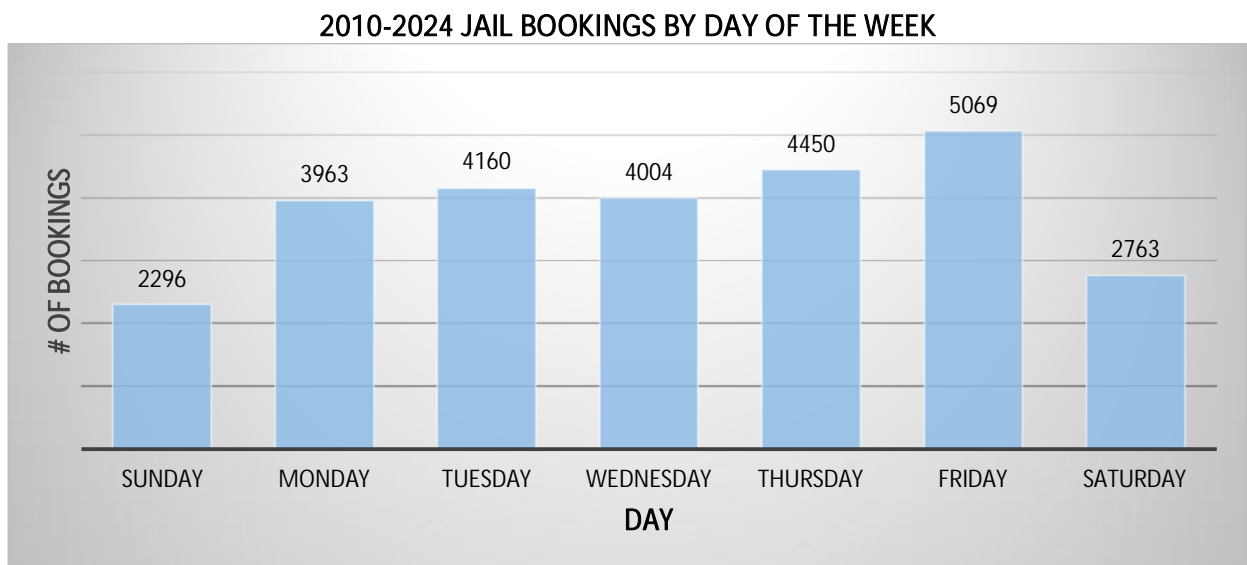


Figure 1.2

Figure 1.2 highlights distinct patterns in booking activity across the days of the week. Friday consistently registers the highest number of bookings, totaling 5,069, while Sunday records the lowest at 2,296. This represents a 120.7% increase in bookings on Fridays compared to Sundays. The elevated activity on weekdays, and particularly Tuesday (4,160), Wednesday (4,004), and Thursday (4,450), suggests a strong correlation with the Court’s calendar, which drives demand during standard business days.

Two Bridges Regional Jail, Wiscasset Maine

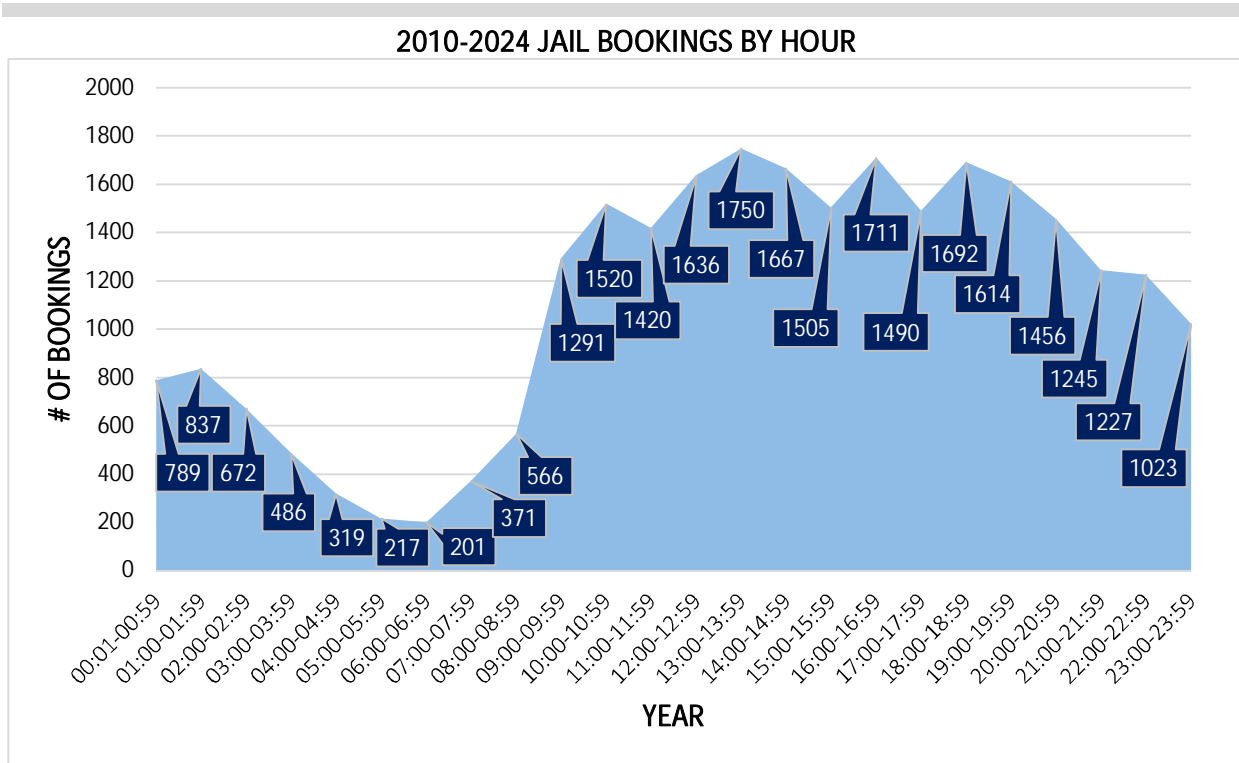


Figure 1.3

Figure 1.3 presents booking activity across a 24-hour period, revealing distinct patterns that highlight both peak and low-volume intervals. Analysis of data spanning the evaluation period (2010–2024) indicates that jail bookings reach their lowest levels between 5:00 a.m. and 7:00 a.m., reflecting minimal intake during early morning hours.

From 10:00 a.m. to 2:00 p.m. booking volumes steadily rise and remain consistent with the highest hour for bookings in the data set between 1:00 and 2:00 pm, suggesting aligning with the Court’s daily schedule and the intake of revenue inmates from other jurisdiction transport units.

Notably, elevated booking volumes persist until approximately 8:00 p.m., after which decline in bookings is observed with sharp declines in the early morning hours.

The trends identified in Figures 1.1-1.3 underscore the importance of aligning staffing levels with peak booking periods.² Understanding these patterns enables more efficient operations across the day.

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² Staffing levels (supply) should correspond to the pattern of demand, such as bookings.

Two Bridges Regional Jail, Wiscasset Maine

2010-2024 Percent of bookings, by responsible agency

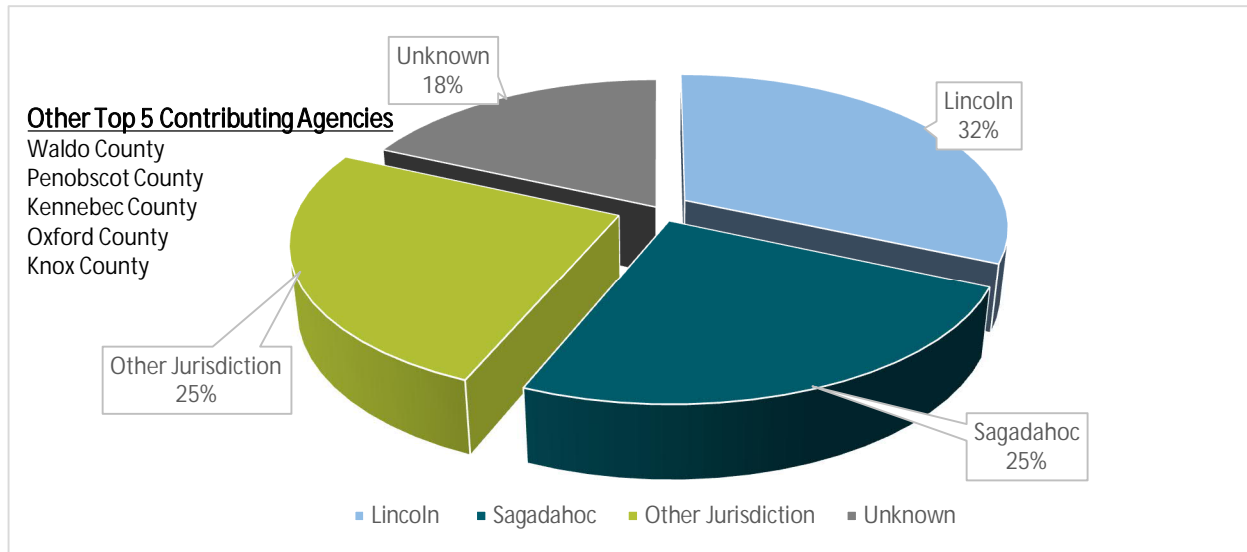


Figure 1.4

Figure 1.4 the distribution of jail bookings reflects a broad mix of contributing agencies, with most admissions originating from two primary jurisdictions, as expected. Lincoln County accounts for the largest share of bookings at 32%, making it the most significant single contributor, while Sagadahoc County represents another 25%. Because TBRJ has historically generated revenue by boarding inmates from other jurisdictions, it is important to examine the sources of that revenue.

An additional 25% of bookings originate from a range of other jurisdictions, including several Maine counties, the Maine Department of Corrections, and federal agencies. Within this group, Waldo County is the largest contributor, accounting for 3,589 bookings, or 53% of this category. The remaining major contributors of Penobscot, Kennebec, Oxford, and Knox Counties, each represent approximately 6% to 10% of these external admissions.

Finally, 18% of bookings fall into an “unknown” jurisdiction category, indicating gaps in data entry or reporting that limit the ability to clearly identify the originating agency. This portion of the dataset highlights the importance of improved record accuracy to support TBRJ’s future planning, which can be accomplished by clear booking protocols, supervision of data entry and training of booking staff.

Overall, the chart demonstrates that while a few primary jurisdictions drive the majority of bookings, a notable portion of admissions stem from a diverse set of external agencies, underscoring the regional role of the facility and the need for consistent, reliable reporting practices.

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Two Bridges Regional Jail, Wiscasset Maine

2017 -2025 Annual Daily Custodial Status by Bed Days

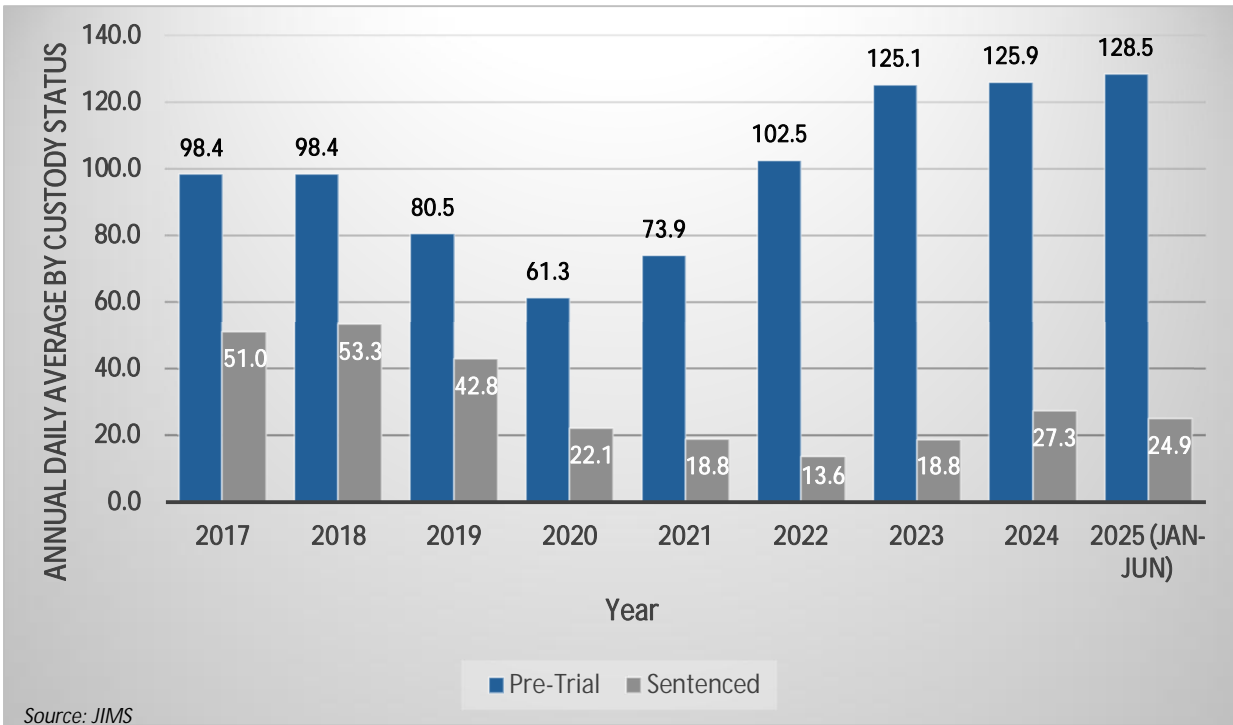


Figure 1.5

2017 -2025 Annual Custodial Status by Average

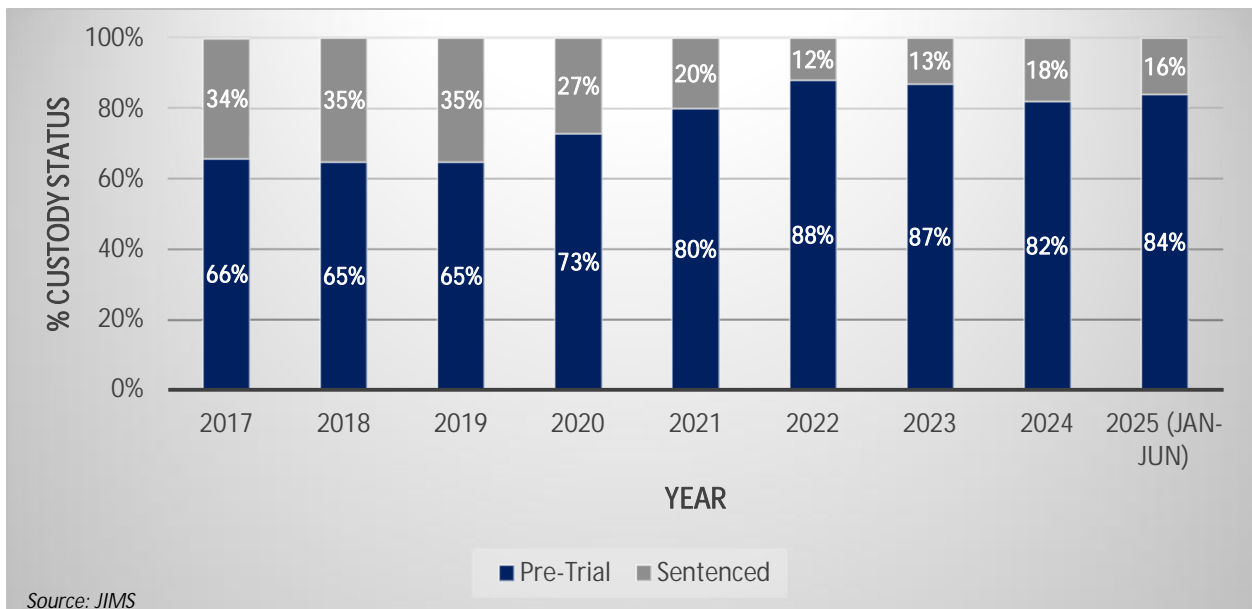


Figure 1.6

Figures 1.5 and 1.6 present the distribution of the annual custodial status between 2017 through mid-year 2025 both by number and percentage based on available data. Across the entire period, individuals held in pre-trial status consistently comprised the majority of the jail population, with this predominance becoming more pronounced in recent years.

Two Bridges Regional Jail, Wiscasset Maine

From 2017 to 2019, the custodial mix remained relatively stable, with pre-trial detainees accounting for approximately 65–66% of the population and sentenced individuals representing roughly one-third. Beginning in 2020, however, the proportion of pre-trial detainees increased markedly, rising to 73% and continuing upward in subsequent years. This trend peaked in 2022, when pre-trial individuals represented 88% of the total population.

Although there was a very slight moderation after 2022, pre-trial detainees continued to dominate the jail beds. In 2023 through mid-2025, pre-trial inmates accounted for 87%, 82% and 84% of the population, respectively.

The predominance of this population has substantial implications for jail operations. A majority pre-trial population increases operational complexity, drives greater resource demands, and heightens legal exposure across several key operational areas., including:

- High Movement Demands: Increased court transport, attorney visits, and internal movements require additional staffing and heightened security protocols.
- Complex Intake and Classification: Limited information at booking and unpredictable lengths of stay complicate risk assessment and stable housing assignments.
- Elevated Medical and Behavioral Health Needs: Higher rates of detoxification, suicide prevention monitoring, and crisis intervention are required for newly admitted inmates.
- Reduced Program Eligibility: Restricted access to structured programs or work assignments leads to greater idle time and increased supervision requirements.
- Expanded Legal and Administrative Workload: More frequent attorney interactions, court-ordered separations, and time-sensitive legal processing increase staff workload and potential liability.

