



JANET T. MILLS
GOVERNOR

STATE OF MAINE
DEPARTMENT OF CORRECTIONS
111 STATE HOUSE STATION
AUGUSTA MAINE
04333-0111

RANDALL A. LIBERTY
COMMISSIONER

**Testimony of Randall A. Liberty, Commissioner
State of Maine, Department of Corrections**

**Before the Joint Standing Committee on Appropriations and Financial Affairs and the Joint Standing
Committee on Criminal Justice and Public Safety**

February 4, 2025

**LD 210 "An Act Making Unified Appropriations and Allocations from the General Fund and Other
Funds for the Expenditures of State Government and Changing Certain Provisions of the Law Necessary
to the Proper Operations of State Government for the Fiscal Years Ending June 30, 2025, June 30, 2026
and June 30, 2027"**

Senator Rotundo, Representative Gattine, and members of the Joint Standing Committee on Appropriations and Financial Affairs; and Senator Beebe-Center, Representative Hasenfus and members of the Joint Standing Committee on Criminal Justice and Public Safety. I am Randall Liberty, Commissioner of the Maine Department of Corrections.

GOVERNOR'S LANGUAGE

Maine – like many states, both blue and red – is facing a tight budget environment. The Mills Administration has spent months carefully developing a balanced budget proposal to preserve the programs lawmakers and Maine people support, including education, revenue sharing, public safety, higher education, and school meals, while also protecting the long-term fiscal health of Maine.

Ultimately, we took a balanced approach: one that makes some investments - including operational needs such as technology efficiencies, health and safety improvements, collective bargaining impacts, etc. - that proposes some spending cuts, and that makes some targeted revenue increases. We know these proposals are difficult and appreciate that you will consider them with an open mind.

We look forward to working with you over the coming months to enact a budget that supports our greatest asset of all: the people of Maine.



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DEPARTMENTAL OVERVIEW

The Maine Department of Corrections is responsible for the direction and general administrative supervision, guidance and planning of adult and juvenile correctional facilities, community corrections, and related programs within the State of Maine. Currently, there are 1891 adult residents in DOC facilities, 59 adult clients living in the community as part of the early release Supervised Community Confinement Program, 5,972 adults involved with probation, 40 juveniles committed and detained, and 55 youth on probation.

A few years ago, we officially launched a better way of doing corrections which we call the Maine Model of Corrections. This new model is focused on promoting the safety and wellbeing of staff and residents alike and reducing barriers to rehabilitation-focused services. The Maine Model is founded in the principles of normalization, humanization, destigmatization, and respect. By treating people with respect and dignity we are able to bring about lasting behavioral changes. The results of this change have been undeniable. We see safer facilities, safer communities, and my staff regularly witness individuals in our care investing in healthy habits and opportunities to build positive lives that come with a lower risk of re-offending.

I am proud of the staff across this department who take seriously the call to normalize and humanize the experience of residents and clients. This is what corrections should look like in 2025, this approach promotes public safety, strengthens our communities, and restores lives.

Now allow me to provide an overview of the Department's requests in the biennial budget.

Due to the tight budget environment, even as expenses and expectations increase, we are proposing to continue most of our operations within existing baseline amounts. The requests we are putting forward are focused primarily on: our new offender management system, increased electricity costs, addressing underfunded portions of facility and operating budgets, and funding for certain county jail programs.

Overall facility operating costs have increased over the last couple years, with the most notable increases being contracted professional services, travel expenses, vehicle operation, insurance, employee training, and supplies. These increased costs, combined with historic underfunding in key areas, have resulted in the need for our Department to divert funding from our Central Office Admin account to support facility programs. At this point, there are simply not enough funds in that account to make up for the cost we're seeing across the system. In addition, the drop in population numbers that we saw during the COVID-19 pandemic has begun to swing back. Since our testimony for the previous biennial budget in 2023, our adult population has increased by about 228 total residents.

It's worth noting that there also have been increases related to personal services lines across the department due to changes resulting from collective bargaining agreements. Overall, our department has seen an 11% increase



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in personal services for FY26 and a 14% increase for FY27. The State's collective bargaining agreements also include negotiated language related to this process. Reclasses may be employee or management initiated. Approved employee-initiated actions include a retroactive pay component back to the date the request was signed. Our Department's reclass and reorganization requests are summarized at the end of testimony as **Appendix A** and only include one reclassification for Juvenile Program Workers. While we won't read the specifics, we have included the blippie and justification in this testimony on the relevant page in italics for your reference.

Our budget also includes requests for increases to centralized services, including: financial services, human resources, technology services, vehicles, and insurance provided by the Department of Administrative and Financial Services; and legal services provided by the Office of the Attorney General. These rates are being adjusted as a result of vendor increases, capital needs, and supply chain impacts, but the primary factor is the collective bargaining efforts approved by the Governor and Legislature. Our Department's centralized service requests are summarized at the end of this testimony as **Appendix B**. While we won't read the specifics, we have included the blippie and justification in this testimony on the relevant page in italics for your reference.

Now I will turn it over to Associate Commissioner Scott Landry to go through the our budget programs.

As I go through the budget, I will provide a brief summary of each program category, regardless of whether there is a new initiative. Then, I will address any initiative under that program. One thing you will notice is that there are several initiatives that reoccur within multiple sections of our budget. I will only cover these initiatives in the first instances they appear and will note where you can expect to see them reoccur.

PROGRAM DESCRIPTIONS

We start on page **A-138** of the budget bill with the Administration – Corrections program.

Administration – Corrections: 0141 [Page A-138]

The Corrections Administration program includes the department's central functions, classification, investigation and audit functions, adult and juvenile services, Commissioner's Office and executive functions, and medical and treatment services.

There are three initiatives on this page, however each of them is for a centralized service that will be addressed by DAFS. The relevant information is noted below but I will not read through it at this time. I am now going to move on to the initiatives on page A-139.



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- **Initiative: Provides funding for statewide technology services provided by the Department of Administrative and Financial Services, Office of Information Technology.**

MaineIT is responsible for the delivery of safe, secure, and high-performing networks and systems to State Agencies for daily performance of their missions for the citizens of Maine. IT enterprise functions benefitting all state agencies are managed through this office to ensure consistency, volume discount efficiencies, and optimum performance and throughput. MaineIT is established as an internal service fund intended to recoup their costs through billings to departments and agencies for services provided. MaineIT expenses are higher due to negotiated and benefit changes to Personal Services as well as increases in operational costs, including vendor increases, supply chain costs, and network and systems modernization and upgrades. This recoupment process results in increased billing rates to departments and agencies. Additionally, the funding in this initiative supports one additional MaineIT position that will be embedded within DOC. That position will primarily focus on ensuring the smooth operation, maintenance, and security of the Resident Education Technology Network.

- **Initiative: Provides funding for statewide insurance coverage provided through the Department of Administrative and Financial Services, Division of Risk Management based on claims experience, coverage increases, attorney fees on claims, and actuarially recommended reserves.**

The Division of Risk Management within Department of Administrative and Financial Services provides high quality insurance, loss control and claims services to all state agencies, the State's higher education institutions and some quasi-state agencies at the lowest possible cost. The rates are applicable to various insurance lines provided by the State's self-insurance program and have been calculated in accordance with Title 5 §1733. The 2026-2027 budget includes rate increases in the Tort Policy based on claims experience, coverage increases, attorney fees on claims, and actuarially recommended reserves.

Also included on pages: A-141, A-143, A-145, A-151, A-152, A-154, A-156, A-158, A-160.

- **Initiative: Provides funding for statewide Central Fleet Management services provided by the Department of Administrative and Financial Services.**

Central Fleet Management within Department of Administrative and Financial Services centrally procures, distributes and disposes of passenger and light truck vehicles. Central Fleet Management handles many aspects of vehicle services including writing vehicle specifications, ordering vehicles, providing drivers with maintenance schedules, service assistance, fueling resources, insurance protection, and accident information processing. Central Fleet Management is established as an internal service fund intended to recoup their



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costs through daily and long-term rental billings to departments and agencies. Central Fleet Management expenses are higher due to negotiated and benefit changes to Personal Services as well as increases in operational costs, including fuel and vehicle purchase price. This recoupment process results in increased billing rates to departments and agencies.

Also included on pages: A-141, A-143, A-150, A-152, A-156, A-158

There are two initiatives on this page related to our new Offender Management System. One providing one-time funds, the other providing ongoing funds.

- **Initiative: Provides one-time funding for the implementation of the department's Offender Management System.**

This initiative provides one-time funding for work associated with the ongoing building and implementation of the new Offender Management System. Initial funding for the transition to the new offender management system was provided in the Supplemental Budget in Public Law 2023 chapter 643, which provided one-time funding for the initial building and implementation of the system. The costs within this initiative represent the remaining system build and implementation costs that will be needed through fiscal year 2025-26. These costs are consistent with the projections provided by the department upon submitting its supplemental budget request for fiscal 2023-24 and 2024-25.

This initiative is associated with Language Part "DD".

- **Initiative: Provides ongoing funding for the licensing fees associated with the department's new Offender Management System.**

This initiative provides ongoing funding for licensing costs associated with the new Offender Management System. Initial funding for the transition to the new Offender Management System was provided in the Supplemental Budget Public Law 2023 chapter. 643, which provided one-time funding for relevant costs through FY 25-26. Licensing costs will remain ongoing through the life of the offender management system.

The Offender Management System (OMS) is Maine Department of Corrections' keystone application for the management and tracking of resident information and departmental data, and the application we rely upon for all documentation and reporting of information on adult and juvenile clients within our system. To give just a few examples of its broad functionality, the OMS is the essential application and database for our resident



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and client reception and commitment data, classifications, case plans, case progress tracking, program participation tracking, sentencing information, release date tracking, good-time tracking, incident tracking, grievance tracking, transfer management, restitution and supervision fee payments, trust accounts, property tracking, and commissary accounts. Additionally, every report produced by DOC, especially those containing hard data and statistics, relies upon information stored within the OMS. It's difficult to overstate the importance and broad usage of the OMS within the Department, as it's the central daily touch point and application relied on by DOC staff. This is why the 2024 Supplemental Budget provided funding to begin the replacement of our current system, which is more than 20 years old.

The 2024 Supplemental Budget provided \$4.8 million in one-time funding for the initial building and implementation of the new Offender Management System, and \$900,000 in one-time funding for the relevant fees and subscription costs.

These initial costs were the first step in implementing our contract with Mi-Case, Inc., the chosen provider for our new OMS.

In July 2024, MDOC entered into a 5-year, \$13.4 million contract with Mi-Case to replace its current antiquated Offender Management System software. This is a two-year project to customize and configure the Mi-Case platform to meet DOC and statutory needs for the new client management system which will serve all clients, adult, juvenile, facility and community corrections. The project has been progressing very smoothly so far and is on time and on budget. We are currently on the second phase of a 6-phase process with a launch date projected for August, 2026. This initiative seeks funding to pay for the second and final installment of the configuration and deployment costs to the new system, after which the cost structure will shift to annual licensing costs in the amount of \$1.2 million.



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Outline of OMS Costs Under Mi-Case Contract

Fiscal Year	Expected Spend			
2024	\$397,245	FY24 total	*Being absorbed by our current FY24 operating budget.	Complete
2025	\$5,778,740 (includes 1.3M for licensing)	FY25 total	*Covered in FY24 with one-time funding.	Complete
2026	\$3,661,559 (no licensing costs this year)	FY26 total		Biennial Initiative
2027	\$1,131,736 (licensing costs)	FY27 total		Biennial Initiative
2028	\$1,235,403 (licensing costs)	FY28 total		
2029	\$1,268,607 (licensing costs)	FY29 total		
	\$13,473,290	5-year contract total		

The next initiative is also a centralized service, summarized in Appendix B, so I will move on to the final initiative on page A-139.