These conditions underscore the need for strategic planning, enhanced interagency coordination, and the continued development of alternatives to custodial detention with all criminal justice stakeholders to ensure safe and efficient jail operations.

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Two Bridges Regional Jail, Wiscasset Maine

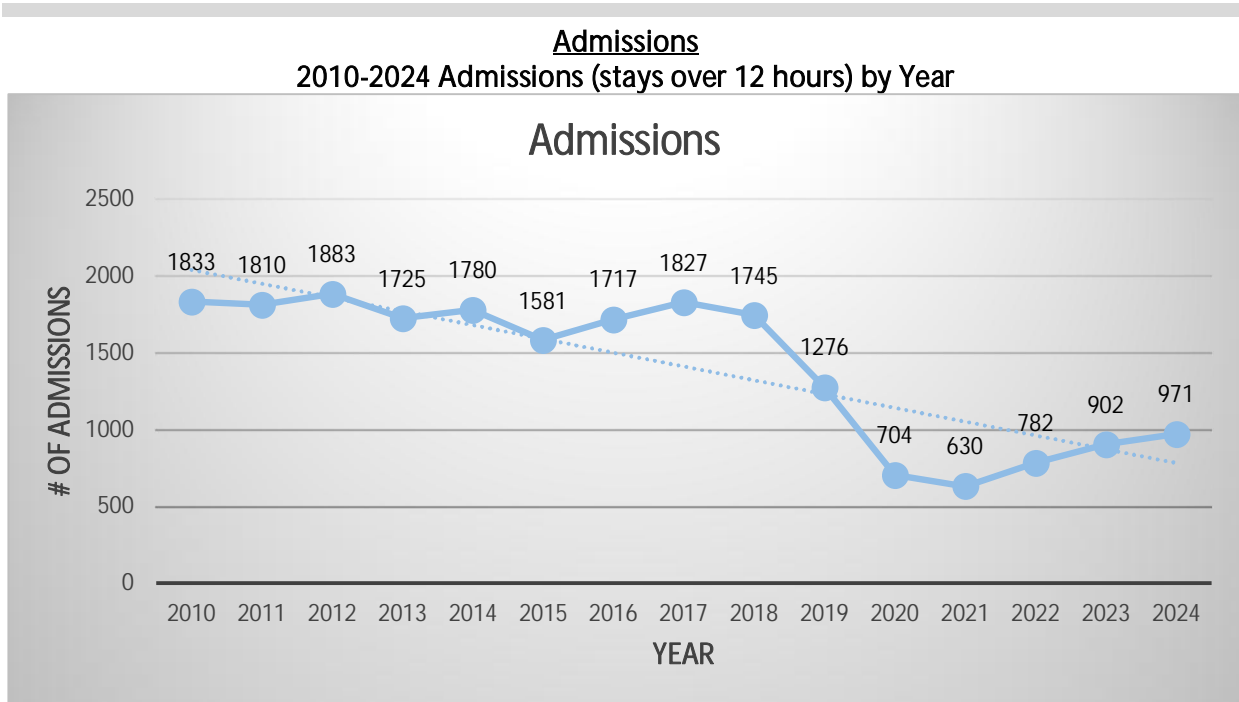


Figure 2

Figure 2 tracks annual jail admissions for individuals held longer than 12 hours. From 2010 through 2018, annual admissions remained relatively stable, ranging from a high of 1,883 in 2012—the highest value in the entire evaluation period—to a low of 1,725 in 2013.

Beginning in 2019, admissions began a steady decline, dropping to 1,276 that year, followed by a pronounced decrease from 2020 to 2022 coinciding with the COVID-19 pandemic. Admissions reached their lowest point in 2021, with only 630 recorded.

Admissions began to rebound in 2023 and 2024; however, they remain well below pre-pandemic levels.

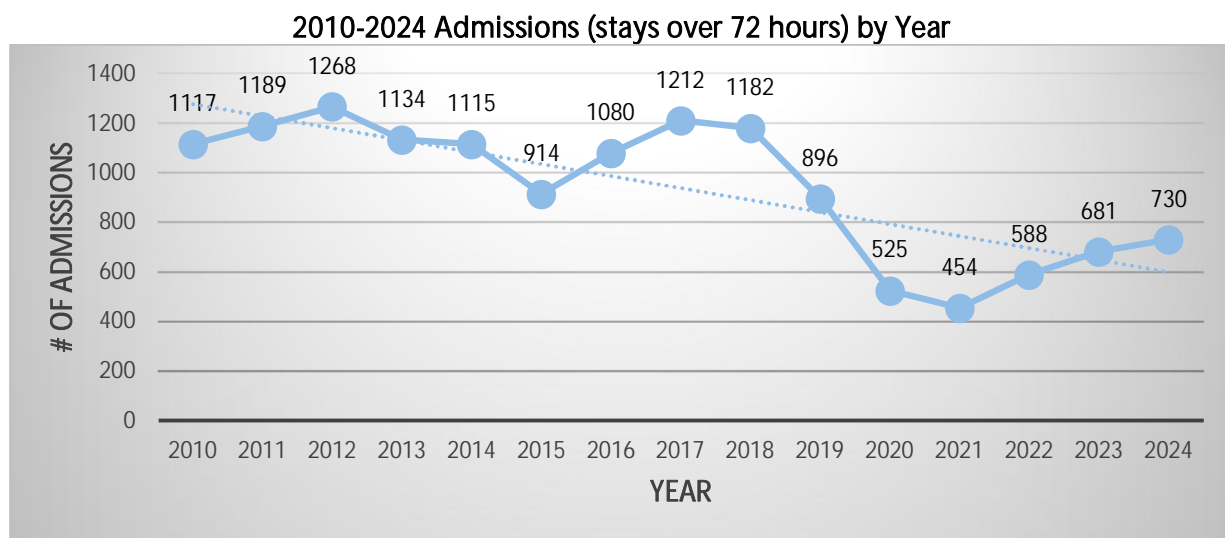


Figure 2.1

Figure 2.1 presents annual admissions for individuals held longer than 72 hours. From 2010 to 2014, these admissions remained relatively steady, ranging from a high of 1,268 in 2012, the highest point in the

Two Bridges Regional Jail, Wiscasset Maine

evaluation period, to a low of 1,115 in 2014. In 2015, admissions dropped sharply to 914 before rebounding in subsequent years to levels consistent with the 2010–2014 period.

Beginning in 2019, admissions began a steady decline, falling to 896 that year, followed by a significant decrease from 2020 through 2022 that coincided with the COVID-19 pandemic. The lowest count occurred in 2021, with only 454 admissions recorded.

Admissions showed a modest rebound in 2023 and 2024; however, they remain well below pre-pandemic levels.

Overall, the downward trend in admissions exceeding both 12 and 72 hours, as shown in Figures 2 and 2.1, likely reflects a combination of factors, including reduced numbers of revenue boarders, changes in detention practices, expanded use of pretrial release mechanisms, broader criminal justice reforms aimed at reducing jail populations and the pandemic.

Average Daily Population (ADP)

Monitoring the ADP is essential for managing jail operations, budgeting, staffing, and policy evaluation. It provides a reliable snapshot of how many individuals are confined on a typical day, helping policy makers and administrators make informed decisions. ADP is critically important for operational planning and cost control by informing decisions about the following:

- Resource allocation: ADP helps determine how many beds, meals, staff hours, and medical services are needed daily.
- Budget forecasting: Jail expenses scale with population size, ADP is used to estimate annual costs for housing, healthcare, transportation, and programming.
- Staffing and scheduling: A stable ADP informs the number of correctional officers, nurses, and support staff are required per shift, with goals to reduce overtime and burnout.
- Facility capacity monitoring: ADP is a key metric for assessing whether a jail is operating within safe limits or facing overcrowding, which can trigger legal and safety concerns.
- Policy impact evaluation: Changes in ADP overtime reflect the effects of diversion and pre-trial programs, sentencing practices, and law enforcement trends.

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Two Bridges Regional Jail, Wiscasset Maine

2010-2024 Annual Average Daily Population

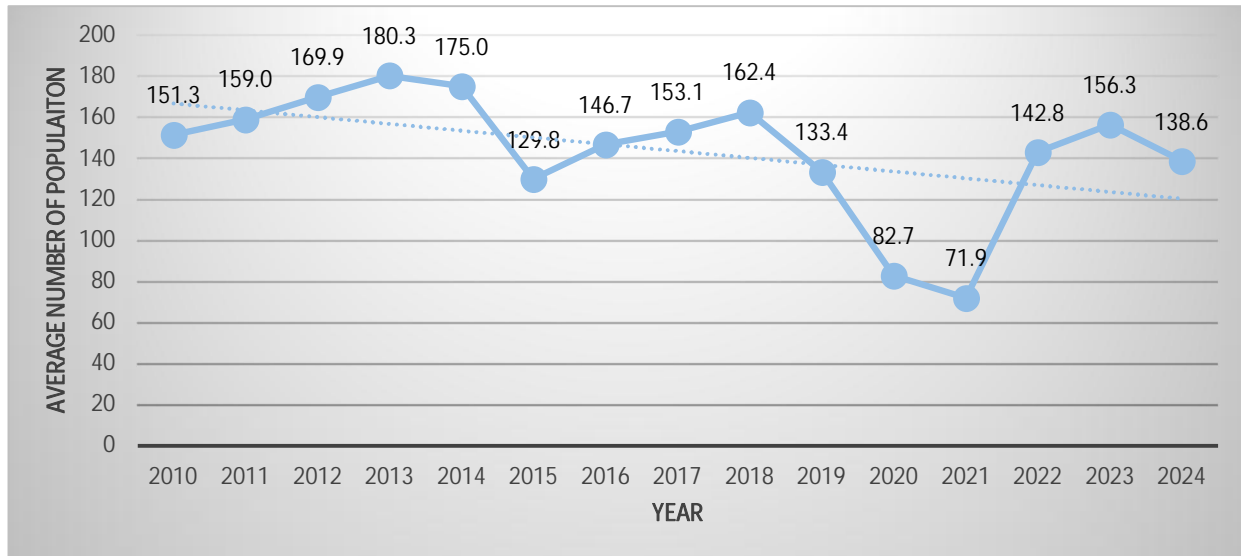


Figure 3

Figure 3 shows the year-over-year trend in the average daily population (ADP) at TBRJ from 2010 through 2024. The data displays a fluctuating pattern with notable peaks between 2012 and 2014, when the ADP reached 183.0, the highest level observed during the evaluation period.

After 2014, the ADP declined sharply to 129.8 in 2015, followed by a gradual increase to 162.4 in 2018 before falling again to 133.4 in 2019. The lowest ADP levels in the dataset occurred in 2020 and 2021 during the COVID-19 pandemic, reaching 82.7 and 71.9, respectively. From 2022 through 2024, the ADP rebounded sharply, returning to near pre-pandemic levels.

TBRJ's years with reduced ADP coincides with reduction in revenue boarders from other jurisdictions, but also Lincoln and Sagadahoc's jail population reduced during pre-pandemic years as well reflecting political influences related to criminal justice reform, the use of graduated sanctions by probation, bail reform measures, legislative decriminalization of certain offenses, and county investments in programming.

Average Length of Stay (ALOS)

The average length of stay (ALOS) in jail is one of the most critical factors influencing the number of beds a facility requires, and, by extension, the level of investment Lincoln and Sagadahoc Counties must make to house individuals in custody. The daily jail population is shaped not only by the number of people booked into the facility but also by how long each person remains there.

Even when bookings remain constant, any increase in ALOS drives up the average daily population, thereby increasing the number of beds needed. Because capacity is directly tied to the duration of stay, even modest increases in ALOS can substantially elevate the population and strain existing resources. Bookings determine how quickly the jail fills, but inmate's length of stay ultimately determines how full it stays.

For Lincoln and Sagadahoc Counties, increases in ALOS have a direct financial impact, as higher average stays may create less opportunity to offer revenue beds to other counties' jails. The following charts will focus on TBRJ's ALOS and factors that influence it.

Two Bridges Regional Jail, Wiscasset Maine

2010-2024 Average length of stay (ALOS) by year

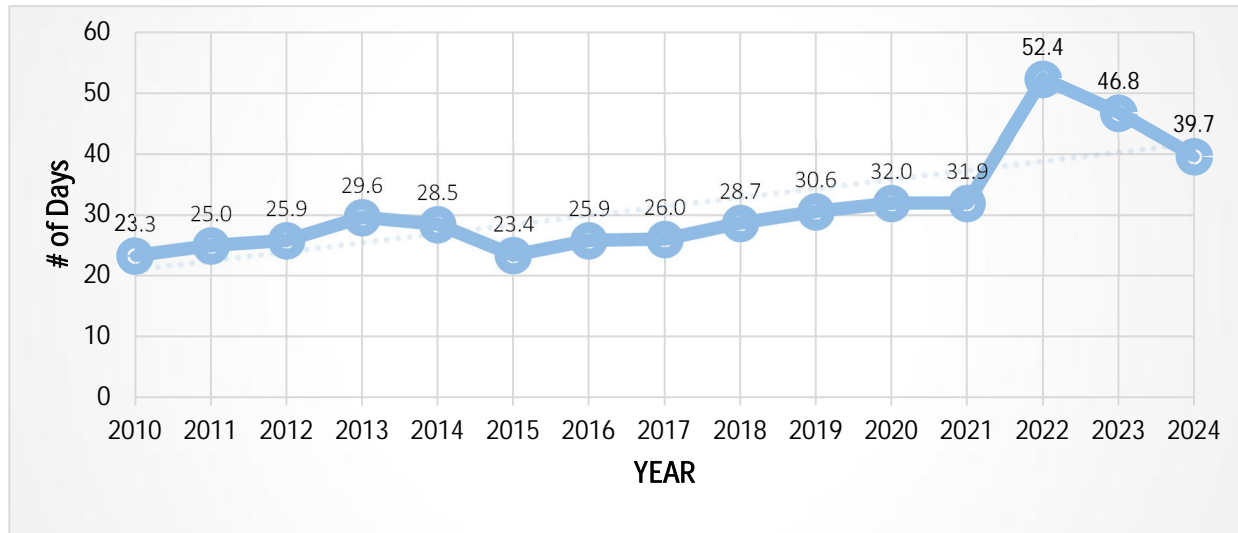


Figure 4

Figure 4 presents the annual average length of stay (ALOS) of all inmates in jail from 2010 through 2024. Across the first decade of the period, ALOS remained relatively stable, beginning at 23.3 days in 2010 and increasing only modestly to 32.0 days by 2020. The most notable changes occur in 2022 and 2023, when ALOS rose sharply to 52.4 and 46.8 days, respectively, more than doubling the 2010 level and representing the highest averages observed in the dataset. These increases align with national trends during and after the COVID-19 pandemic³, when declining jail populations coincided with significant court backlogs and slower case processing leading to longer ALOS.

By the end of the evaluation period, ALOS remained elevated at 39.7 days. Overall, the trend reflects a sustained increase in average jail stays through 2024, likely driven by case complexity, court processing times, and charging practices. TBRJ should continue working with Lincoln and Sagadahoc Counties to monitor county-specific ALOS patterns to support effective resource planning and operational efficiency.

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³ United States Department of Justice, Bureau of Justice Statistics, "Jail Inmates in 2023 -Statistical Tables", December 2023

Two Bridges Regional Jail, Wiscasset Maine

Admissions and Average Length of Stay (ALOS)

2010-2024 Admissions >12 Hours compared to ALOS

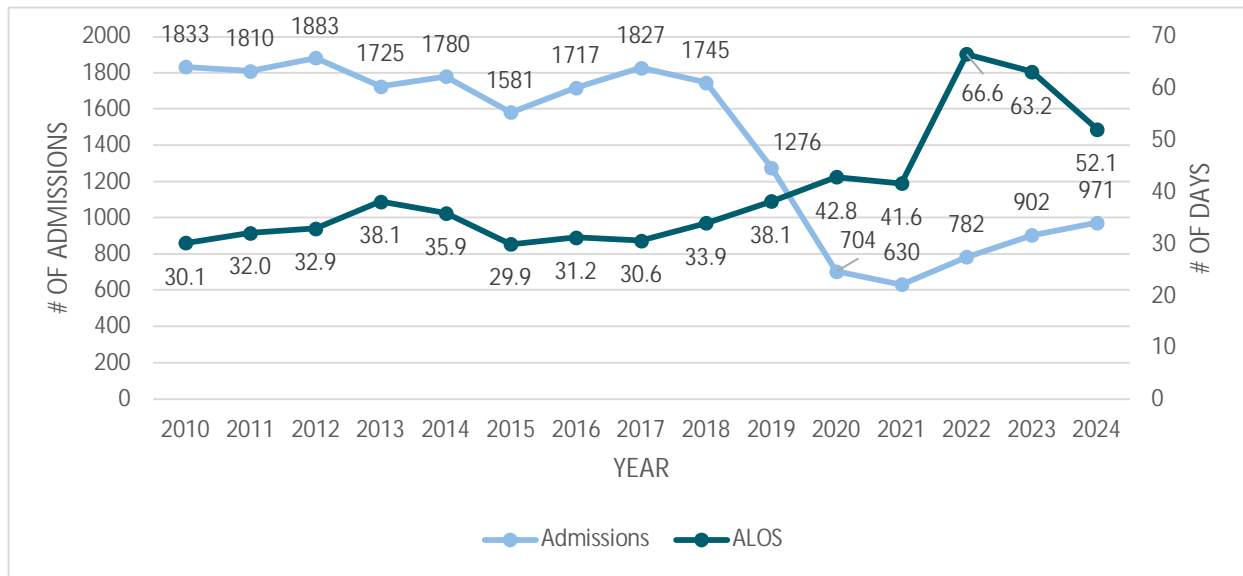


Figure 4.1

Figure 4.1 illustrates longitudinal trends in admissions and average length of stay (ALOS) for inmates held in custody for more than 12 hours in TBRJ from 2010 through 2024. For TBRJ, during 2010-2024, there were 21,166 admissions over 12 hours.