- Initiative: Provides funding for the Department's share of the cost for the financial and human resources service center within the Department of Administrative and Financial Services.**
Service Centers within Department of Administrative and Financial Services provide centralized accounting, payroll, budgeting and human resources services to departments and agencies. Service Centers are established as an internal service fund intended to recoup their costs through billings to departments and agencies for services provided. The Service Centers expenses are higher due to negotiated and benefit changes to Personal Services as well as increases in operational costs. This recoupment process results in increased billing rates to departments and agencies.



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- **Initiative: Provides funding to cover an Assistant Attorney General position and All Other related costs at the Department of Attorney General previously established by Public Law 2023, chapter 489.**

This initiative provides funding to the Department of Attorney General for one Assistant Attorney General position established by Public Law 2023, C. 489. The position was limited period and is scheduled to end on June 2025. This initiative makes the position continue and be permanent.

Public Law 2023, C. 489 (LD 279 from the 131st Legislature), created a new section in the Maine Human Rights Act that states it is unlawful discrimination for a public entity to discriminate against an individual, exclude an individual from participation in a service, program or activity of that public entity or otherwise deny to an individual the benefits of a service, program or activity of that public entity by reason of the individual's race or color, sex, sexual orientation or gender identity, age, physical or mental disability, religion, ancestry or national origin. The bill also provided that, like a place of public accommodation, a public entity is not required by the Maine Human Rights Act to permit an individual to participate in the public entity's services, programs or activities if that individual poses a direct threat to the health or safety of others that cannot be eliminated by a modification of the public entity's policies, practices or procedures or by the provision of auxiliary aids or services.

To support the new provisions, that bill provided funding for Assistant Attorney General billing costs and other related costs to investigate claims made to the Maine Human Rights Commission and submit relevant documents, data and records. The position began January 1, 2024, and ends June 14, 2025. That Assistant Attorney General position has proven to be a valuable asset for DOC. Continued funding for that position is essential to ensuring that DOC has adequate legal counsel, both in litigation and to help ensure that all relevant legal obligations are met.

Adult Community Corrections: 0124 [Page A-141]

The Adult Community Corrections program provides funding related to the cost of probation officers, support staff, regional offices and contracted community services for the supervision of the more than 5,967 adult clients who are on probation, supervised community confinement or parole. Our Department also has two transitional housing programs for adults (Leading the Way, in Bangor, for men; and Way Point, in Auburn, for women – which will be operational in the next couple months). Both facilities provide safe housing to people reentering the community on some level of community supervision.

The first two initiatives on this page have already been addressed, so I will move on to third.



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- **Initiative: Provides funding for statewide insurance coverage provided through the Department of Administrative and Financial Services, Division of Risk Management based on claims experience, coverage increases, attorney fees on claims, and actuarially recommended reserves.**

Previously discussed in Administration – Corrections section.

- **Initiative: Provides funding for statewide Central Fleet Management services provided by the Department of Administrative and Financial Services.**

Previously discussed in Administration – Corrections section.

- **Initiative: Provides funding for the increased cost of electricity.**

This initiative provides funding for an increase in electricity costs of 10%. This number was arrived at by looking back and averaging costs over previous 3 years of expenditures for electricity and adding 10%. The table below provides a look into our electricity costs from 2022 to 2024, provides the 3 year averages and shows the 10% increase for each.

Object Group	Obj Group Nm	Object	Object Name	Approp	Approp Nm	FY22	FY23	FY24	3-year Avg	10% Increase
45	UTILITY SERVICES	4521	ELECTRICITY	012401	ADULT COMMUNITY CORRECTIONS	16,906.21	15,970.69	17,111.91	16,662.94	1,666.29
45	UTILITY SERVICES	4521	ELECTRICITY	014101	ADMINISTRATION - MEDICAID	-	4,866.57	-	1,622.19	162.22
45	UTILITY SERVICES	4521	ELECTRICITY	014401	MAINE STATE PRISON	725,448.41	709,169.80	685,288.79	773,302.33	77,330.23
45	UTILITY SERVICES	4521	ELECTRICITY	016201	MAINE CORRECTIONAL CENTER	464,645.38	655,607.17	493,071.64	537,774.73	53,777.47
45	UTILITY SERVICES	4521	ELECTRICITY	016301	LONG CREEK YOUTH DEVELOPMENT CENTER	279,303.00	275,865.32	339,415.91	298,194.74	29,819.47
45	UTILITY SERVICES	4521	ELECTRICITY	054201	DOWNEAST CORR FACIL INDUSTRIES ACCT	24,973.21	40,524.26	59,509.45	41,668.97	4,166.90
45	UTILITY SERVICES	4521	ELECTRICITY	085701	MOUNTAIN VIEW CORRECTIONAL FACILITY	360,465.28	341,330.76	454,648.64	385,481.56	38,548.16
45	UTILITY SERVICES	4521	ELECTRICITY	089201	COMMUNITY CORRECTIONS - JUVENILE	8,681.28	8,337.77	7,371.51	8,130.19	813.02
45	UTILITY SERVICES	4521	ELECTRICITY	Z15501	BOLDUC CORRECTIONAL FACILITY	70,724.61	64,329.36	84,060.42	73,018.13	7,301.81
Grand Total						1,951,147.38	2,116,001.70	2,340,418.27	2,135,855.78	213,585.58
						8.45%	389,270.89	Increase from FY22-FY23		
						10.61%	224,416.57	Increase from FY23-FY24		

This initiative also appears on pages: A-143, A-145, A-150, A-152, A-155, A-157, A-158.

Bolduc Correctional Facility: Z155 [Page A-143]

The Bolduc Correctional Facility, located in Warren, houses minimum security male residents. The facility provides educational programs, treatment services, work release and community restitution.

The only initiative on this page that has not been addressed is the third, so I will skip to that one.



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- **Initiative: Provides funding for statewide insurance coverage provided through the Department of Administrative and Financial Services, Division of Risk Management based on claims experience, coverage increases, attorney fees on claims, and actuarially recommended reserves.**

Previously discussed in Administration – Corrections section.

- **Initiative Provides funding for statewide Central Fleet Management services provided by the Department of Administrative and Financial Services.**

Previously discussed in Administration – Corrections section.

- **Initiative: Transfers all positions and All Other related costs from the Bolduc Correctional Facility program to the Maine State Prison program within the same fund.**

This initiative corresponds to LD 17, An Act to Designate the Warden of the Maine State Prison as Chief Administrative Officer of the Bolduc Correctional Facility. The initiative essentially merges the Personal Services and All Other budget lines from the Bolduc Correctional Facility with the Maine State Prison. Regarding the relationship between the budget initiative and LD 17, our approach was to treat these as two independent pieces that support the same end goal. LD 17 is meant to address logistical and programmatic inefficiencies related to the chain of command and this budget initiative was introduced to allow us to manage the facility finances as a unified whole and address budgetary inefficiencies. Although it would not be ideal for one to pass and the other to fail, they are not co-dependent on each other. The Warden of MSP can still be the CAO overseeing BCF even if the budgets are split, and similarly we could still have two separate chains of command even if the budgets are unified because both individuals operate under the direction of the Commissioner who can use that authority to ensure the finances are managed appropriately.

This initiative also appears on page A-157.

- **Initiative: Provides funding for the increased cost of electricity.**

Previously discussed in Adult Community Corrections section.



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Capital Construction/Repairs/Improvements – Corrections: 0432 [Page A-144]

This program supports capital construction, equipment, repair and improvement projects at State correctional facilities. The 26/27 Biennial Budget includes no direct funding for this account. The \$500 ongoing Federal Expenditures funding shown in this account serves as a place holder to keep the account open. If Federal grant dollars were to be received by DOC for the purpose of capital costs, they would be transferred into this account by financial order to support relevant projects.

There are no new initiatives under this program.

Correctional Center (Maine Correctional Center): 0162 [Page A-145]

The Maine Correctional Center which is located in South Windham, houses medium and minimum security male and female residents. Program activities include treatment, education, vocational training, career and technical education, mental health, problem sexual behavior, and substance use disorder treatment. Maine Correctional Center includes the department's two women's facilities, the Women's Center and Southern Maine Women's Reentry Center.

All initiatives on this page have previously been addressed, except for the initiative related to fuel, which I will discuss in the Corrections Fuel section beginning on page 12 of this testimony, so I will move on to the next program section.

- **Initiative: Provides funding for statewide insurance coverage provided through the Department of Administrative and Financial Services, Division of Risk Management based on claims experience, coverage increases, attorney fees on claims, and actuarially recommended reserves.**
Previously discussed in Administration – Corrections section.
- **Initiative: Transfers funding from the Corrections Fuel program to the Long Creek Youth Development Center program and Maine Correctional Center programs within the same fund.**
See discussion under Corrections Fuel section, beginning on page 12 of this testimony and page A-147 of the Budget.
- **Initiative: Provides funding for the increased cost of electricity.**
Previously discussed in Adult Community Corrections section.



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Correctional Medical Services Fund: 0285 [Page A-146]

The Correctional Medical Services Fund provides comprehensive healthcare and treatment services to residents under the department's custody. This program represents costs associated with DOC's contracted medical provider, Wellpath.

There are no new initiatives under this program.

Corrections Food: Z177 [Page A-147]

The Corrections Food program consolidates food commodity purchases by centralizing the control and purchase of food which allows the Department to take advantage of opportunity buying, coordinate dietary requirements, and provide direct oversight to reduce the commodity cost and to establish healthy menus consistently throughout Maine's prison system.

DOC has gone to great lengths to improve the quality of food in our system while simultaneously reducing the costs. Our Department achieves that mission by using produce grown through our organic gardening program, utilizing scratch cooking methods with raw ingredients procured at a discount from community partners, reducing dumping costs by composting food waste (which then becomes fertilizer for our gardens), and taking advantage of opportunity buys – a practice that allows us to procure high quality food at a significant discount while also supporting local Maine businesses and families. In fact, the innovations within our food service program resulted in us winning a national food service industry award in 2024 and our system has been praised by several industry partners. Our management of this program has allowed us to maintain a stable food service budget despite significant inflation in food prices nationally.

There are no new initiatives under this program.

Corrections Fuel: Z366 [Page A-147]

This account is for fuel expenditure only, like the centralized food account that was created several years ago. All budgeted fuel costs and expenditures were consolidated into one, single, centralized account for all facilities during previous budget process. To do this we pulled the fuel budget line from each facility and moved it into that centralized account. I will now address the background for both initiatives on this page.

The Department made a request of \$1.3M in **ongoing** funds during the previous budget process. That money was needed to match the amount that fuel projections were showing based on averages from the previous three



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years and current lock in rates at the time. Our Department ended up receiving that money but **only on a one-time basis**. Because of that, the DOC fuel budget remains underfunded.

The FY25 Supplemental Budget request was meant to meet the Department's immediate needs related to this funding. This 26-27 Biennial Budget request reflects those same needs on an ongoing basis.

The reason we need both initiatives under this program is as follows. When moving the budgeted fuel monies from each program to the consolidated account we did not factor in that Maine Correctional Center and Long Creek Youth Development Center were using natural gas as opposed to #2 fuel. This oversight resulted in too many dollars going to the central fuel account from those facilities, inadvertently depleting their overall budgets. This resulted in a permanent reduction to the LC and MCC baselines in error.

Because of that error DOC needs to move \$319,769 (76k for LC + 242k for MCC) back to those two facility budgets to right-size their budget needs. An outline of how these two initiatives work together is provided below.