Two distinct patterns emerge from the data:

- Admissions Trend:** The number of admissions peaked in 2012 at 1,833 and has generally declined over time, reaching a low of 630 in 2021 before rising to 971 in 2024, which is still well below pre-pandemic levels. This downward trajectory suggests a sustained reduction in the volume of long-duration jail stays, potentially reflecting reductions in revenue bed to other jurisdictions, criminal justice reform, the use of graduated sanctions by probation, bail reform measures, legislative decriminalization of certain offenses and Lincoln and Sagadahoc Counties' investment in diversion efforts and pretrial release policies.
- ALOS Trend:** In contrast, the average length of stay has gradually risen over this time period. After a sharp increase from 30.1 days in 2010 to nearly 43 days in 2020, ALOS remained steady through the mid-2010s, before sharply rising during the time of COVID-19 and peaking at 66.6 days in 2022. A notable decline occurred in 2024 with 52.1 days. The 2024 ALOS remains elevated from the pre-pandemic levels.

The divergence between declining admissions and persistently higher ALOS underscores the importance of targeted interventions for individuals with prolonged stays. While fewer individuals are entering the jail for extended stays, those who do remain continue to consume substantial resources. These findings support the need for enhanced coordination between law enforcement, judicial systems, alternative programs and behavioral health providers to reduce unnecessary utilization and improve outcomes for jail inmates.

Two Bridges Regional Jail, Wiscasset Maine

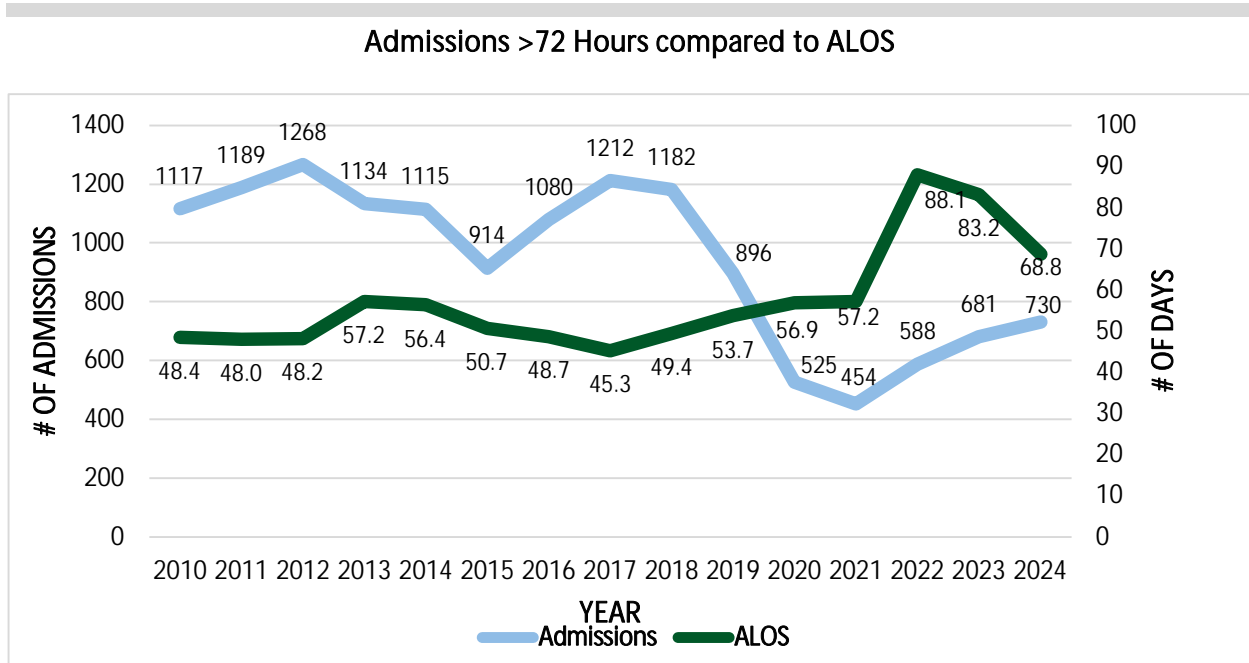


Figure 4.2

Figure 4.2, similar to Figure 4.1, illustrates longitudinal trends in admissions and average length of stay (ALOS) for inmates held in custody for more than 72 hours in TBRJ from 2010 through 2024. For TBRJ, during 2010-2024, there were 14,085 admissions over 72 hours.

Two distinct patterns emerge from the data:

- Admissions Trend:** The number of admissions peaked in 2012 at 1,268 and sharply declined over time, reaching a low of 454 in 2021, returning to 730 in 2024 which is still well below pre-pandemic levels. This downward trajectory suggests a sustained reduction in the volume of long-duration jail stays, potentially reflecting reduction in revenue beds, criminal justice reform, the use of graduated sanctions by probation, bail reform measures, legislative decriminalization of certain offenses and Lincoln and Sagadahoc Counties' investment in diversion efforts and pretrial release policies.
- ALOS Trend:** In contrast, the average length of stay has gradually risen over this time period. After a sharp increase from 48.4 days in 2010 to nearly 60 days in 2021, ALOS remained steady through the mid-2010s, before sharply rising during the time of COVID-19 and peaking at 88.1 days in 2022. A notable decline occurred in 2024 with 68.8 days. The 2024 ALOS remains elevated from the pre-pandemic levels.

The divergence between declining admissions and persistently high ALOS underscores the importance of targeted interventions for individuals with prolonged stays. While fewer individuals are entering the jail for extended stays, those who do remain continue to consume substantial resources. These findings support the need for enhanced coordination between law enforcement, judicial systems, alternative programs and behavioral health providers to reduce unnecessary utilization and improve outcomes for jail inmates.

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Two Bridges Regional Jail, Wiscasset Maine

Detention Days

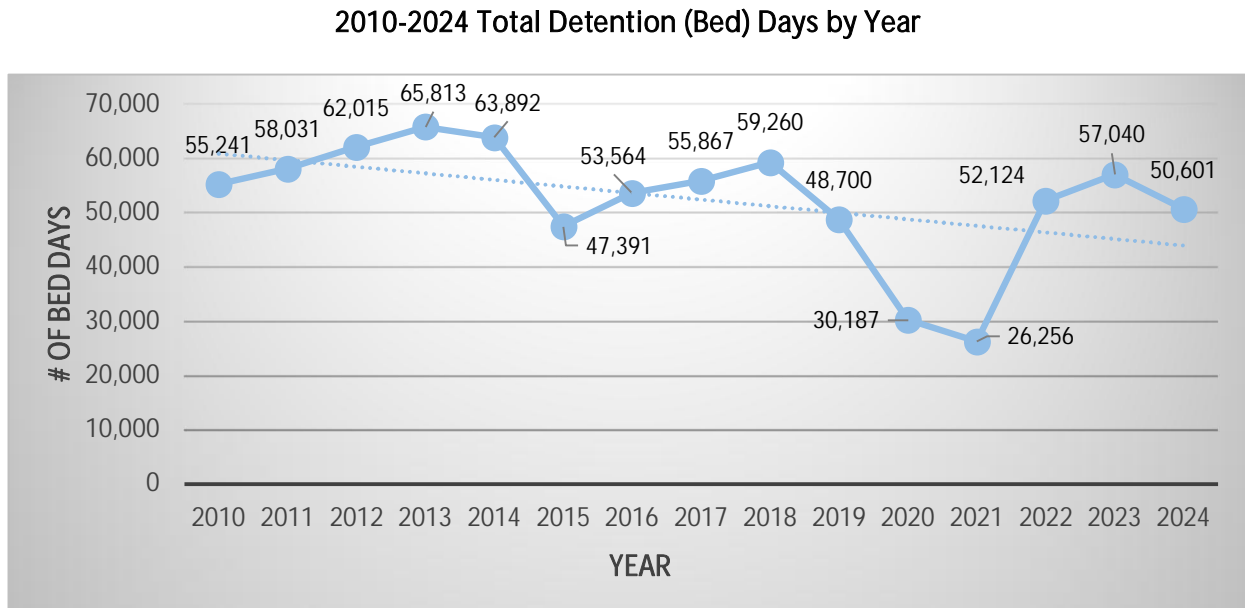


Figure 5

Figure 5 displays the total number of bed days incurred annually from 2010 through 2024. It reflects the cumulative time individuals spent confined in the jail each year, offering insight into both population volume and duration of stay.

From 2010 through 2013, total bed days increased steadily from 55,241 to a peak of 65,813, the highest value in the dataset. After 2014, the jail experienced a pronounced decline, reaching 47,391 bed days in 2015, a reduction that aligns with decreased admissions during that period. Utilization rebounded over the next several years, rising to 59,260 bed days in 2018 before dropping sharply again. The lowest point in the dataset occurs in 2021, when total bed days fell to 26,256.

Beginning in 2022, bed days increased markedly, returning to 57,040, levels more consistent with the early to mid-2010s. These fluctuations over time likely reflect shifts in admissions patterns, changes in revenue boarding from other jurisdictions, and pandemic-related impacts.

Overall, this longitudinal view of bed-day utilization provides important context for understanding trends in jail demand. It supports informed resource planning and strategic decision-making related to facility capacity, staffing levels, and population management practices.

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Two Bridges Regional Jail, Wiscasset Maine

2010-2024 Length of Stay Effect on Detention Days

Days Confined	Detention Days	Bookings	Perc Beds	Perc Bookings
12 Hrs or Less	0	5536	0.00%	20.7%
12-24 Hrs	0	2546	0.00%	9.5%
One Day	4225	2895	0.54%	10.8%
Two Days	4084	1636	0.52%	6.1%
Three Days	3572	1020	0.46%	3.8%
4 to 5 Days	8114	1649	1.04%	6.2%
6 to 9 Days	11086	1436	1.42%	5.4%
10 to 19 Days	24785	1706	3.16%	6.4%
20 to 29 Days	38109	1562	4.87%	5.8%
30 to 59 Days	110377	2542	14.09%	9.5%
60 to 89 Days	103035	1404	13.16%	5.3%
90 to 119 Days	94433	910	12.06%	3.4%
120 to 149 Days	81752	609	10.44%	2.3%
150 to 179 Days	75015	458	9.58%	1.7%
180 to 269 Days	103889	485	13.26%	1.8%
270 to 365 Days	57383	183	7.33%	0.7%
366 or More Days	63359	128	8.09%	0.5%
Total	783218	26705	100.00%	100.0%

30.2% of all inmates spent less than one day and used none of the beds.

18.2% of the inmates spent from 1 to 4 months in jail but used nearly 40% of the beds.

3% of the inmates spent 6 or more months in jail but used nearly 29% of the bed.

Figure 5.1

Two Bridges Regional Jail, Wiscasset Maine

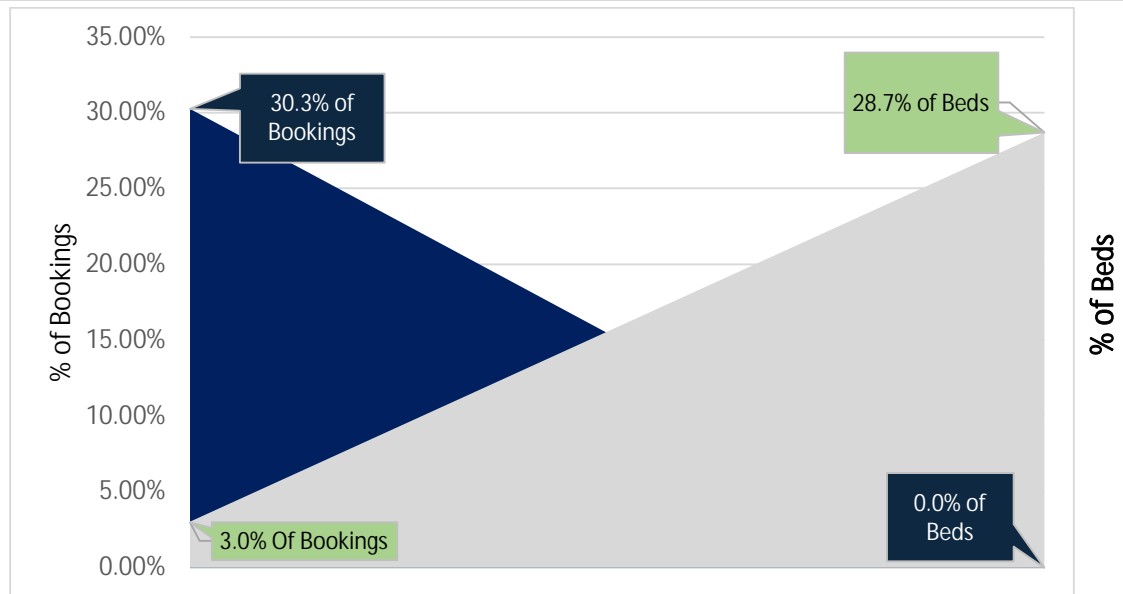


Figure 5.2

Figures 5.1 and 5.2 reveal a striking disparity in bed utilization across booking durations in TBRJ. Over 30% of all bookings result in zero bed days, indicating brief detention or immediate releases. In contrast, a small subset, just 3.0% of bookings, accounts for nearly 30% of total bed occupancy, underscoring the outsized impact of long-term custody on jail capacity. Individuals held between 30 and 60 days represent the highest proportion of bed usage.

These findings highlight the critical importance of managing bed utilization through timely interventions. Expanding access to diversion programs, pretrial services, and expedited case processing, particularly within the first 72 hours of custody, may reduce prolonged stays and alleviate pressure on facility resources.

Additionally, the high volume of immediate releases warrants further evaluation. Understanding the nature of these cases could inform whether arrest alternatives, such as citations, summonses, or community-based referrals, might be appropriate in lieu of custodial booking for a greater number of the current bookings. Such strategies could reduce unnecessary jail admissions, improve operational efficiency, and support more proportionate responses to low-level offenses.

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Incarceration Rate

It is important to track a jurisdiction's incarceration rate for a few reasons: 1) a high incarceration rates may reflect punitive sentencing laws, limited use of alternatives to detention, or systemic issues such as racial disparities 2) tracking helps governments and agencies allocate funding for correctional facilities, staffing, and rehabilitation programs and 3) a tool to track changes over time can reveal the impact of reforms, such as bail reform, decriminalization, or diversion initiatives.

2010-2024 County Population, Bookings, ADP, ALOS & Incarceration Rate

Lincoln County, Maine
Historical Trends and Annual Rate of Change Factors

Year	County Population	Bookings	Avg Daily Jail Population	Avg Length of Stay	Incarceration Rate Per 100,000
2010	34,457	973	34.3	12.9	99.5
2011	34,535	822	33.6	14.9	97.2
2012	34,613	820	29.2	13.0	84.3
2021	36,024	298	25.4	31.2	70.6

Additional years are not shown due to unavailable or incomplete data

Figure 6

Sagadahoc County, Maine
Historical Trends and Annual Rate of Change Factors

Year	County Population	Bookings	Avg Daily Jail Population	Avg Length of Stay	Incarceration Rate Per 100,000
2010	39,736	756	43.8	21.2	110.3
2011	39,672	660	33.9	18.7	85.4
2012	39,611	570	30.4	19.5	76.8
2021	41,074	248	19.6	28.8	47.7

Additional years are not shown due to unavailable or incomplete data

Figure 6.1

Figures 6 and 6.1 illustrate the annual incarceration rate for Lincoln and Sagadahoc Counties for four years from 2010-2024 evaluation period, the other years had insufficient data to present reliable findings. The four years provide limited insight into long-term custodial trends but is shown for each County is that the incarceration trend is declining over time.

For Lincoln County, the incarceration rate dropped from 99.5 per 100,000 residents in 2010 to a low of 70.6 in 2021. Between 2010 and 2021, Lincoln County's population grew nearly 4.5%.

For Sagadahoc County, the incarceration rate dropped from 110.3 per 100,000 residents in 2010 to a low of 47.7 in 2021. Between 2010 and 2021, Sagadahoc County's population grew nearly 3.4%.

Two Bridges Regional Jail, Wiscasset Maine

These rates are markedly lower than both the State of Maine's average of 272 per 100,000 and the national rate of 541 per 100,000. Lincoln and Sagadahoc County's comparatively low incarceration rate reflects a localized approach that may emphasize alternatives to detention, such as pretrial release, diversion programs, and community-based programming to reduce recidivism.

The downward trajectory experienced suggests deliberate efforts to reduce custodial reliance, particularly for low-level offenses. Lincoln and Sagadahoc County's performance in this area may serve as a model for jurisdictions seeking to balance public safety with fiscal responsibility and humane correctional practices. The continued monitoring and evaluation of arrest and booking decisions, length of stay, and release mechanisms will be essential to sustaining and improving on these gains and informing broader criminal justice reform efforts.