Estimated Fuel Account need	2,695,931
Current Actual Fuel Baseline	2,272,460
What Baseline Should Have Been	1,952,691
LC/MCC Excess To Fuel Account in Error	319,769
Fuel Need (\$2695931-1952691)	743,240
Replenish LC/MCC	319,769
Additional Cash Into Fuel Account	423,471

- Initiative: Transfers funding from the Corrections Fuel program to the Long Creek Youth Development Center program and Maine Correctional Center programs within the same fund.**
This initiative seeks to correct a mistake that resulted from the creation of a centralized fuel account by moving funding from Long Creek and MCC to a centralized fuel program. When this was done, too much funding was moved from these facilities, resulting in shortages in those facility budgets. This is to remedy the mistake and restore funding to those facility budgets.



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This initiative also appears on pages: A-145, A-154.

- **Initiative: Provides funding for the increased costs of fuel.**

This initiative provides funding for an increase in fuel costs based on actual usage averaged over the prior three years multiplied by the current contracted costs of \$2.7075 for the mid-coast facilities and \$2.8503 for all other facilities. When the baseline budget was compared to the current cost of average fuel usage, a shortfall was identified.

Corrections Industries: Z166 [Page A-148]

The Corrections Industries program includes prison industries programs across the department in a centralized account for operational and fiscal control. The Prison Industries program provides residents with an opportunity to work and learn new skills while earning income which goes towards their obligations owed, such as payment toward victim restitution and child support. The only initiative on this page has already been addressed so I will move on to the next section.

- **Initiative: Provides funding for the Department's share of the cost for the financial and human resources service center within the Department of Administrative and Financial Services.**

Previously discussed in Administration – Corrections section.

County Jail Operations Fund: Z227 [Page A-149]

The County Jail Operations Fund was established under Title 34-A, §1210-E following the enactment of Public Law 2015, Chapter 335, which transferred funding responsibilities from the Board of Corrections to individual counties. This fund distributes state funding to county jails and regional jails for operational expenses, prisoner support, and community corrections programs. By statute, at least 25% of this funding must be allocated toward community corrections and pretrial release programs, including supervision services under Title 34-A, §1210-E. While this investment is essential, it does not adequately address the rising costs associated with providing healthcare services, particularly for incarcerated individuals with substance use disorders. There is one initiative on this page.



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- **Initiative: Provides funding for the County Jails for medication assisted treatment and medical care recently mandated in Public Law 2021, chapter 732, Part C.**

Public Law 2021, Chapter 732, Part C (previously LD 1654 in the 130th Legislature) mandates that each county jail provide access to substance use disorder screening, assessment, medication, treatment, recovery, and reentry services, including a minimum of seven core services. However, this legislation did not include dedicated funding to support the implementation of these critical services. Without financial backing, counties struggle to meet these requirements, leaving a vulnerable population without the necessary treatment to support recovery and reduce recidivism. This initiative provides \$4 million of ongoing funding for county jails to provide the services outlined in Public Law 2021, chapter 732, Part C. LD 1654 An Act To Stabilize State Funding for County Corrections.

Substance use disorder is a significant issue within the correctional system, with studies indicating that approximately 65% of individuals in jail have a substance use disorder. Without appropriate intervention, many of these individuals are at an increased risk of overdose upon release, contributing to the ongoing public health crisis of opioid-related deaths. MAT is a scientifically supported approach that combines FDA-approved medications, such as methadone, buprenorphine, and naltrexone, with counseling and behavioral therapies to treat substance use disorders effectively. When implemented properly, MAT can reduce opioid-related mortality by up to 50% and decrease the likelihood of reoffending.

The current statutory framework, while mandating these services, lacks the necessary fiscal support to ensure successful implementation. Funding these programs through the County Jail Operations Fund is critical to meeting the obligations set forth by Public Law 2021, Chapter 732, and ensuring that individuals receive the treatment necessary for rehabilitation and successful reintegration into the community.

The funding in this initiative is meant to support:

- Screening and assessment for substance use disorders to identify individuals in need of treatment upon entry.
- Medication costs for FDA-approved MAT programs to ensure consistent, uninterrupted treatment.
- Clinical support and counseling services to address underlying mental health and behavioral health issues.



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- Training for correctional staff on MAT best practices to enhance program effectiveness and reduce stigma.
- Expansion of medical personnel and infrastructure to facilitate MAT administration within jails.
- Reentry services to support continuity of care post-release, reducing the risk of relapse and overdose deaths.

Departmentwide – Overtime: 0032 [Page A-149]

The Departmentwide Overtime program supports the costs of overtime incurred in the department's correctional facilities for unbudgeted overtime. This program was established to reduce the need for emergency budget requests. The availability of overtime pay is a critical tool to ensure that staff coverage is adequate to provide safety and security when there are unexpected shortages based on staff absences.

There are no new initiatives under this program.

Downeast Correctional Facility: 0542 [Page A-150]

The Downeast Correctional Facility, located in Machiasport houses minimum security male residents and provides education, vocational training, career and technical education, treatment, work release and community restitution programs. Every initiative on this page has either previously been discussed or will be discussed in a forthcoming section, as noted below. I will now move on to the next section.

- **Initiative: Transfers funding from the Downeast Correctional Facility program to the Maine State Prison program within the same fund to help Maine State Prison close the deficit in the program.**
Transfers funding in the Downeast Correctional Facility to the Maine State Prison. Downeast has been open for several years and based on prior years spending it appears the program is slightly overfunded. Moving these funds to Maine State Prison will help close the deficit in that program.

This initiative will be discussed in further detail under the Maine State Prison portion of our budget, beginning on page 19 of this testimony and page A-156 of the budget document.



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- **Initiative: Provides funding for statewide Central Fleet Management services provided by the Department of Administrative and Financial Services.**

Previously discussed in Administration – Corrections section.

- **Initiative: Provides funding for the increased cost of electricity.**

Previously discussed in Adult Community Corrections section.

Justice – Planning, Projects & Statistics: 0502 [Page A-151]

The Juvenile Justice Advisory Group (JJAG) administers federal funding from the Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP). These funds support prevention, intervention and juvenile justice system improvement grants to local, state and community service providers.

The only initiative on this page has already been discussed so I will move on to the next section.