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Two Bridges Regional Jail, Wiscasset Maine

SECTION 4: PROJECTIONS

Predicting Future Bedspace Needs

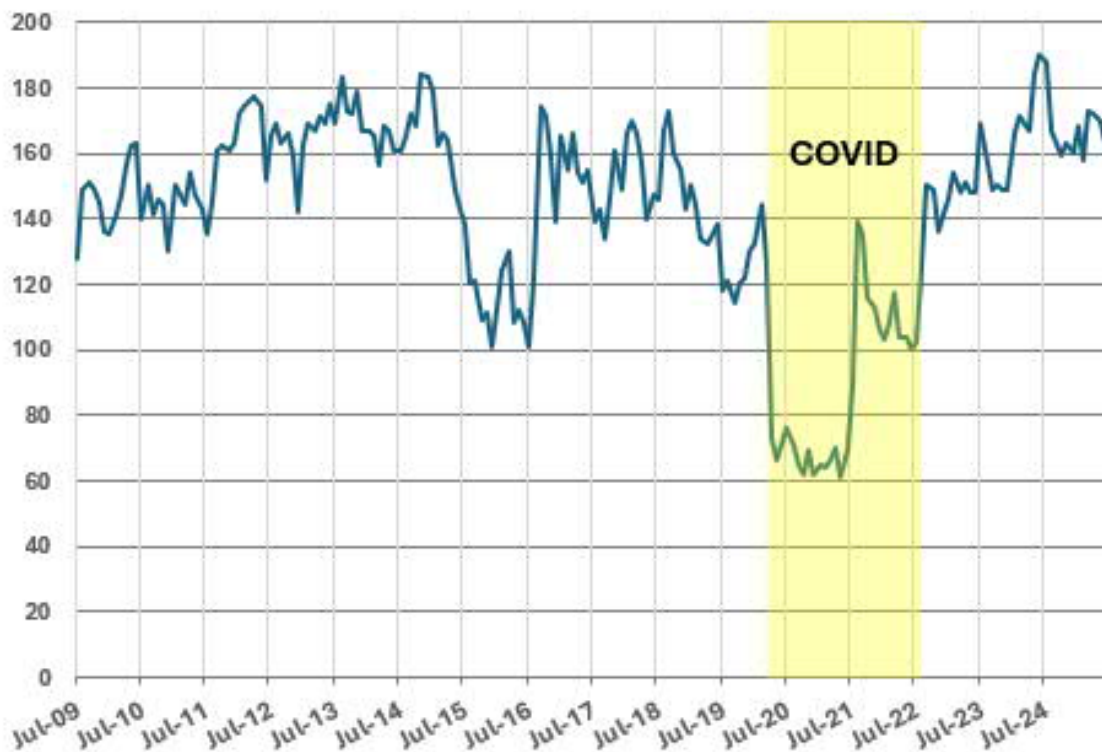
To explore potential partnerships, Lincoln and Sagadahoc County officials need to predict future jail bed needs for Two Bridges Regional Jail (TBRJ). This requires statistical analysis of past jail populations, and consideration of other factors that might change jail bed needs.

Average Daily Population (ADP) Describes Past Jail Occupancy.

We identified “average daily population” (ADP) monthly for 15.5 years, beginning in 2009. ADP is calculated by adding all inmate “detention days”¹ during the month and dividing that by the number of days in the month. ADP does not reflect fluctuation of the daily population.

Figure 1 illustrates monthly ADP.

Figure 1: TBRJ Monthly ADP, July 2009 to July 2025.²



Occupancy increased steadily from July 2009 to mid-2012. ADP ranged between 140 and 180 from July 2011 until July 2015, when it dropped to until August 2016, when it increased sharply. ADP fluctuated until early 2020 and then dropped to the 60’s during COVID (March 2020 to May 2023). After COVID ADP ranged from the 140’s to the mid-180’s.

¹ A “Detention Day” is accrued when one inmate- for whom TRBJ is *responsible*- spends one day in confinement in the Knox County Jail, or in another county jail.

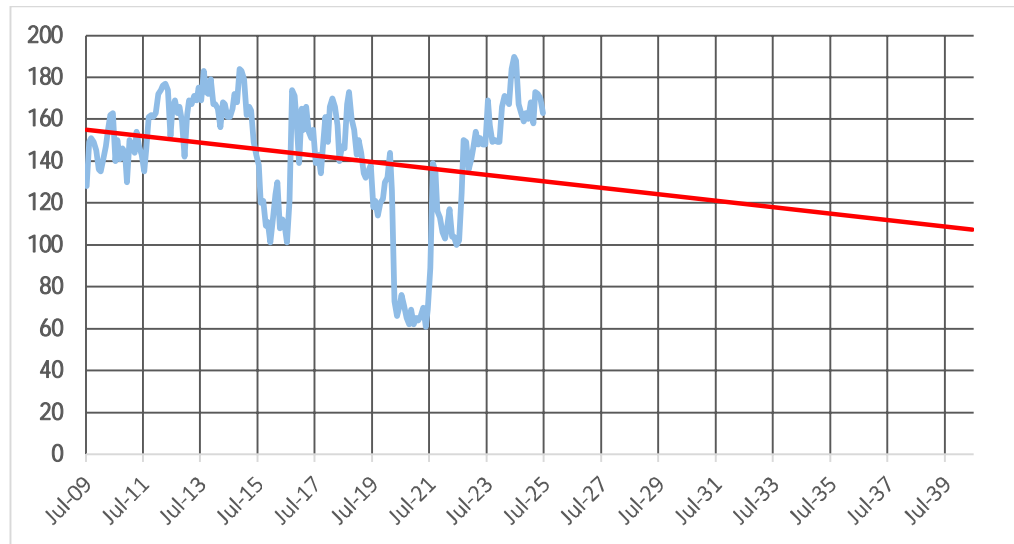
² ADP for inmates for which TBRJ was “responsible” – does not include inmates housed for other jurisdictions.

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Analyzing Past ADP to Identify Trends.

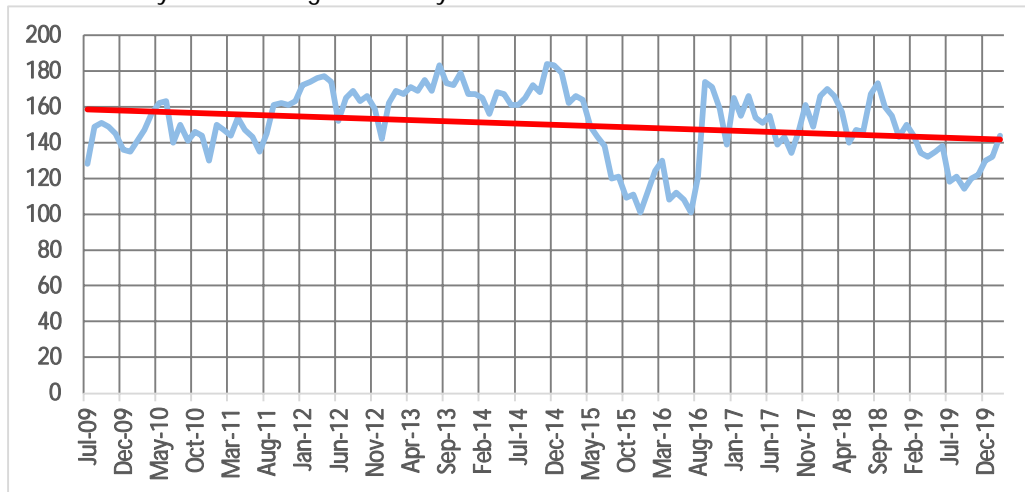
Statistical Analysis. Using monthly Average Daily Population (ADP) from 2009 through 2024, we created a “best-fit” trend line.³ The red line in Figure 2 represents the best fit line calculated from historical ADP, extended 15 years forward to estimate future ADP.

Figure 2: Trend Line from 15 Years TRBJ ADP, Extended 15 Forward.



The impact of COVID on this methodology produced a long-term downward trend that was not realistic, similar to the calculations for Waldo County. To address this, we adjusted ADP during COVID by creating a trendline from 2009 up to the beginning of COVID, shown in Figure 3.

Figure 3: Trendline July 2009 through February 2020.



³ “A best fit line (or trend line) is a straight line on a scatter plot that best represents the underlying trend of data points, minimizing the distance between the line and the points. It is used to analyze data correlations, make predictions, and is generally calculated using the least-squares method for maximum accuracy.” (Investopedia.com)

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We substituted the monthly ADP from the new trend line for the months during COVID, and recalculated an overall trend line, shown in Figure 4.

Figure 4: Trendline with COVID Months Adjusted, Projected 15 years.



This process generated the following projected ADP through 2039.

Figure 5: Projected ADP Through 2039.

Year	Projected ADP
2027	147.1
2029	146.5
2031	145.9
2033	145.3
2035	144.7
2037	144.0
2039	143.4

Projected ADP does not translate directly into bed needs. ADP does not reflect daily changes in demand, seasonal fluctuation, and other dynamics of jail operations. Converting ADP to bedspace needs requires calculation of a “peaking factor” that is applied to ADP to generate projected bed needs. Figure 6 presents the peaking factor calculations.

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Figure 6: Peaking Factor Calculations.

Year	Average Daily Count*	High Actual ADP	Peaking Factor ⁴
Yr 2023	159.2	118.0	34.9%
Yr 2024	166.8	128.4	38.4%
Yr 2025	153.4	151.5	1.2%
Average Overall Peaking Factor			24.8%

* Average of 3 highest daily counts during the year.

In 2013, the U.S. Department of Justice, Bureau of Justice Assistance (BJA), funded a statewide review of Maine jails⁵ at the request of the Maine Board of Corrections (BOC). The final report included:

1. Review of current *rated* capacities for each county facility (jails, short-term detention facilities, re-entry facility) based on standards.
2. *Recommendations* for nominal and *functional* capacities for each facility.
3. Review of *staffing* plans for every county facility, description, concerns and recommendations.
4. *Recommendation* of methodology to monitor *actual staff deployment* in county facilities.

Legislation That Affected Jail Use from 2008 to 2024.

The preceding statistical analysis provides a foundation for considering future jail bed needs. However, additional factors—both historical and anticipated—may warrant adjustments to these estimates. Changes in legislation, particularly those affecting the Criminal Code, sentencing policy, or pretrial release practices, can significantly influence future jail bed demand.

For example, in Genesee County, New York, we were asked to update earlier bed-space projections to account for the anticipated impacts of recently enacted bail reform legislation.

Similarly, Maine Legislature has implemented two major initiatives with substantial implications for county jails. Both initiatives were subsequently modified after their initial adoption:

1. The establishment of the Maine Board of Corrections (2008); and
2. The implementation of bail reform legislation (2021).

A. Board of Corrections (BOC).

In 2008, the Maine Legislature enacted legislation that fundamentally altered local and state detention and corrections operations, administration, and funding. The initial legislation establishing the Maine Board of Corrections (BOC) reclassified four full-service county jails—Franklin, Oxford, Piscataquis, and Waldo—as short-term detention facilities. This reclassification limited the length of incarceration in those facilities to 72 hours.

As a result, overall jail capacity in Maine was reduced, necessitating the transportation of displaced inmates

⁴ The peaking factor is added to projected ADP for a given year, to provide an estimate of bed needs.

⁵ DOJ/BJA Technical Assistance Report: *Maine Board of Corrections*. CRS Inc. Gettysburg PA. 2013.

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from the affected counties and their housing in jails located in other jurisdictions.

Following its enactment, BOC legislation was amended multiple times. Many of these changes addressed the level and structure of state funding provided to county jails. Ultimately, in 2015, the Legislature abolished the Board of Corrections.

B. Bail Reform.

A 2019 study by the Maine Civil Liberties Union (MCLU) found that nearly 40,000 individuals were held in jail pretrial, many solely because they could not afford cash bail for misdemeanor charges. The study raised concerns about the collateral consequences of pretrial detention, including loss of employment, housing instability, family disruption, and diminished access to mental and physical health care.

In response to these concerns, Maine enacted bail reform legislation centered on LD 1703, *“An Act to Amend the Bail Code.”* The legislation sought to reduce pretrial detention by eliminating cash bail for most Class E (the lowest-level) misdemeanor offenses, frequently replacing monetary requirements with non-financial alternatives. To address wealth-based disparities, the law required judges to consider a defendant’s ability to pay, employment status, and caregiving responsibilities when setting conditions of release.

Key components of Maine’s bail reform included:

- **Focus on Class E offenses:** The reforms targeted minor crimes—such as criminal trespass and disorderly conduct—to reduce the incarceration of individuals whose detention was driven primarily by inability to pay bail.
- **Judicial discretion and conditions of release:** Courts were encouraged to release individuals on their own recognizance or impose non-monetary conditions rather than cash bail.
- **Assessment of collateral impact:** Judges were required to consider how bail conditions would affect a person’s employment, housing stability, and caregiving responsibilities.
- **Use of pretrial services:** Organizations such as Maine Pretrial Services were expanded to assess risk and supervise individuals in the community rather than in jail.

Proponents of bail reform emphasized the importance of basing pretrial detention decisions on an individual’s risk to public safety or likelihood of reappearance in court, rather than on personal wealth. Implementation of the reforms began in mid-2021 and coincided with the COVID-19 pandemic, during which reducing jail populations became an urgent public health priority.

Subsequent concerns regarding repeat offenses and public safety prompted legislative efforts to modify the original reforms. Most recently, LD 1536 (2025) proposed amendments that would partially revise or roll back elements of the 2021 bail reform framework.

Maine’s experience is not unique. More than half of U.S. states, along with Washington, D.C., and the federal system, adopted changes to bail practices during the 2020’s.⁶ In many jurisdictions, those reforms were followed by subsequent adjustments and refinements as policymakers responded to implementation challenges and outcomes.

⁶ The Bail Project, “Beyond Bail: A National Survey of Pretrial Justice Reform in the United States.” March 5, 2025, <https://www.bailproject.org/beyond-bail>.

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Demographic and Socioeconomic Factors.

The following pages explore demographic and socioeconomic changes and potential impact on county detention and corrections needs, including:

- County population
- Age
- Age and Gender
- Race/ethnicity
- Marital Status
- Workforce and Employment

County Population

County general population for Lincoln and Sagadahoc Counties increased from 1972 to 2024, as shown in Figure 7.

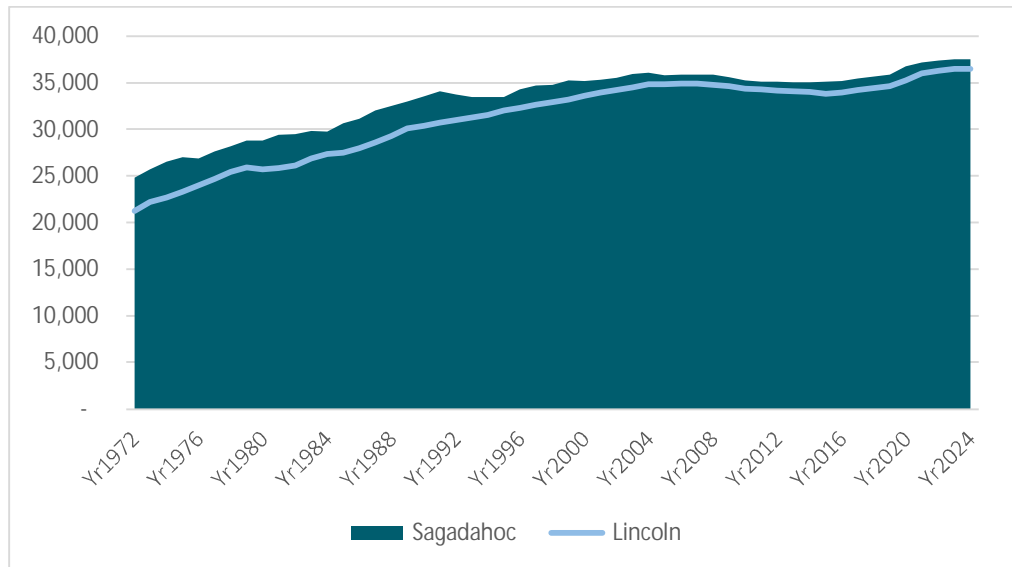
Figure 7: Lincoln and Sagadahoc County Population, 1972 - 2024.

Year	Lincoln	Sagadahoc	Year	Lincoln	Sagadahoc
Yr1972	21,300	24,800	Yr2000	33,616	35,214
Yr1973	22,200	25,700	Yr2001	33,968	35,323
Yr1974	22,700	26,500	Yr2002	34,206	35,545
Yr1975	23,300	27,000	Yr2003	34,495	35,966
Yr1976	24,000	26,900	Yr2004	34,827	36,100
Yr1977	24,700	27,600	Yr2005	34,864	35,813
Yr1978	25,400	28,200	Yr2006	34,904	35,895
Yr1979	25,900	28,800	Yr2007	34,899	35,890
Yr1980	25,691	28,795	Yr2008	34,768	35,860
Yr1981	25,845	29,423	Yr2009	34,627	35,567
Yr1982	26,090	29,488	Yr2010	34,385	35,228
Yr1983	26,899	29,800	Yr2011	34,269	35,121
Yr1984	27,377	29,734	Yr2012	34,152	35,115
Yr1985	27,514	30,639	Yr2013	34,087	35,021
Yr1986	27,954	31,112	Yr2014	34,047	35,076
Yr1987	28,571	32,025	Yr2015	33,784	35,120
Yr1988	29,306	32,503	Yr2016	33,974	35,156
Yr1989	30,065	32,949	Yr2017	34,215	35,436
Yr1990	30,357	33,535	Yr2018	34,399	35,690
Yr1991	30,692	34,066	Yr2019	34,634	35,856
Yr1992	30,959	33,758	Yr2020	35,256	36,730
Yr1993	31,275	33,494	Yr2021	36,024	37,171
Yr1994	31,533	33,468	Yr2022	36,263	37,402
Yr1995	32,051	33,473	Yr2023	36,460	37,541
Yr1996	32,289	34,286	Yr2024	36,491	37,582
Yr1997	32,622	34,675			
Yr1998	32,885	34,775			
Yr1999	33,212	35,218			

Figure 8 illustrates general population for each county.