- **Initiative: Provides funding for statewide insurance coverage provided through the Department of Administrative and Financial Services, Division of Risk Management based on claims experience, coverage increases, attorney fees on claims, and actuarially recommended reserves.**

Previously discussed under Administration – Corrections section.

Juvenile Community Corrections: 0892 [Page A-152]

The Juvenile Community Corrections program funds the cost of juvenile community corrections officers, support staff, office space and contracted community services related to the supervision and treatment needs of juveniles under community supervision. Every initiative on this page has already been discussed, so I will move on to the next program section.

- **Initiative: Provides funding for statewide insurance coverage provided through the Department of Administrative and Financial Services, Division of Risk Management based on claims experience, coverage increases, attorney fees on claims, and actuarially recommended reserves.**

Previously discussed under Administration – Corrections section.

- **Initiative: Provides funding for statewide Central Fleet Management services provided by the Department of Administrative and Financial Services.**

Previously discussed in Administration – Corrections section.



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- **Initiative: Provides funding for the increased cost of electricity.**
Previously discussed in Adult Community Corrections section.

Long Creek Youth Development Center: 0163 [Page 154]

The Long Creek Youth Development Center, located in South Portland, houses detained and committed juvenile residents. The facility provides reception and diagnostic services, education, mental health, medical and substance use disorder treatment services, and problem sexual behaviors services. The facility has a fully-certified high school providing education to residents. The first two initiatives on this page have already been discussed, so I will move on to the third.

- **Initiative: Provides funding for statewide insurance coverage provided through the Department of Administrative and Financial Services, Division of Risk Management based on claims experience, coverage increases, attorney fees on claims, and actuarially recommended reserves.**
Previously discussed under Administration – Corrections section.
- **Initiative: Transfers funding from the Corrections Fuel program to the Long Creek Youth Development Center program and Maine Correctional Center programs within the same fund.**
See discussion under Corrections Fuel section, beginning on page 7 of this testimony.
- **Initiative: Provides funding for purchasing tablets at the Long Creek Youth Development Center to provide increased resident access to communication, programming and services.**
Provides funding for tablets at the Long Creek Youth Development Center that allows residents to communicate with family, friends and loved ones in a manner that is secure and affordable. It also expands opportunities for remote visitation by providing on-demand video calling. This initiative will support ongoing monthly recurring costs.

This is one of those rare occasions where we can give money back right from the beginning. Through negotiations with our new tablet provider ViaPath, that concluded after we submitted our budget needs, we were able to secure tablets for every youth at Long Creek at no additional overall cost to our contract. That means this initiative is no longer necessary, and the \$84,000 within it can be put toward other purposes.

The next initiative is a reclassification, so I will skip it and direct you to Appendix A. The initiative after that has already been discussed, so I will now turn to the next section.



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- **Initiative: Provides funding for the approved reclassification of 4 Juvenile Program Managers from range 26 to range 28 retroactive to April 19, 2019.**

The Bureau of Human Resource approved the employee-initiated position reclassification from range 26 to range 28 requiring retroactive pay and interest as of April 19, 2019. This initiative will be included in Appendix A.

- **Initiative: Provides funding for the increased cost of electricity.**

Previously discussed in Adult Community Corrections section.

Maine State Prison: 0144 [Page A-156]

The Maine State Prison, located in Warren, houses special management, close and medium security residents, and can support residents at all custody levels. Program activities include industrial work, treatment, education, vocational training, career and technical education, mental health, problem sexual behavior and substance use disorder treatment. The Department's Infirmary, Intensive Mental Health Unit, and original Earned Living Unit are all located at the Maine State Prison.

- **Initiative: Transfers funding from the Downeast Correctional Facility program to the Maine State Prison program within the same fund to help Maine State Prison close the deficit in the program.**
Transfers funding in the Downeast Correctional Facility to the Maine State Prison. Downeast has been open for several years and based on prior years spending it appears the program is slightly overfunded. Moving these funds to Maine State Prison will help close the deficit in this program. As shown in the chart below, Maine State Prison has been underfunded in key areas for a number of years. Historically, our Department has addressed those gaps by transferring money from various programs throughout the department, including our Central Office Admin Account to back fill those needs. That approach is no longer sustainable, as the costs have increased too much and our Central Office Admin Account can no longer make up for the underfunding.

As shown in the table below. The current deficit at Maine State Prison is \$125,557. The \$50,000 in ongoing funds in this initiative will help address that gap.



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MSP AO Analysis								
Dept	Fund	Object Group	Object Group Name	FY22 Actuals	FY23 Actuals	FY24 Actuals	FY25 Baseline Budget	FY25 Baseline Vs. FY24 Actual
03B	010	40	PROF. SERVICES, NOT BY STATE	250,951.10	261,474.95	216,841.33	202,638.00	(14,203)
03B	010	41	PROF. SERVICES, BY STATE	4,013.00	4,449.42	2,299.00	9,772.00	7,473
03B	010	42	TRAVEL EXPENSES, IN STATE	10,980.15	14,756.92	16,431.52	29,000.00	12,568
03B	010	43	TRAVEL EXPENSES, OUT OF STATE	11,141.83	27,819.15	16,070.59	20,802.00	4,731
03B	010	44	STATE VEHICLES OPERATION	21,347.15	27,570.25	34,267.26	25,350.00	(8,917)
03B	010	45	UTILITY SERVICES	1,689,490.67	1,481,509.65	1,635,955.22	1,637,323.00	1,368
03B	010	46	RENTS	133,179.27	155,600.56	174,976.83	63,095.00	(111,882)
03B	010	47	REPAIRS	280,207.76	167,807.57	156,546.32	149,433.00	(7,113)
03B	010	48	INSURANCE	126,337.58	134,007.96	168,149.14	159,600.00	(8,549)
03B	010	49	GENERAL OPERATIONS	242,318.71	270,575.71	228,135.29	128,600.00	(99,535)
03B	010	50	EMPLOYEE TRAINING	33,900.88	25,930.00	37,754.30	249,006.00	211,252
03B	010	51	COMMODITIES - FOOD	13,961.37	9,917.77	840.01	19,293.00	18,453
03B	010	52	COMMODITIES - FUEL	974,904.97	1,348,690.93	13.49	-	(13)
03B	010	53	TECHNOLOGY	15,716.25	23,487.20	17,345.94	35,000.00	17,654
03B	010	54	CLOTHING	232,917.12	223,426.64	233,300.27	296,088.00	62,788
03B	010	55	EQUIPMENT AND TECHNOLOGY	163,035.30	54,583.71	66,173.84	184,094.00	117,920
03B	010	56	OFFICE & OTHER SUPPLIES	941,391.99	1,318,295.58	1,271,677.42	942,432.00	(329,245)
03B	010	58	HIGHWAY MATERIALS	1,351.00	1,250.49	3,305.62	3,000.00	(306)
Grand Total				5,147,146.10	5,551,154.46	4,280,083.39	4,154,526.00	(125,557)

The remaining initiatives in this section have already been discussed, so I will move on to the next section.

- **Initiative: Provides funding for statewide insurance coverage provided through the Department of Administrative and Financial Services, Division of Risk Management based on claims experience, coverage increases, attorney fees on claims, and actuarially recommended reserves.**

Previously discussed under Administration – Corrections section.

- **Initiative: Provides funding for statewide Central Fleet Management services provided by the Department of Administrative and Financial Services.**

Previously discussed in Administration – Corrections section.



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- **Initiative: Transfers all positions and All Other related costs from the Bolduc Correctional Facility program to the Maine State Prison program within the same fund.**

Previously discussed in the Bolduc Correctional Facility section.

- **Initiative: Provides funding for the increased cost of electricity.**

Previously discussed in Adult Community Corrections section.

Mountain View Correctional Facility: 0857 (Page A-158)

The Mountain View Correctional Facility is located in Charleston and houses medium and minimum security male residents. Program activities include industrial work, treatment, education, vocational training, career and technical education, mental health, problem sexual behavior, and substance use disorder treatment.

The only initiative on this page that has not yet been discussed in the first initiative.

- **Initiative: Provides funding for the transportation of raw sewage to a local treatment plant.**

When the Mountain View Youth Development Center was built in 2000 the leach fields were designed for a population of 250 between the new facility and the existing adult facility. With the numerous changes in population at Mountain View, the number of residents has grown, at one point reaching over 400. Leach fields, on average, last between 20-30 years; given the increased loads at the facility these fields began to fail at about the 20-year point. The Department initiated a study, performed by Olver Associates, to determine how to move forward. The engineering study identified three solutions;

1. Build new leach fields and make updates to the wastewater treatment plant. This option was explored with BGS, the cost was in the range of \$3 million (2018 costs), would have needed to extend onto protected lands adjacent to the facility, and would likely need to be redone in 20 years or less.
2. Build a piping system to the Town of Dover-Foxcroft. The cost estimate in 2018 was \$12 million and we would still need to pay per gallon costs to the Town.
3. Build a 200,000 gallon holding tank and truck sewage to a town facility. In 2018 the cost estimate was \$2.5 million to build the tank. It was determined that the tank would be needed even if we eventually built a pipeline to Dover-Foxcroft. It was determined that this option was the most efficient and cost effective approach at the time.



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When the tank project was eventually completed in 2024, the cost was \$5 million. It was estimated at the time the project was actually started that the cost of a pipeline would be in the \$20 million range.

The Department explored contracting with a wastewater hauling company to get rid of the sewage, the estimated costs were nearly \$2 million. The Department now owns the tanker trucks and has repurposed existing staff to transport the waste. We estimate that vehicle maintenance and fuel is approximately \$50,000 per year and tipping fees will be between \$350,000 and \$400,000 per year, a savings of \$1.5 million per year for us to do it ourselves.

- **Initiative: Provides funding for statewide insurance coverage provided through the Department of Administrative and Financial Services, Division of Risk Management based on claims experience, coverage increases, attorney fees on claims, and actuarially recommended reserves.**

Previously discussed under Administration – Corrections section.

- **Initiative: Provides funding for statewide Central Fleet Management services provided by the Department of Administrative and Financial Services.**

Previously discussed in Administration – Corrections section.

- **Initiative: Provides funding for the increased cost of electricity.**

Previously discussed in Adult Community Corrections section.

Office of Victim Services: 0046 [Page A-160]

The Office of Victim Services is responsible for the provision of services to victims of crime whose offenders are in the custody of or under the supervision of the Department of Corrections. A person who is the victim of a crime is entitled to certain basic rights: to be treated with dignity and respect; to be free from intimidation; to be assisted by criminal justice agencies and to be informed about the criminal justice system. The Office of Victim Services enforces these rights of victims served by the Department of Corrections. Information, resources, and referrals are provided to victims as appropriate.

The office works closely with community partner organizations to fulfill critical aspects of victim services throughout the state, including distribution of funds for Certified Domestic Violence Intervention Programs, and partnering on grant opportunities to support critical victim-centered initiatives. The majority of the All Other



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line includes approximately \$280,000 to support reimbursements for those who cannot otherwise afford to pay for Certified Domestic Violence Intervention Programs, which are an essential component to addressing the impacts of domestic violence in this State.

There are no initiatives under this section that have not already been discussed.

- **Initiative: Provides funding for statewide insurance coverage provided through the Department of Administrative and Financial Services, Division of Risk Management based on claims experience, coverage increases, attorney fees on claims, and actuarially recommended reserves.**
Previously discussed under Administration – Corrections section.

Parole Board: 0123 [Page A-161]

The Parole Board reviews requests from residents who are eligible for parole. In 1976 Maine abolished parole and replaced it with a system of determinate sentencing. This program provides funding for the Parole board. Currently there is only one client left who is eligible for parole and 11 clients on parole in the community. The Department's Division of Adult Community Corrections manages clients on parole.

There are no new initiatives under this section.