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Figure 8: General Population Lincoln and Sagadahoc Counties, 1972 -2024



The graph illustrates the similarity between population growth for the two counties:

- Both counties experience significant steady growth from 1972 to 2004.
- Sagadahoc's population dropped from 1991 to 1995, while Lincoln continued a steady increase.
- Lincoln's population increased more from 1992 to 2004, narrowing the difference in population between the two counties.
- In 1974, Sagadahoc had 3,800 more residents (largest difference), by 2010 the difference was only 843.)
- Between 1992 to 2024 Lincoln County's population declined 15 of the 53 years, while Sagadahoc County's declined 26 years.

Maine's overall population is projected to grow by 2.6% between 2020 and 2030.⁷ Figure 9 presents projected population trends for all counties from the "Population Outlook" report published by the State.

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⁷ Office of the State Economist, Maine Department of Administrative and Financial Service

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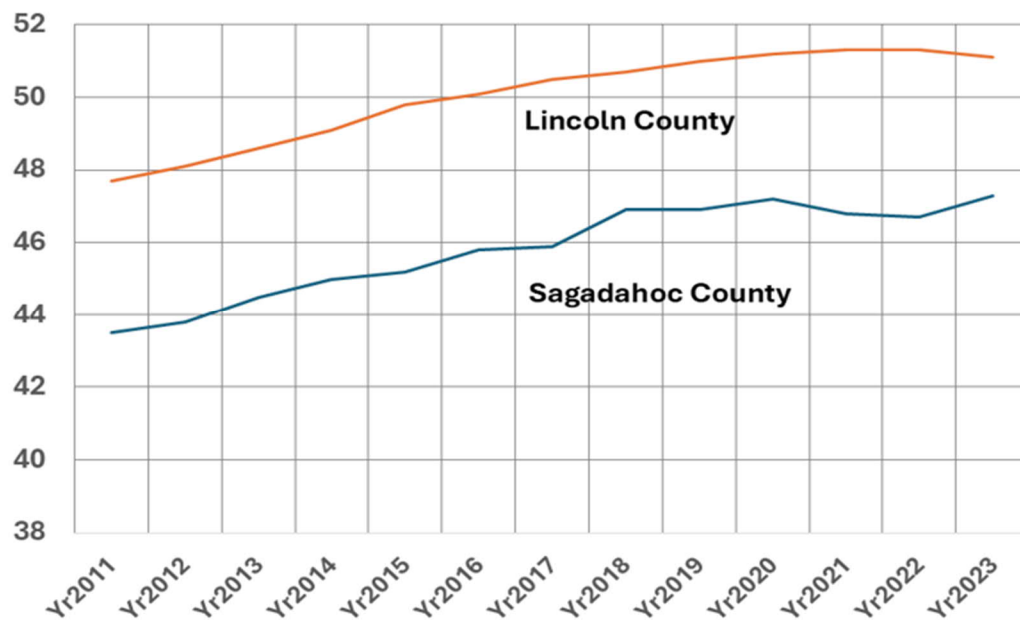
Figure 9: Maine Population by County: 2009 to 2024.

Maine County Total Population				Percent Change in Population			
	2022 (historical)	2027	2032	2022- 2027	2027- 2032	2022- 2032	
Androscoggin	113,225	114,957	115,976	1.5%	0.9%	2.4%	
Aroostook	67,322	67,300	66,774	0.0%	-0.8%	-0.8%	
Cumberland	308,837	316,999	322,973	2.6%	1.9%	4.6%	
Franklin	30,595	30,894	30,993	1.0%	0.3%	1.3%	
Hancock	56,549	57,450	57,694	1.6%	0.4%	2.0%	
Kennebec	126,535	130,284	133,024	3.0%	2.1%	5.1%	
Knox	41,179	41,332	41,049	0.4%	-0.7%	-0.3%	
Lincoln	36,285	36,450	36,242	0.5%	-0.6%	-0.1%	
Oxford	59,458	59,736	59,578	0.5%	-0.3%	0.2%	
Penobscot	154,728	157,363	158,648	1.7%	0.8%	2.5%	
Piscataquis	17,403	17,432	17,335	0.2%	-0.6%	-0.4%	
Sagadahoc	37,372	38,859	39,717	4.0%	2.2%	6.3%	
Somerset	51,118	50,676	49,959	-0.9%	-1.4%	-2.3%	
Waldo	40,255	41,782	42,766	3.8%	2.4%	6.2%	
Washington	31,527	32,732	33,480	3.8%	2.3%	6.2%	
York	216,950	225,641	232,136	4.0%	2.9%	7.0%	

Age

The median age of Lincoln and Sagadahoc counties increased steadily from 2011 to 2023. Sagadahoc County's median age was lower than Lincoln, by about two years.

Figure 10: Median Age Lincoln County and Sagadahoc County, 2011 – 2023.

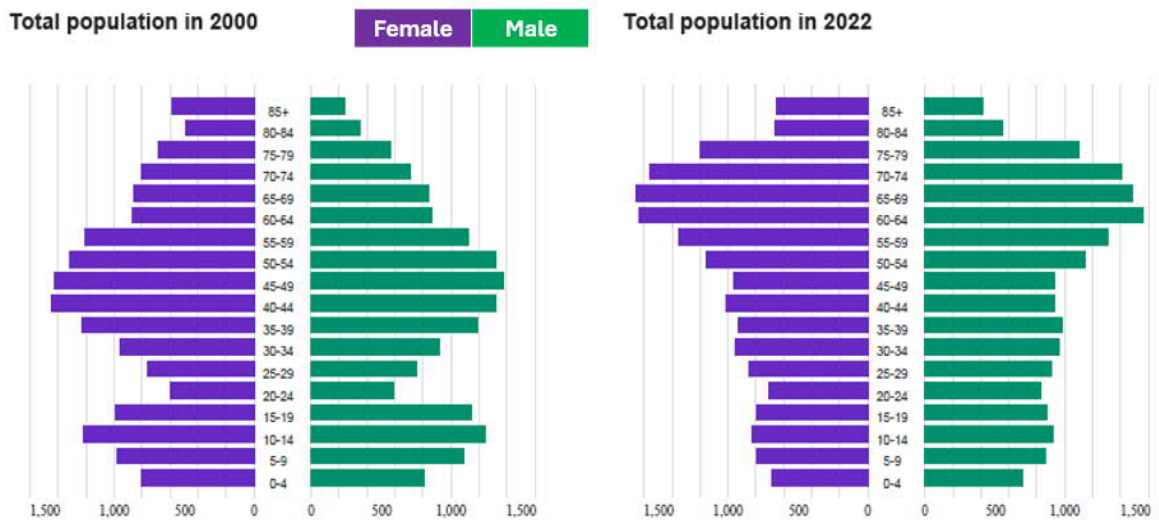


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Age and Gender

From in 2,000, the largest cohort of Lincoln County residents was 40 to 59 years, for both genders. By 2022, the largest cohort moved to 55 to 74 years, as illustrated in Figure 11. Age cohorts for Sagadahoc County were consistent with this trend.

Figure 11: Lincoln County Age Cohorts by Gender, Year 2000 and Year 2022.



Consistent with Maine State Economist reports, the working-age of Maine’s population (20–64) is projected to continue a gradual decline as the "Baby Boomer" generation ages out of the workforce.

Figure 12: Maine Statewide Population by Age, 2022, 2027, and 2032.

Maine Statewide Population by Age				Percent Change in Population			
	2022 (historical)	2027	2032		2022- 2027	2027- 2032	2022- 2032
0-19 years	284,733	269,372	259,123	0-19 years	-5.4%	-3.8%	-9.0%
20-39 years	331,993	330,491	320,951	20-39 years	-0.5%	-2.9%	-3.3%
40-64 years	461,727	441,346	436,607	40-64 years	-4.4%	-1.1%	-5.4%
65+ years	310,885	378,679	421,663	65+ years	21.8%	11.4%	35.6%

Race and Ethnicity

In 2022, Lincoln County was more diverse than it was in 2000. In 2022, the white (non-Hispanic) group made up 94.7% of the population compared with 98.2% in 2000. Between 2000 and 2022, the share of the population that is Hispanic/Latino grew the most, increasing 1.3 percentage points to 1.8%. The white (non-Hispanic) population had the largest decrease dropping 3.5 percentage points to 94.7%.

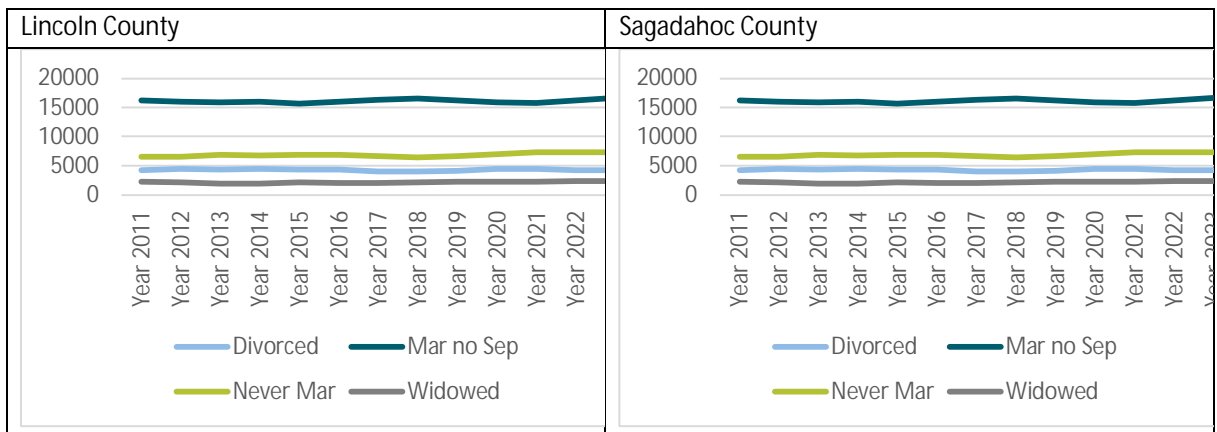
In 2022, the largest racial or ethnic group in Sagadahoc County was the white (non-Hispanic) group, which had a population of 35,164. Between 2000 and 2022, the white (non-Hispanic) population had the most growth increasing by 1,389 from 33,775 in 2000 to 35,164 in 2022.

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Marital Status

Married residents comprised the largest cohort in both Lincoln County and Sagadahoc County from 2011 through 2023. The number of married residents did not change much, and neither did the number of residents who were divorced, never married, or widowed.

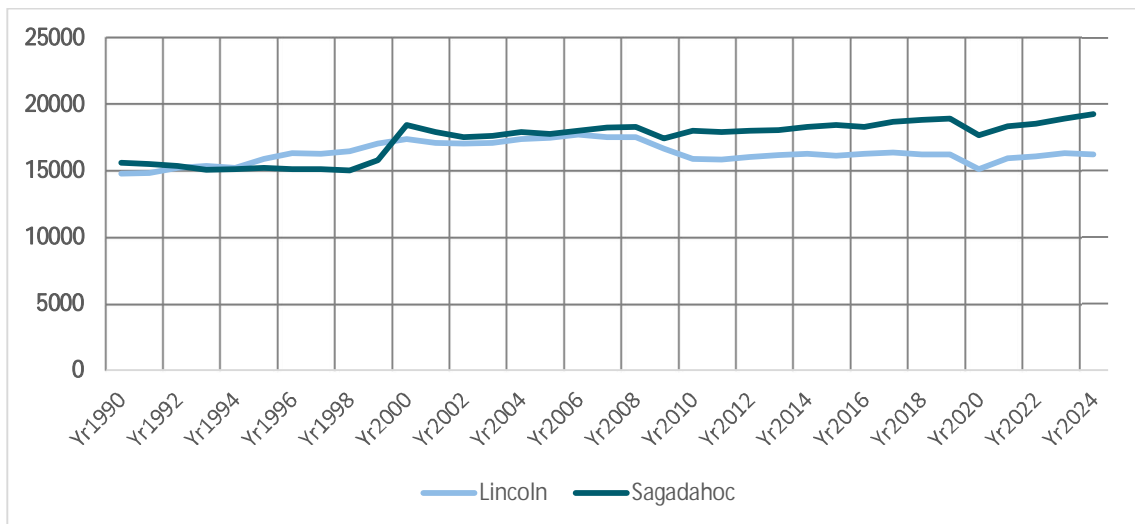
Figure 13: Marital Status, Lincoln County and Sagadahoc County, 2011 – 2023.



Workforce and Employment.

The number of employed residents in both counties increased from 2000 to 2024 (Figure 14). Employed residents in Lincoln County increased by nearly 2,000 during those years, while the number of employed Sagadahoc County residents increased by nearly 5,000.

Figure 14: Number of Employed Residents, Lincoln and Sagadahoc, 1990 – 2024.

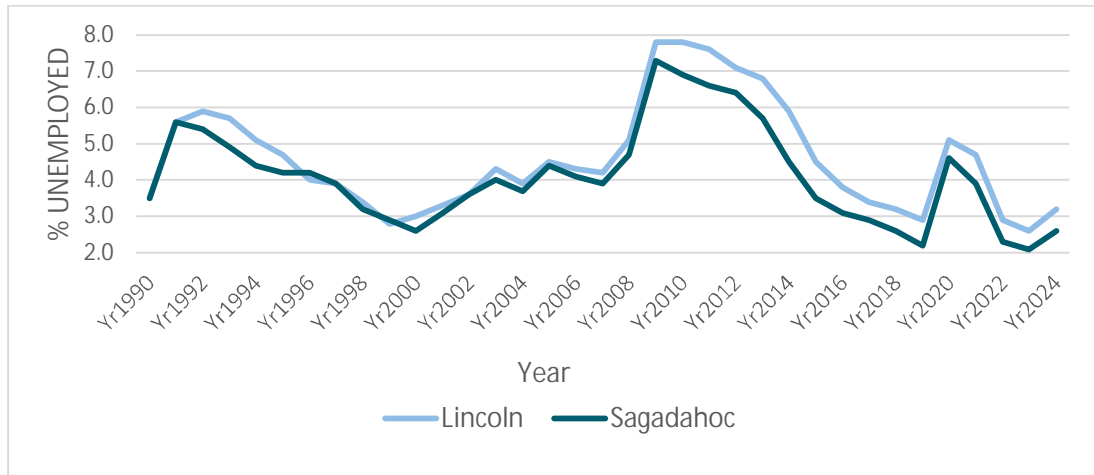


Lincoln County experienced fluctuating unemployment rates from 2000 to 2025, spiking over 5% in 2020 due to pandemic-related shutdowns, before returning to a low of 2.6%–3.2% by 2023–2024 (Figure 15). Early 2000s rates were low, notably falling to 2.1% in August 2000, however the highest rate of unemployment occurred following the 2008 recession, while 2025 data showed a 4.0% rate in March.

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Unemployment in Sagadahoc County generally followed state and national trends over the past 25 years, experiencing a significant spike during the 2008 recession and the 2020 pandemic before dropping to low levels (around 2.6%-2.9%) by late 2025 (Figure 15). In early 2000, the rate ranged from 3.5% to 3.9%. During the COVID Pandemic the rate rose to 4.6% in 2020, dropped to 2.3% in 2022, and stabilized around 2.6% in 2024. The unemployment rate remained very low throughout 2025, starting at 2.57% in April, slightly increasing to 2.7% in September, and settling at 2.6% in December 2025.

Figure 15: Unemployment Rate, Lincoln and Sagadahoc, 1990 – 2024.



Year	Lincoln	Sagadahoc	Year	Lincoln	Sagadahoc
Yr1990	3.5	3.5	Yr2007	4.2	3.9
Yr1991	5.6	5.6	Yr2008	5.1	4.7
Yr1992	5.9	5.4	Yr2009	7.8	7.3
Yr1993	5.7	4.9	Yr2010	7.8	6.9
Yr1994	5.1	4.4	Yr2011	7.6	6.6
Yr1995	4.7	4.2	Yr2012	7.1	6.4
Yr1996	4.0	4.2	Yr2013	6.8	5.7
Yr1997	3.9	3.9	Yr2014	5.9	4.5
Yr1998	3.4	3.2	Yr2015	4.5	3.5
Yr1999	2.8	2.9	Yr2016	3.8	3.1
Yr2000	3.0	2.6	Yr2017	3.4	2.9
Yr2001	3.3	3.1	Yr2018	3.2	2.6
Yr2002	3.6	3.6	Yr2019	2.9	2.2
Yr2003	4.3	4.0	Yr2020	5.1	4.6
Yr2004	3.9	3.7	Yr2021	4.7	3.9
Yr2005	4.5	4.4	Yr2022	2.9	2.3
Yr2006	4.3	4.1	Yr2023	2.6	2.1
Yr2007	4.2	3.9	Yr2024	3.2	2.6

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Crime, Arrest and Law Enforcement.

Lincoln County

In 2024, Lincoln County was one of only six counties in Maine to experience an increase in its overall crime rate, contrasting with a statewide downward trend. While statewide crime fell for a fourth consecutive year to 28.83 per 1,000 people, Lincoln County's data figures showed an upward shift.