This concludes my testimony.

Thank you and I'm happy to answer questions.

Randall A. Liberty
Commissioner
Maine Department of Corrections

Scott Landry
Associate Commissioner
Maine Department of Corrections



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Language Parts

Relevant language parts are identified below. To the extent these language parts are associated with an department initiative, that is noted in our testimony above. Language Part “J-3 & J-4” are were noted on the public hearing notice as part of our Department budget. While those parts do relate to our capital expenses, they will be addressed in testimony provided by Department of Administrative and Financial Services.

Language Part "J-3 & J-4" Authorizes the Maine Governmental Facilities Authority to issue additional securities up \$25,000,000 to pay for costs associated with correctional facilities. [This language part is part of the Department of Administrative and Financial Services – Bureau of General Services budget being heard in conjunction with the Joint Standing Committee on State and Local Government on February 28th, 2025. It will be addressed by DAFS during that testimony.]

Language Part "Z" Authorizes sums paid by the United States Marshals Service to be deposited into client benefit welfare accounts within the Department of Corrections.

Language Part "AA" Authorizes the Department of Corrections to transfer funds in Personal Services, All Other or Capital Expenditure line categories between accounts within the same fund by financial order for the purpose of paying departmental overtime expenses in the fiscal year of 2025-26 and 2026-27.

Language Part "BB" Allows the Commissioner of the Department of Corrections to review the current organizational structure to improve organizational efficiency and authorizes the State Budget Officer to transfer positions and available balances by financial order.

Language Part "CC" Authorizes the Department of Corrections to transfer, by financial order, unobligated balance from Personal Services to the All Other line category in the Long Creek Youth Development program in each year of the biennium.

Language Part "DD" Transfers \$3,661,559 from the unappropriated surplus of the General Fund to the Department of Corrections, Administration - Corrections, Other Special Revenue Funds account for one time implementation costs of the offender management system.



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Appendix A

Department of Corrections Reclassifications

Civil Service Rules require the Director of the Bureau of Human Resources to maintain the classification plan and establish the processes and procedures with which to do so. There is a long-standing process in place to evaluate proper classification of positions and determine through a functional job analysis whether a position meets the requirements for reclassification, including any pay adjustment. The State's collective bargaining unit agreements include negotiated language related to this process. Actions may include changing classification or keeping the same classification, but changing pay range (usually referenced in blippie as range change). Requests may be employee initiated (usually referred to as reclass) or management initiated (usually referred to as reorganization). Approved employee-initiated actions include a retroactive pay component back to the date the request was signed. Reclass/reorg/range change initiatives in Part A of the budget are necessary to fund these approved actions, which is required before the action can be processed and paid. Reclass initiatives in Part B are self-funded.

The Department of Corrections only has one reclassification in the biennial budget.

Page	Program	Fund	FY26 Amount	FY27 Amount
A-154	0163	GF	159,121	36,365



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Appendix B

Department of Corrections Centralized Services

The Department of Administrative and Financial Services (DAFS) develops, delivers, and maintains centralized government systems that support the financial, human resource, physical and technological infrastructure of state government. The services are billed to agencies through Internal Service Funds

All components of an internal service fund, including staff, All Other and capital, are included in Internal Service Fund budgeting. Personal Services increases the result of collective bargaining, or any other Personal Services action, as well as increases to All Other costs for various reasons, including vendor increases or supply chain costs, etc. impact these budgets. Internal Service Funds are meant to recover the costs of providing the service. DAFS bills agencies for these services and the agencies pay the bills with All Other funds.

In this biennial budget, DAFS has adjusted these rates for all of the reasons outlined above, but primarily the result of significant collective bargaining efforts approved by the Governor and Legislature. Agency All Other funds are not increased in the baseline to reflect the increased costs of the Internal Service Funds, so statewide all agencies will include initiatives for additional All Other to cover these services.

DAFS Centralized Services Internal Service Funds include:

- Service Centers within DAFS provide centralized accounting, payroll, budgeting and human resources services to departments and agencies.
- MaineIT is responsible for the delivery of safe, secure, and high-performing networks and systems to State Agencies for daily performance of their missions for the citizens of Maine. IT enterprise functions benefitting all state agencies are managed through this office to ensure consistency, volume discount efficiencies, and optimum performance and throughput.
- Central Fleet Management (CFM) within DAFS centrally procures, distributes and disposes of passenger and light truck vehicles. CFM handles many aspects of vehicle service including writing vehicle specifications, ordering vehicles, providing drivers with maintenance schedules, service assistance, fueling resources, insurance protection, and accident information processing.



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- The Division of Risk Management within DAFS provides high quality insurance, loss control and claims services to all state agencies, the State's higher education institutions and some quasi-state agencies at the lowest possible cost.
- The Division of Leased Space manages leases encompassing office, warehouse, garage, storage, tower, classroom, mixed-use, and training spaces.
- Central Services within DAFS provides a wide range of mail services, including interoffice mail, as well as disposition of state surplus materials and equipment no longer needed by the state agency that purchased them. This group also manages federal surplus property.

Department of Administrative and Financial Services

Page	Program	Service	Fund	FY26 Amt	FY27 Amt
A-138	0141	MaineIT	GF	1,380,827	1,235,969
A-138, A-141, A-143, A-145, A-151, A-152, A-154, A-156, A-158, A-160	0141, 0124, Z155, 0162, 0502, 0892, 0163, 0144, 0857, 0046	Risk Management	GF	354,121 <i>Total</i>	354,121 <i>Total</i>
A-138, A-141, A-143, A-150, A-152, A-156, A-158	0141, 0124, Z155, 0542, 0892, 0144, 0857	Fleet Management	GF	126,343 <i>Total</i>	126,343 <i>Total</i>
A-139	0141	Financial & Human Resources	GF OSR	466,941 13,121	720,849 20,250

Office of the Attorney General: Legal Services

Page	Program	Fund	FY26 Amt	FY27 Amt
A-139	0141	GF	148,889	160,156