- *Property Crimes* are most prevalent, with theft and larceny consistently making up nearly 60% of all reported incidents.
- *Violent Crime* rates in Maine dropped slightly to 0.93 per 1,000 people in 2024, and aggravated assault remains the most common violent offense.
- *Juvenile Trends* indicate that juvenile arrest rates for drug violations and property crimes in Lincoln have risen above national averages.

The Lincoln County Sheriff's Office provides information through weekly jail arrest and booking reports:

- *Officer activity:* Weekly reports often cite over 250 officer-reported activities, including approximately 60 traffic stops and 15–20 calls related to disturbances or domestic incidents.
- *Traffic Enforcement* remains a primary focus, with roughly 45% of traffic stops resulting in citations in recent years.

Lincoln County has seen high clearance rates for violent offenses but faces challenges in property crime due to periodic vacancies in the Lincoln County Sheriff's Office.

Sagadahoc County

Since 2010, Sagadahoc County has maintained some of the lowest crime rates in Maine, a state that consistently ranks as one of the safest in the nation. While the county generally follows Maine's statewide trend of declining property crime, it has seen minor fluctuations in violent crime.

- *Violent Crime:* As of 2022, the violent crime rate in Sagadahoc County was 3.7 offenses per 1,000 population, a significant decrease from 4.33 per 1,000 residents between 2014 and 2022. In 2010, the county reported zero murders and low numbers for other violent categories like aggravated assault.
- *Property Crime:* Statewide data indicates a significant downward trend, with property crime dropping from 15% in 2015 to 9% in 2021. In 2010, Sagadahoc County had an index crime rate of 16.61 per 1,000 people, which was considerably lower than more populous areas like Cumberland County (28.66).

Reports often show Sagadahoc maintains a strong clearance rate, particularly for serious offenses. Agencies like the Bath Police Department and the Sagadahoc County Sheriff's Office help maintain a regional standard that often mirrors or slightly exceeds the 42.8% state average.

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Statewide

Statewide, Maine's total crime rate has dropped for four consecutive years as of 2024, reaching 28.83 crimes per 1,000 people. Maine currently holds the lowest violent crime rate among all U.S. states as of early 2026, a trend that directly benefits Sagadahoc County's rural and small-town safety profile.

Recent reporting (2022–2023) shows diverging trends across Maine's 16 counties:

- *Decreasing Crime Rates: Total reported crimes dropped in Cumberland, Hancock, Kennebec, Knox, Oxford, Penobscot, Piscataquis, and Waldo.*
- *Increasing Crime Rates: Total reported crimes rose in Androscoggin, Aroostook, Franklin, Lincoln, Sagadahoc, Somerset, Washington, and York.*

The statewide crime clearance rate—was approximately 42.8% in 2024. Clearance rates vary significantly depending on the category of the crime and the specific jurisdiction.

Court Operations.

Court *operations* impact jail use in terms of the time it takes to adjudicate charges against pretrial detainees. The COVID-19 Pandemic impacted court operations during the pandemic, and continued to impact operations in 2024 and 2025, as backlogs were gradually resolved.

Figure 16 describes new criminal case filings for each county from FY 2020 through FY 2025.

Figure 16: New Criminal Case Filings, Sixth Prosecutorial District. FY 20 – FY 2025.

Region 6 Counties—New Criminal Case Filings by County and Total.	FY 20	FY 21	FY 22	FY 23	FY 24	FY 25
Knox Unified Criminal Docket	1,026	994	886	908	895	1,078
Lincoln Unified Criminal Docket	735	757	714	792	901	928
Sagadahoc Unified Criminal Docket	776	781	858	747	756	826
Waldo Unified Criminal Docket	861	1,032	843	814	862	994
Region 6 Counties Total	3398	3564	3301	3261	3414	3826
STATEWIDE UCD TOTAL	41,842	38,134	37,648	38,929	38,749	37,426
UCD Probation Violations	2,633	2,417	2,263	2,327	2,803	3,032

A 2023 court staffing study identified the need for more court personnel and recommended creating several new types of court positions. Since then, overall staffing has increased.

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Policy Drives Population

Experience makes it clear that Maine’s county and state inmate populations are largely policy driven. It is not just the policies set at the State level by the Legislature that drive the inmate populations, but also more localized practices.

Policies that affect county inmate populations are made by a variety of officials at all levels, as shown in Figure 17 below.

Figure 17: Who Exercises Discretion in the Criminal Justice System?

These Criminal Justice Officials...	Must Often Decide Whether or Not, or How To...
Police, Sheriffs	<ul style="list-style-type: none"> • Enforce laws • Investigate crimes • Search people, premises • Arrest or detain people • Supervise offenders in local detention/correctional facilities (county sheriffs)
District attorney	<ul style="list-style-type: none"> • File charges • Reduce, modify, or drop charges • Prosecute • Defer prosecution
Grand Jury	<ul style="list-style-type: none"> • Issue indictment • “No bill” (no indictment)
Judges	<ul style="list-style-type: none"> • Set bail or conditions for release • Appointing attorneys for indigent defendants • Accept pleas • Determine delinquency for juveniles • Dismiss charges • Defer sentencing • Impose sentences • Revoke probation
Probation Officials	<ul style="list-style-type: none"> • Recommend sentences to judges • Supervise offenders released to probation in the community • Supervise offenders (especially juveniles) in probation camps and ranches • Recommend probation revocation to judges
Correctional	<ul style="list-style-type: none"> • Assign offenders to type of correctional facility • Supervise prisoners • Award privileges, punishment for disciplinary infractions
Parole Officials	<ul style="list-style-type: none"> • Determine conditions of parole • Supervise parolees released to the community • Revoke parole and return offenders to prison
Defendants	<ul style="list-style-type: none"> • Decide what to plea in response to charges

These important stakeholders of the criminal justice system are critical to deliberate, plan and make proactive policy-making decisions to effectively manage the incarceration of defendants. In the recommendations section of this report, it will identify activities to engage these stakeholders to affect future inmate projects.

Two Bridges Regional Jail, Wiscasset Maine

Summary and Conclusions.

According to the U.S. Department of Justice: "Some factors that are known to affect the volume and type of crime occurring from place to place are..."

- Population density and degree of urbanization.
- Variations in composition of the population, particularly youth concentration.
- Economic conditions, including median income, poverty level, and job availability; and
- Family conditions with respect to divorce and family cohesiveness."⁸

Several factors suggest that Lincoln and Sagadahoc County needs should be relatively stable:

- Population growth has slowed in the past 10 years.
- Median age is rising— a higher proportion of residents are in the upper age brackets that have lower crime rates.
- "Baby Boomers" are the largest cohort in each county and 50 or more years of age.
- The employed workforce has been stable or has slightly increased.
- Crime rates continue to be low, and clearance rates are consistent.
- Court staffing levels are increasing.

Statistically projections suggest that TBRJ's average daily population (ADP) may decline slightly in the next 15 years, provided no significant legislative changes are made. However, "peaking rates" have been high in the past two years.

⁸ *Hate Crime Statistics 2011*. U.S. Department of Justice, Federal Bureau of Investigation, Justice Information Services Division. Washington, D.C.

SECTION 5: RECOMMENDATIONS

Establish a Comprehensive Regional Jail Authority for the Sixth Judicial Circuit

It is recommended that Knox, Lincoln, Sagadahoc, and Waldo Counties establish a comprehensive Regional Jail Authority to oversee all correctional functions and jail bed–related services within Maine’s Sixth Judicial Circuit. A four-county jail authority represents the most effective governance model for maximizing operational efficiency, ensuring service consistency, and achieving long-term financial sustainability.

Rationale for a Regional Jail Authority

Individually, each county is experiencing increasing fiscal, staffing, and infrastructure pressures related to correctional services. Collectively, these shared challenges warrant a coordinated, regional response. A unified Regional Jail Authority would provide shared oversight, reduce duplication of services, and support a correctional system capable of adapting to long-term population trends, policy changes, and changing service demands.

Based on current county-by-county correctional expenditures, a consolidated model is expected to:

- Reduce per-inmate operational costs
- Standardize the delivery of correctional, behavioral health, and reentry services
- Improve continuity of care for Sixth Judicial Circuit residents
- Create a financially sustainable correctional system with shared risk and governance

Scope of Consolidated Services

Under this model, the following correctional and related functions would be consolidated and managed by the Regional Jail Authority:

- Diversion and Pretrial Programs
- 72-Hour Holding Facilities
- Secured Detention
- In-House Jail Programming
- Reentry Services
- Inmate Transportation

This comprehensive scope supports end-to-end system coordination while preserving local public safety priorities through shared regional governance and representation.

Recommended Next Steps

Establish a Consolidation Work Group

- County Commissions should jointly establish a regional consolidation work group.
- Each County should appoint representatives, and the group should assign administrative responsibility for managing the planning and coordination process.

Review Statutory Requirements

- Review existing enabling legislation for Lincoln and Sagadahoc Counties under Public Law 2003,

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Chapter 228, Section 1851 as a foundation for updated enabling legislation.

- Engage the regional legislative delegations to refine statutory language and sponsor enabling legislation as needed.

Develop Foundational Governance Documents

- Draft a Regional Jail Authority Operating and Governance Agreement
- Prepare a Cost-Sharing and Revenue Agreement
- Develop bylaws defining authority powers, board composition, voting thresholds, and administrative structure

Facility Capacity and Asset Evaluation

- Evaluate current and projected capacity at Two Bridges Regional Jail relative to long-term inmate population forecasts for the four counties.
- Explore potential reuse of the Knox County Jail, including functions such as:
 - 72-hour holding
 - Reentry and transitional services
 - Jail diversion programming
 - Non-custodial behavioral health services

Programmatic Service Level Assessment

- Assess the desired scope, intensity, and consistency of pretrial, diversion, and reentry programming across all four counties to ensure equitable access and outcomes.

Interlocal and Asset Agreements

- Prepare an Interlocal Agreement between the Counties and the Regional Jail Authority defining:
 - Ownership or exclusive use of real property
 - Fixed assets and capital infrastructure
 - Responsibilities for future capital planning

Transition Planning

- Develop a formal Transition Plan addressing:
 - Personnel integration
 - Unification of pretrial, diversion, and reentry services
 - Integration of inmate transportation services
 - Phased operational transfer of responsibilities to the Authority

Workforce Compensation and Benefits Review

- Evaluate compensation and benefits across the participating counties and Two Bridges Regional Jail.
- Develop a competitive, equitable compensation and benefits structure for the Regional Jail Authority that supports recruitment and retention.
- The compensation framework should be structured to remain competitive while reducing incentives for workforce instability or unionization pressures.

Long-Term Considerations

The fiscal, operational, and infrastructure pressures driving this analysis are unlikely to diminish over time.

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While Lincoln and Sagadahoc Counties have taken responsible interim measures to address immediate needs, future conditions may warrant renewed and expanded collaboration within the Sixth Judicial Circuit. Establishing a Regional Jail Authority provides a structured, durable framework to respond to evolving correctional demands while preserving local control through shared regional governance.

Establish a Regional Jail Authority for the Sixth Judicial Circuit

It is recommended that Knox, Lincoln, Sagadahoc, and Waldo Counties consider establishing a four-county Regional Jail Authority for the Sixth Judicial Circuit focused solely on secured detention services. Limiting the authority's scope to custodial functions would create opportunities for operational efficiency and long-term cost containment while allowing counties to retain local control over non-custodial and diversion-based services.

Under this model, the following services would be consolidated and managed by the Regional Jail Authority:

- 72-Hour Holding Facilities
- Secured Detention
- In House Jail Programs
- Inmate Transportation

This approach enables the regionalization of correctional functions most affected by economies of scale, staffing shortages, and aging infrastructure, while preserving county-level authority over community-based, pretrial, diversion, and reentry services.

Recommended Next Steps

To advance this option, the following actions are recommended:

Establish a Consolidation Work Group

- County Commissions should jointly establish a multi-county consolidation work group.
- Each county should appoint representatives, and responsibility for administrative coordination should be clearly assigned.

Review Statutory Requirements

- Review Lincoln and Sagadahoc County enabling legislation established under Public Law 2003, Chapter 228, Section 1851 as a framework for new enabling legislation.
- Engage the Sixth Judicial Circuit legislative delegation to review proposed statutory language and sponsor the necessary legislation.

Develop Foundational Agreements and Documents

- Prepare a Regional Jail Authority Operating and Governance Agreement
- Develop a Cost-Sharing and Revenue Agreement
- Draft formal bylaws defining authority powers, board composition, voting thresholds, and administrative structure

Evaluate Regional Capacity Needs

- Assess current and long-term capacity at Two Bridges Regional Jail (TBRJ) relative to the projected inmate population across all four counties.

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Assess Facility Reuse Opportunities

- Explore potential reuse of the Knox County jail facility, including consideration for:
- 72-hour holding capacity
- Reentry services
- Non-custodial behavioral health services focused on diversion

Prepare an Interlocal Agreement

- Develop an interlocal agreement defining ownership, control, and/or exclusive use of real property, fixed assets, and other major capital assets by the Regional Jail Authority.

Develop a Transition Plan

- Prepare a comprehensive transition plan addressing:
- Personnel integration
- Operational transfer
- Consolidation of transportation services under the new Authority

Evaluate Workforce Compensation and Benefits

- Compare compensation and benefits across participating counties and TBRJ.
- Develop a unified, competitive compensation and benefits package to support recruitment, retention, and workforce stability.
- Where feasible, counties and TBRJ should align benefit offerings prior to establishment of the Regional Jail Authority. A competitive compensation framework may reduce future pressures related to employee turnover and unionization.

Long-Term Considerations

The sustainability challenges underlying this analysis, rising costs, staffing constraints, and infrastructure limitations, are unlikely to abate over time. While Lincoln and Sagadahoc Counties' current conditions may not necessitate immediate participation in a secured detention-only authority, evolving operational or financial pressures may warrant revisiting expanded collaboration with other Sixth Judicial Circuit counties. Establishing this limited-scope Regional Jail Authority offers a pragmatic, incremental pathway toward regional cooperation while preserving county flexibility.

Establish a Formal Multi-County Partnership to Manage the Jail-Related System

It is recommended that Knox, Lincoln, Sagadahoc, and Waldo Counties establish a formal, multi-county partnership to coordinate and manage all system components that directly interact with jail beds. While this option does not contemplate the creation of a Regional Jail Authority, it offers meaningful opportunities for operational efficiencies and cost savings through coordinated planning, contracting, and service delivery.

This collaborative model focuses on aligning policies, programs, and contracts across counties while preserving local governance and operational autonomy.

Scope of Coordinated Services

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Under this model, the participating counties would collaborate on the following functions:

- Diversion and Pretrial Programs
- 72-Hour Holding Facilities
- Secured Detention
- Jail-Based Programs
- Reentry Services
- Inmate Transportation

This approach preserves county autonomy while advancing system-wide integration in areas where scale, consistency, and shared infrastructure offer the greatest benefit.

Recommended Next Steps

To implement this option, the following actions are recommended:

Establish a Multi-County Work Group

- County Commissions should jointly establish a multi-county coordination work group.
- Each county should appoint representatives, and responsibility for administrative coordination and project management should be clearly defined.

Evaluate Service Levels for Pretrial, Diversion, and Reentry

- Define the desired scope, intensity, and performance expectations for diversion, pretrial, and reentry services across all four counties.
- Negotiate unified or coordinated contracts with service providers to support consistent service delivery and cost control.
- Draft an interlocal agreement consolidating Sheriff's Office diversion programs under a single lead county, where appropriate.
- Evaluate legislative, legal, and operational requirements, including deputization considerations for staff operating across county boundaries.

Assess Regional Detention Capacity

- Evaluate current and projected capacity at Two Bridges Regional Jail (TBRJ) relative to the anticipated inmate population of all four counties.

Explore Facility Reuse Opportunities

- Assess potential reuse of the Knox County Jail facility for functions such as:
 - 72-hour holding capacity
 - Reentry programming
 - Non-custodial, diversion-focused behavioral health services

Consolidate Transportation Services

- Develop a transition plan to consolidate inmate transportation under TBRJ for all in-custody individuals who are unable to post bail from 72-hour holding facilities.

Develop Long-Term Contractual Relationships

- Establish long-term, coordinated contracts between the counties and TBRJ for secured detention,

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72-hour holding, pretrial services, reentry programming, and transportation services.

Consolidate Facility and Commodity Contracts

- Identify opportunities to consolidate contracts for facility-related and operational costs, including heating fuel, food service, inmate health care (medical, dental, and mental health), maintenance services, and other shared commodities.

Long-Term Considerations

The sustainability pressures driving this analysis, rising costs, workforce challenges, and infrastructure constraints, are unlikely to diminish over time. While Lincoln and Sagadahoc Counties' current conditions may not necessitate immediate participation at this level of coordination, future operational or fiscal challenges may warrant revisiting deeper collaboration with the other Sixth Judicial Circuit counties. This partnership model provides a flexible, incremental step toward regional integration without requiring the creation of a new governing authority.

Consolidate Pretrial, Diversion, and Transportation Services

If broader, system-wide consolidation is not feasible in the near term, a more limited consolidation of pretrial, diversion, and transportation services is recommended. This option offers incremental operational improvements and modest cost savings while establishing a practical foundation for deeper regional collaboration in the future.

Under this approach, the following services would be consolidated across the participating counties:

- Diversion and Pretrial Programs
- Reentry Services
- Inmate Transportation

Focusing on these functions targets areas where coordination can improve consistency, efficiency, and outcomes without requiring changes to jail governance or secured detention operations.

Recommended Next Steps

To implement this option, the following actions are recommended:

Establish a Multi-County Work Group

- County Commissions should jointly establish a consolidation work group.
- Each county should appoint representatives, and responsibility for administrative coordination and project management should be clearly assigned.

Evaluate Service Levels and Delivery Models

- Define the desired scope, intensity, and performance standards for pretrial, diversion, and reentry services across the four counties.
- Negotiate a unified or coordinated contract with service providers to support consistent delivery and cost control.
- Draft an interlocal agreement consolidating Sheriff's Office diversion programs under a single lead

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county, where appropriate.

- Evaluate legislative, legal, and deputization requirements for diversion staff serving multiple counties.

Consolidate Transportation Services

- Develop a transition plan to consolidate inmate transportation under Two Bridges Regional Jail (TBRJ) to meet the needs of all counties for individuals who remain in custody and are unable to post bail from 72-hour holding facilities.

Establish Long-Term Service Contracts

- Develop long-term contracts between the counties and TBRJ for pretrial services, reentry programming, and inmate transportation to promote stability, predictability, and cost efficiency.

Create a Unified System for the Sixth Judicial District for All Criminal Justice Programs

Counties within the Sixth Judicial District currently operate a wide range of programs serving individuals at multiple points along the criminal justice continuum—from pre-arrest through community corrections (see Attachment #1). While these programs provide essential services and have helped reduce reliance on secure detention, the District would benefit from a more coordinated and unified approach across its four counties.

To support this effort, it is recommended that the Sixth Judicial District adopt the Substance Abuse and Mental Health Services Administration's (SAMHSA) Sequential Intercept Model (SIM) as a guiding framework. The SIM offers a structured, evidence-informed approach for assessing and aligning justice, behavioral health, and community-based systems across five key intercept points. Importantly, the model can be implemented using existing programs and resources and does not require the creation of new services.

Conducting a District-wide SIM mapping exercise would allow stakeholders to identify opportunities to better align existing programs, clarify roles and responsibilities across systems, and improve continuity of care for justice-involved individuals—while remaining within current funding and staffing constraints.

According to SAMHSA, applying the Sequential Intercept Model can help jurisdictions to:

- Identify existing resources and service gaps at each intercept point
- Highlight behavioral health and community-based services that support diversion from deeper justice system involvement
- Increase awareness and adoption of evidence-based and emerging best practices among system leaders and frontline staff
- Strengthen collaboration and working relationships across justice, behavioral health, and community service providers
- Develop a jurisdiction-specific system map and action plan to address identified gaps and priorities

A visual representation of the Sequential Intercept Model is provided in Attachment #2.

Recommended Next Steps

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To advance this work, the following actions are recommended:

Establish a District-Wide Work Group

- County Commissions should jointly establish a District-wide work group.
- Each county should appoint representatives, and the group should collectively designate responsibility for administrative coordination and facilitation.

Secure Leadership Commitment

- Obtain formal support and active participation commitments from criminal justice, behavioral health, and community service leaders across all four counties to ensure sustained engagement and accountability.

Engage Technical Assistance

- Seek technical assistance and facilitation support from SAMHSA or SAMHSA-affiliated community partners to plan and conduct a District-wide Sequential Intercept Model mapping exercise.

Establish a Sixth Judicial District Unnecessary Incarceration Committee

To further reduce reliance on incarceration and prevent unnecessary jail stays, it is recommended that the Sixth Judicial District establish a District-wide Unnecessary Incarceration Committee. The primary purpose of this Committee would be to identify, evaluate, and advance policy, operational, and legislative solutions that safely reduce avoidable incarceration while supporting public safety, system efficiency, and fiscal sustainability.

The Committee should be composed of executive-level criminal justice and behavioral health leaders with the authority to implement policy changes within their organizations or to advocate for statutory or budgetary reforms before the Legislature and County Commissions. The Committee should meet at least quarterly.

Recommended membership may include, but is not limited to:

- A Judge from the Sixth Judicial District
- The District Attorney or Deputy District Attorney
- A County Sheriff or Chief Deputy
- Jail Administrator(s)
- A representative from the Maine Commission on Public Defender Services
- Maine Department of Corrections Director of Adult Community Corrections
- Chief Executive Officer(s) or senior leadership from Pretrial and Reentry Service providers

The Committee's central focus would be to identify system-wide policy and procedural changes that reduce unnecessary incarceration—particularly for individuals whose detention is driven by administrative, legal, or service-access barriers rather than public safety risk.

Operations Sub-Committee

The Unnecessary Incarceration Committee should be supported by an Operations Sub-Committee responsible for ongoing system monitoring and case-level problem solving. This Sub-Committee should

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meet monthly and focus on identifying individuals who are remaining in custody due to procedural delays, coordination challenges, or service gaps.

Recommended membership for the Operations Sub-Committee includes:

- Clerk of Court
- Assistant District Attorney
- Jail Supervisor(s)
- A local defense attorney
- Local probation officer(s)
- Program Supervisors from Pretrial and Reentry Services

While the primary responsibility of the Operations Sub-Committee would be resolving individual cases and facilitating timely movement through the system, the group should also document recurring barriers and systemic issues contributing to unnecessary incarceration. These themes and policy-related concerns should be elevated to the Executive Committee for broader analysis and action.

Legislative Engagement

When policy solutions are identified that require statutory changes or additional resources, the Unnecessary Incarceration Committee should convene an annual joint meeting with the Sixth Judicial District's legislative delegation and County Commissions prior to the start of the legislative session. This meeting would provide an opportunity to review identified system barriers, discuss proposed legislative or budgetary solutions, and build alignment around shared priorities aimed at reducing unnecessary incarceration across the District.

Regional Contracting for Facility Operations and Commodities

Each county within the Sixth Judicial District has comparable operational requirements to safely and effectively operate a county jail. These shared needs present a practical opportunity to pursue regional contracting and joint procurement arrangements that can reduce costs, improve efficiency, and leverage collective purchasing power.

Counties that are not already collaborating on procurement should explore regional solicitations for selected services, commodities, and contracts that are currently procured independently. While county administrators and departmental leadership are best positioned to determine which services are appropriate for regional contracting, areas for consideration may include, but are not limited to:

- Heating fuel and gasoline
- Inmate medical, dental, and mental health services
- Inmate supplies and consumables
- Inmate food service
- Facility maintenance and repair contracts
- Required inspection and compliance services
- Human resources and labor consulting services

Regional contracting does not require a loss of local control. Rather, it allows counties to standardize specifications where appropriate, reduce duplicative procurement efforts, and capture economies of scale,

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while maintaining county-level oversight, performance standards, and service-level expectations.

Recommended Next Steps

To advance regional contracting opportunities, the following actions are recommended:

Convene a Regional Procurement Meeting

- County Administrators, Sheriffs, and other relevant department heads should jointly convene to identify services and commodities suitable for regional solicitation and shared contracting.

Develop a Transition Plan

- For any items identified for joint procurement, develop a transition plan outlining timelines, contract alignment considerations, risk mitigation strategies, and implementation responsibilities.

Draft Shared Procurement Documents

- Collaboratively develop Requests for Proposals (RFPs), scopes of service, and technical specifications designed to deliver goods and services across all participating counties while preserving local oversight provisions.

Release Regional Solicitations

- When ready, publicly release joint solicitations in accordance with applicable procurement laws, policies, and county approval requirements.

Ensure Adequate Funding of a Capital Improvement Plan to Address Identified Physical Plant Needs

Counties within the Sixth Judicial District are strongly encouraged to establish and maintain a Capital Improvement Plan (CIP) for jail facilities, if one is not already in place. The CIP should be directly informed by the Physical Plant Assessment presented in Section 2 of this report and serve as a long-term planning and budgeting tool to address identified facility deficiencies, aging infrastructure, and critical building system replacements.

Equally important, counties should ensure that the Capital Improvement Plan is adequately and consistently funded on an annual basis. Predictable funding is essential to avoid deferred maintenance, reduce the risk of system failures, and minimize the need for costly emergency repairs or unplanned capital expenditures. Proactive investment through a funded CIP supports facility safety, operational continuity, regulatory compliance, and long-term cost containment.

By aligning annual budgeting decisions with the priorities identified in the Physical Plant Assessment, counties can better anticipate capital needs, smooth financial impacts over time, and protect prior investments in jail infrastructure.

Recommended Next Steps

Develop or update the Capital Improvement Plan

- Ensure the CIP reflects the findings and recommendations of the Physical Plant Assessment, including prioritized projects, estimated costs, and implementation timelines.

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Integrate CIP funding into annual budgets

- Commit to setting aside sufficient funds each year to support planned capital improvements, major maintenance activities, and critical system replacements.

Regularly review and update the CIP

- Reassess the plan on a periodic basis to account for completed projects, emerging facility needs, regulatory changes, and evolving operational requirements.

Increase Data-Driven Decision Making

Lincoln and Sagadahoc Counties' are encouraged to strengthen data-driven decision-making by replacing the aging TBRJ's Offender Management System (OMS) with a modern, cloud-based jail management solution.

Effective data-driven decision-making relies on objective, timely, and reliable information rather than intuition or assumption. By leveraging accurate, real-time data, the County can make more informed, consistent, and defensible decisions that improve operational efficiency, enhance safety and accountability, and provide clearer insight into key trends such as inmate populations, staffing demands, and program effectiveness. A modern jail management system also supports long-term planning by enabling leadership to anticipate future needs and allocate resources strategically.

A robust cloud-based jail management system provides the following benefits:

Improved Decision-Making and Reduced Bias

- Access to reliable, standardized data reduces reliance on anecdotal information and supports evidence-based decisions.

Operational Efficiency and Performance

- Streamlined workflows and automated processes, including booking, release, scheduling, and reporting—reduce administrative burden and improve overall system performance.

Centralized, Real-Time Data Access

- Inmate records, incident reports, medical information, and operational data are securely stored in a single system, providing authorized staff with immediate access to up-to-date information.

Enhanced Safety and Security

- Real-time tracking, alerts, and system visibility enable staff to better monitor inmate activity and respond quickly to incidents or emerging risks.

Improved Coordination and Communication

- Shared system access across departments promotes consistency, reduces errors, and strengthens collaboration among jail staff, administration, and external partners.

Scalability and Cost Efficiency

- Cloud-based systems reduce reliance on on-site infrastructure, limit technology obsolescence, and allow the system to scale as operational needs evolve.

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Data Security, Compliance, and Reliability

- Modern platforms offer strong security controls, automated backups, audit trails, and high system availability to support regulatory compliance and operational continuity.

Insight into Planning and Forecasting

- Historical and real-time analytics allow the County to identify trends, forecast inmate population changes, plan staffing levels, and support budgeting and capital planning with data-driven justification.

Overall, transitioning to a cloud-based jail management system would enhance day-to-day operations while positioning Lincoln and Sagadahoc Counties to plan proactively for future correctional demands with greater accuracy and confidence.

Recommended Next Steps

Establish Project Leadership

- Identify key jail and IT staff to lead the project and clearly define roles and responsibilities. Consider engaging a short-term technical consultant to provide specialized expertise and implementation guidance.

Assess the Current System and Define Goals

- Evaluate the limitations of the existing Offender Management System and clearly define objectives for the replacement solution. Engage stakeholders across jail administration, IT, records, medical, finance, and executive leadership to ensure all operational needs are represented.

Develop System Requirements

- Document comprehensive functional and technical requirements, including inmate tracking and classification, medical and mental health records, court scheduling and system integrations, reporting and analytics, as well as security, compliance, and state reporting needs.
- Use performance-based standards and tools to monitor ongoing operations and conditions.

Estimate Costs

- Prepare a detailed cost analysis covering software licensing or subscriptions, implementation and data migration, staff training, ongoing support, and long-term maintenance.

Align Funding and Procurement

- Identify available funding sources and establish a procurement approach consistent with County policies and applicable regulatory requirements.

Implementation Consideration

While many of the recommendations contained in this report are intended to function as part of an integrated strategy, each may also be advanced independently based on County priorities, capacity, and timing. Meaningful progress on any single initiative, whether focused on system coordination, policy reform, operational efficiency, data modernization, or capital planning, will contribute to improved outcomes across Lincoln and Sagadahoc Counties' criminal justice system and enhance its long-term sustainability.

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SECTION 6: ATTACHMENT #1 - CRIMINAL JUSTICE SYSTEMS PROGRAMS

Jail diversion and crime prevention efforts in *Lincoln and Sagadahoc Counties* emphasize restorative justice, substance use and mental health diversion, re-entry programming, senior safety, and youth engagement. The following initiatives were active in 2026.

Community Resource Officer Program

The *Community Resource Officer* (CRO) with the Lincoln County Sheriff's Office serves as a key liaison between law enforcement and the community, emphasizing relationship-building, prevention, and proactive engagement rather than reactive enforcement. The position is designed to foster trust and maintain open channels of communication with residents, community groups, schools, and local organizations, ensuring community concerns are identified and addressed collaboratively.

A central component of the role is education and prevention, particularly with youth and young adults. The Community Resource Officer participates in school-based activities, supports programs such as DARE, and delivers public safety education focused on crime prevention and early intervention. These efforts are intended to reduce future justice system involvement by addressing risk factors before they escalate into enforcement or detention.

In addition to educational outreach, the CRO supports vulnerable populations by facilitating connections to appropriate services, including mental health and substance use resources. This work is often coordinated with other county-based roles, such as the behavioral health liaison, to ensure individuals receive timely and appropriate support outside of the correctional system where feasible.

The Community Resource Officer also plays an active role in organizing and participating in community events and public safety initiatives, maintaining a visible, accessible presence throughout the county. Collectively, these responsibilities support a service-oriented approach to public safety that strengthens community relationships, improves access to support services, and aligns with broader diversion and jail population management goals.

Diversion Program

The *Lincoln County Sheriff's Office* diversion efforts integrate traditional law enforcement responsibilities with hands-on diversion and recovery-oriented support, particularly for individuals experiencing substance use challenges. This work is embedded within broader county strategies aimed at reducing unnecessary incarceration and improving connections to community-based services.

In practice, a sheriff's deputy works closely with individuals who are already involved in, or at risk of deeper involvement in, the criminal justice system. The focus is on redirecting individuals toward treatment, recovery, and stabilization resources in lieu of continued cycling through the jail system. The deputy maintains direct, ongoing contact with participants, including conducting home visits and coordinating services with a network of community partners such as recovery centers, service providers, the courts, and the Two Bridges Regional Jail.

Through these partnerships, the diversion effort emphasizes addressing underlying causes of justice

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involvement—most notably substance use—rather than relying primarily on enforcement or detention responses. This relationship-based approach supports longer-term outcomes such as stability, improved compliance, and reduced recidivism.

Although Lincoln County does not operate a formally designated diversion program, the deputy's role has functioned effectively as a diversion-oriented model by serving as a connector between the Sheriff's Office, community service providers, and the judicial system. This approach has advanced diversion practices within the county through practical, case-by-case intervention and collaboration.

While Treatment Court occurs in Knox County for its Sixth District participants, MPS maintains an office within the Lincoln County Sheriff's Office to provide services to Lincoln County residents. However, the county is expanding its capacity in this area by cross-training transport staff to perform similar diversion and referral activities and by aligning these efforts with the Lincoln County Sheriff's Office model. This shared approach reflects a growing regional emphasis on diversion, service coordination, and alternatives to incarceration.

Maine Pretrial Services

Maine Pretrial Services, Inc. (MPS) is a private nonprofit agency that provides pretrial services, post-conviction alternatives, and diversion programming in Lincoln and Sagadahoc Counties and throughout the State of Maine. MPS plays a central role in supporting alternatives to incarceration and promoting supervised release, treatment engagement, and successful reentry.

MPS currently delivers a range of services, including pre-arraignment screening and risk assessment, supervised release, Title 30-A home release programming, reentry planning, community supervision, and case management for all Maine problem-solving courts. These courts include Adult Drug Treatment Courts, Co-Occurring Disorders Courts, Veterans' Courts, and Family Treatment Drug Courts. Collectively, these services support informed release decisions, accountability in the community, and reduced reliance on jail detention.

Although MPS does not maintain a physical office location in Lincoln County, Treatment Court services are available to Lincoln County residents through the Knox County Courthouse. This arrangement allows eligible individuals in Lincoln County to access specialty court programming and associated supervision and treatment resources, contributing to diversion and population management efforts within the Two Bridges Regional Jail system.

Alternative Sentencing Program

The *Alternative Sentencing Program (ASP)* operated by the Lincoln County Sheriff's Office is a structured, short-term residential program that provides eligible, non-violent offenders with an alternative to incarceration. Rather than serving time in jail, participants are sentenced by the court to complete their penalty in a supervised group setting at an off-site location, typically a camp-based environment, where accountability and rehabilitation are emphasized concurrently.

Participants reside on-site for the duration of their sentence, which generally ranges from two to seven days, and adhere to a highly structured daily schedule. During daytime hours, individuals perform

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supervised community service projects that benefit local municipalities, nonprofit organizations, and public spaces. Evening programming focuses on education and behavioral change, with instruction on topics such as substance use, decision-making, personal responsibility, mindfulness, and the broader impacts of criminal behavior.

The ASP is typically offered several times per year and is intended for individuals convicted of lower-level offenses, including non-violent misdemeanors and certain operating-under-the-influence (OUI) cases. The program provides a controlled and closely supervised environment that maintains accountability while offering participants practical tools aimed at reducing future justice system involvement.

By combining structured supervision, community service, and targeted educational programming, the ASP supports behavior change, reduces recidivism risk, and alleviates demand on limited jail resources. Overall, the program reflects a rehabilitative approach to sentencing that preserves meaningful consequences while offering a constructive alternative to traditional incarceration.

The program is available to all jurisdictions within the Sixth Judicial District and, on a case-by-case basis, to jurisdictions beyond the district.

Program offerings at Two Bridges Regional Jail

- Alcoholics Anonymous sends volunteers each Friday for a meeting.
- Bible Studies (2) take place each week, led by local volunteers.
- Craft class: Crochet and Knitting Class: Off. Tina Golden leads this once a week.
- Hiset classes: (formally GED) Merrymeeting Adult Education Instructor comes twice a week.
- College Transitions: Merrymeeting Adult Ed instructor once per week.
- Enso Recovery: Clients must be accepted into program. Program includes MAT, substance abuse education, and case management. Help is provided for those who are releasing for housing such as the Enso Sober Houses. There are two groups (2 two-hour sessions each).
- Harm Reduction group led by Maine Health staff every other week.
- Lincoln-Sagadahoc Substance abuse group: ARC through Maine Health supplies an instructor once a week for an education group for these two counties. Also, two Lincoln County Deputies and a volunteer assist.
- Courage to Change (VOA) group for same counties for those is once a week.
- Parenting Classes offered by Families Can! and Healthy Kids. Current class is Nurturing Through Recovery, which is a weekly one and ½ hour class for 10 weeks.
- Re-entry Planning and Life Skills: every other week Nic Loscocco Options clinician through Sweetser meets with men who think they are releasing soon for discussion and assistance for resources such as clothing and information.
- Religious Service: Pastor Jerry and Jenny conduct weekly church service.
- Sexual Assault Services of Mid-coast Maine advocate Sarah Krajewski has two sessions of Relationships and Personal Safety each week.
- Volunteers of America have occasional sessions on job searches, resume writing and training. They also have a Resource Fair about twice a year when local organizations and providers come here and are available for information and handouts.
- VOA led Recovery Education for Knox, Waldo, Lincoln and Sagadahoc County people each week.

Behavioral Health Programs

Behavioral Health Liaison

The Behavioral Health Liaison program places a licensed behavioral health professional from Sweetser alongside law enforcement in Lincoln and Sagadahoc Counties to respond to calls involving mental health and substance use crises. The program is designed to provide a clinical alternative to arrest or emergency department transport when behavioral health intervention is more appropriate. The liaison conducts on-scene assessments, supports crisis de-escalation, and facilitates referrals to community-based services, with the explicit goal of reducing unnecessary jail bookings and emergency room utilization while maintaining public safety.

In addition to crisis response, the liaison provides follow-up case management by meeting individuals in their homes and maintaining ongoing contact after an initial encounter. This continuity of care helps stabilize individuals, reduce repeat crisis calls, and prevent deeper or repeated involvement in the criminal justice system.

Lincoln County Recovery Collaborative

The Lincoln County Recovery Collaborative is a multi-agency, community-based initiative focused on addressing substance use disorder through coordinated outreach, rapid access to treatment, and ongoing recovery support. Rather than operating as a single program housed within one organization, the collaborative aligns partners across sectors, including law enforcement, healthcare providers, behavioral health agencies, recovery organizations, and community volunteers, to create a unified countywide response.

The collaborative emphasizes reducing barriers to treatment and preventing justice system involvement related to substance use. Central to this approach is a “no wrong door” framework, allowing individuals to seek help through multiple entry points—including law enforcement, healthcare settings, or community referrals—and be rapidly connected to appropriate services. Supports include detoxification and treatment placement, peer recovery coaching, transportation assistance, and follow-up services that promote sustained engagement in recovery.

A key component of the collaborative is its partnership with local law enforcement through initiatives such as the Angel Program, which allows individuals to present voluntarily at participating police departments to request help for substance use without fear of arrest. Trained volunteers or recovery coaches work directly with individuals to assess needs and facilitate immediate connection to treatment and support services. This model emphasizes dignity, voluntary participation, and timely intervention.

Through ongoing case coordination and information-sharing among partners, the collaborative seeks to provide continuous, coordinated support rather than fragmented services. By aligning public safety, public health, and community-based resources, the Lincoln County Recovery Collaborative aims to reduce overdoses, lower recidivism, and shift local responses to substance use from a punitive approach toward stabilization and long-term recovery.

MaineHealth/LincolnHealth Integrated Behavioral Health & Outreach

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MaineHealth's integrated behavioral health and outreach services, delivered locally through **MaineHealth Lincoln Hospital** (LincolnHealth), reflect a coordinated, community-centered approach to addressing mental health and substance use needs across Lincoln County. This model embeds behavioral health clinicians, care coordinators, and outreach staff within primary care and community settings, reducing fragmentation and minimizing barriers to access.

Within clinical settings, behavioral health providers work alongside primary care teams to identify and respond to mental health and substance use concerns early, often during routine medical visits. This integrated approach allows for immediate assessment, brief intervention, and referral to ongoing treatment, reducing delays and barriers associated with navigating multiple systems independently.

Beyond healthcare facilities, outreach staff engage individuals throughout the community, including through partnerships with local organizations, follow-up after hospital encounters, and coordination with law enforcement and social service providers. Outreach efforts also address underlying social determinants of health—such as housing, food security, and transportation—that significantly influence stability and recovery. These services are particularly critical for individuals exiting incarceration or experiencing crisis, helping to prevent relapse, hospitalization, or re-entry into the criminal justice system.

A defining feature of the model is its emphasis on continuity and cross-system coordination. By integrating behavioral health into routine healthcare and extending services into the community, LincolnHealth's outreach efforts support early intervention, sustained recovery, and reduced reliance on emergency and correctional systems.

Sagadahoc County Crisis Intervention Team (CIT) Program

The Crisis Intervention Team (CIT) program in Sagadahoc County is a law enforcement and behavioral health partnership designed to improve responses to individuals experiencing mental health or substance use crises. The CIT model prioritizes safety, de-escalation, and access to treatment over traditional enforcement responses when behavioral health factors are the primary driver of an incident.

Participating law enforcement officers receive specialized training to recognize signs of mental illness, substance use disorder, and behavioral health crises. This training equips deputies to slow encounters, apply effective communication strategies, and reduce the likelihood of unnecessary arrest, use of force, or injury. When appropriate, officers divert individuals to community-based behavioral health services rather than initiating criminal charges.

The CIT framework emphasizes coordination with local and regional behavioral health providers, allowing for “warm handoffs” to clinicians or crisis services at the time of response or through follow-up engagement. In some cases, behavioral health professionals assist directly during or after an incident to ensure continuity of care.

Overall, the Sagadahoc County CIT program functions as a diversion-oriented response system, reducing repeated crises and justice system involvement while ensuring individuals receive appropriate behavioral health care.

OPTIONS Liaison program

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The OPTIONS Liaison Program, funded by the Maine Office of Behavioral Health, places behavioral health professionals in communities to support individuals in accessing treatment, harm reduction, and recovery services. OPTIONS liaisons work closely with hospitals, law enforcement agencies, and community service providers to guide individuals toward care in a voluntary, non-judgmental manner.

The program focuses on reducing barriers to behavioral health services by providing individualized navigation, care coordination, and linkage to appropriate resources. Through collaboration across systems, OPTIONS liaisons support diversion, stabilization, and recovery efforts that reduce reliance on emergency response and incarceration.

Senior Citizen Safety

Lincoln County and Sagadahoc County TRIAD

The Lincoln and Sagadahoc County TRIAD program is a community-based partnership focused on enhancing the safety, well-being, and independence of older adults in both counties. Operating under the nationally recognized TRIAD model, the program brings together law enforcement agencies, senior service providers, and community volunteers to reduce elder victimization, prevent isolation, and strengthen communication between older residents and public safety officials.

At its core, TRIAD fosters collaborative relationships between law enforcement and older adults so that seniors are not only protected from crime, but also actively engaged in identifying safety concerns and shaping prevention strategies within their communities. The program addresses common risks facing older populations, including fraud, abuse, neglect, exploitation, and social isolation, by promoting education, awareness, and coordinated community responses.

Through regular outreach, information-sharing, and community engagement, TRIAD strengthens trust between seniors and public safety agencies while supporting early intervention and prevention efforts that reduce vulnerability and promote long-term independence.

SEARCH (Seek Elderly Alone, Renew Courage and Hope)

SEARCH, operated by Catholic Charities Maine, is the most significant senior safety and isolation-prevention program serving Lincoln and Sagadahoc Counties. The program is designed to support older adults who live alone by reducing isolation and reinforcing safe, independent living.

SEARCH connects trained volunteers with seniors through friendly in-person visits, telephone reassurance calls, assistance with errands and transportation, and help with routine daily tasks such as grocery shopping or paperwork. In addition to direct support, volunteers and program staff help identify emerging needs and connect participants with additional community services when appropriate.

By addressing isolation, self-neglect, and unmet basic needs, SEARCH functions as an important prevention and early-intervention resource for older adults. The program reduces risk factors associated with victimization, emergency response, and system involvement, while promoting dignity, connection, and stability among some of the counties' most vulnerable residents.

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Youth Engagement and School Safety

School Resource Officers (SROs)

School Resource Officers (SROs) play an important role in promoting safety, relationship-building, and positive engagement within schools across Lincoln and Sagadahoc Counties. In Lincoln County, the Sheriff's Office maintains a dedicated SRO assigned to Lincoln Academy. Additional SRO services are provided by local police departments, with the Waldoboro Police Department serving Medomak Valley High School and the Wiscasset Police Department serving Wiscasset High School.

In Sagadahoc County, the Bath Police Department assigns a dedicated SRO to Morse High School, while the Topsham Police Department provides SRO services to Mt. Ararat Middle School and Mt. Ararat High School. The Richmond Police Department provides SRO services to Richmond Middle School and Richmond High School.

Across jurisdictions, SROs are responsible for enhancing school safety while also serving as trusted, visible law enforcement presences within educational environments. Their role typically extends beyond enforcement to include student mentorship, crisis response coordination, and collaboration with educators, counselors, and families to identify and address emerging concerns early.

D.A.R.E. Program

The Lincoln County Sheriff's Office offers the Drug Abuse Resistance Education (D.A.R.E.) program as part of its youth prevention efforts. D.A.R.E. is a school-based prevention initiative designed to equip young people with the knowledge, skills, and confidence needed to make informed and healthy decisions, particularly related to drugs, alcohol, tobacco, and violence.

Delivered by specially trained law enforcement officers in partnership with schools, the program emphasizes decision-making, risk avoidance, and communication skills using age-appropriate curriculum. An additional focus of the program is strengthening positive relationships between students and law enforcement, supporting long-term trust and engagement while reducing risk factors associated with future substance use and justice system involvement.

Youth-Led Justice Program

The Youth-Led Justice program is a restorative justice diversion initiative operating in Sagadahoc County that provides an alternative to traditional juvenile court processing for youth charged with low-level offenses. Rather than relying on formal adjudication and punitive outcomes, the program uses a restorative model that brings together youth participants, trained facilitators, and community members to address harm and accountability.

Through guided dialogue and structured planning, participants develop repair agreements that focus on personal responsibility, community impact, and meaningful restitution. Successful completion of the program allows youth to avoid deeper system involvement and the long-term consequences associated with a juvenile record. The program emphasizes education, accountability, and relationship-based problem solving as tools for reducing recidivism and supporting positive youth development.

Improving Outcomes for Youth (IOY)

Improving Outcomes for Youth (IOY) is a statewide initiative that supports Maine residents ages 14

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through 24 by promoting health, safety, resilience, and pathways to educational and workforce opportunities. The program focuses on increasing access to prevention services and community- and school-based supports that strengthen youth and family stability.

IOY emphasizes early identification and connection to behavioral health services, including substance use screening and treatment, mental health supports, and reproductive health education. By addressing risk factors early and improving access to coordinated services, IOY supports self-sufficiency, reduces barriers to opportunity, and helps prevent future justice system involvement among youth and young adults.

Restorative Justice and Diversion

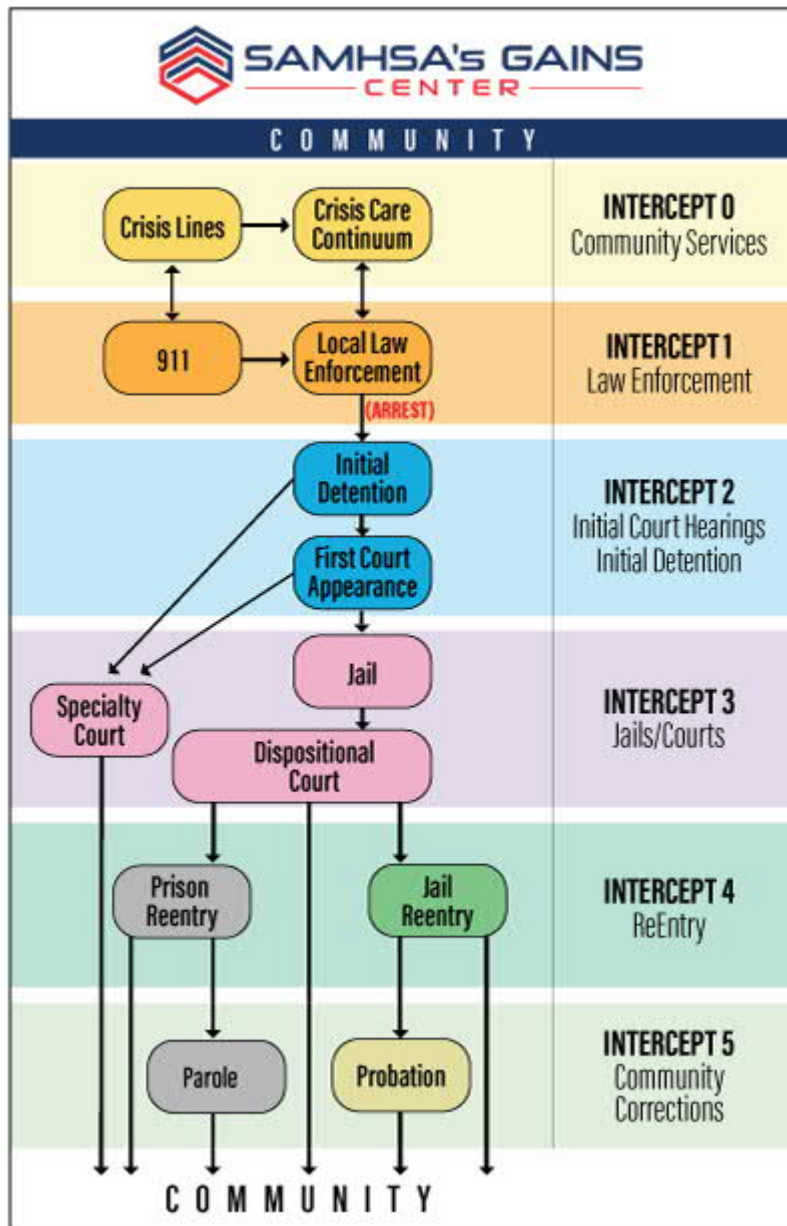
Restorative Justice Project Maine (RJP Maine) provides community-based restorative justice programming in both Lincoln and Sagadahoc Counties as an alternative to traditional court processing for youth and adults involved in low-level offenses or interpersonal conflicts. The program emphasizes accountability, harm repair, and community engagement rather than punitive sanctions, offering a structured process that allows participants to take responsibility while remaining connected to their communities.

RJP Maine uses facilitated restorative dialogue and agreements to address the impacts of harm on victims, participants, and the broader community. Through this process, individuals are encouraged to acknowledge responsibility, understand the consequences of their actions, and complete meaningful steps to repair harm. When successfully completed, participation can result in reduced or avoided court involvement, depending on referral parameters and eligibility.

As a diversion-oriented approach, restorative justice supports reduced justice system involvement, lower recidivism risk, and improved outcomes for participants and affected parties. By addressing underlying issues and resolving conflict outside of formal adjudication, RJP Maine contributes to broader county efforts focused on prevention, accountability, and minimizing unnecessary reliance on detention and court resources.

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SECTION 7: ATTACHMENT #2 – SEQUENTIAL INTERCEPT MODEL



Intercept 0: Community Services

Involves opportunities to divert people into local crisis care services. Resources are available without requiring people in crisis to call 911, but sometimes 911 and law enforcement are the only resources available. Connects people with treatment or services instead of arresting or charging them with a crime.

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Intercept 1: Law Enforcement

Involves diversion performed by law enforcement and other emergency service providers who respond to people with mental and substance use disorders. Allows people to be diverted to treatment instead of being arrested or booked into jail.

Intercept 2: Initial Court Hearings/Initial Detention

Involves diversion to community-based treatment by jail clinicians, social workers, or court officials during jail intake, booking, or initial hearing.

Intercept 3: Jails/Courts

Involves diversion to community-based services through jail or court processes and programs after a person has been booked into jail. Includes services that prevent the worsening of a person's illness during their stay in jail or prison.

Intercept 4: Re-Entry

Involves supported reentry back into the community after jail or prison to reduce further justice involve of people with mental and substance use disorders. Involves reentry coordinators, peer support staff, or community in-reach to link people with proper mental health and substance use treatment services.

Intercept 5: Community Corrections

Involves community-based criminal justice supervision with added support for people with mental and substance use disorders to prevent violations or offenses that may result in another jail or prison stay.

Source: Substance Abuse and Mental Health Services Administration GAINS center