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MAINE STATE POLICIES PLAN
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PREFACE

The Comprehensive State Policies Plan evolved from a series of three separate, yet related phases: Initial identification of goals and objectives of the State; an inventory and analysis of existing goals and accomplishments; and a re-identification of the State's goals and objectives.

The first step of the plan was the identification of the current goals and objectives of the State as explained through agency plans, political party objectives and policy statements by public officials.

An inventory and analysis of the initial policies, in terms of what has been done in Maine in the past four years, was included in the second phase.

The third phase was composed of two procedures. The first was to review the initial goals of Phase I based on the accomplishments and analysis of Phase II. This involved modification of policies which had been accomplished or were of no relevance to current policies and, therefore, no longer advocated. This was done to take into account new perspectives made possible and necessary by legislative and administrative accomplishments, by changes in attitude, and by the awareness of the need for changes in emphasis and priority as expressed by the Governor, the Legislature and the several agencies.

The second procedure was the coordination of the goals and objectives of state departments and agencies with the recommendations by public and private study groups according to the functional areas of State government. This does not include the deletion of contradictory objectives of each involved agency and study group.

This phase groups information according to the new departments created by reorganization and the 105th Legislature. However, sections bearing the names of new departments may include activities which are partially under the jurisdiction of another department. This was done where multijurisdictional activities would achieve the stated goal or objective.

Finally, the Policies Plan will never be complete in that it is a continuing process of goal formulation and revision to meet new needs and problems. It is essentially an inventory to be updated each year.

DEFINITIONS

Major Policy

The major policy is the mission, or very general goal of the functional area. It relates to the functional areas, and not necessarily to the department with the same name. Each functional area has one major policy.

Goal

For the purpose of preparing a State plan, goals are defined as the ends to which efforts are directed or a broad purpose or direction in which to fit the activities of State government. In this sense a goal could be stated in abstract terms or as a value to be sought after rather than a specific objective to be achieved. Each major subject area within a functional area has a goal. The goals are numbered within each section.

Situation

The situation is a brief description of present conditions that make the goal, objective and activities necessary.

Objective

An objective represents a goal that has been redefined in more specific terms. It is a target or point to be attained and should be capable of some form of measurement. An objective is quantitative. An objective can best be expressed in terms of accomplishing a measured amount of effort toward a goal. Each goal will have one or more objectives.

Accomplishments

Accomplishments are statements of recent achievements in the area of the objective. These actions are stated to provide a better perspective on what has been going on in each area and to clarify the need for the proposed activities.

Proposed Activities

An activity is a commitment to a course of action which is followed in attempting to achieve a goal or objective. The activities provided are not necessarily adequate to completely accomplish the objective, but all activities should be aimed toward reaching the objective.

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Introduction

Introduction

The Comprehensive State Policies Plan

This plan, as it develops, will provide the State of Maine with an integrated and balanced state policy framework to shape its destiny and provide a rallying point, a common direction and a sense of shared purpose for hundreds of programs and individual efforts across Maine. It will serve as a framework for bringing thousands of public and private investment decisions into harmony, provide an overall strategy for meeting problems and opportunities and, above all, serve to coordinate the wide variety of government efforts at the Federal, State, Regional and Local levels.

Planning, to be effective, must be viewed as a series of related actions and decisions organized around and moving toward the accomplishment of desired objectives. It follows that we must, at the outset, have a clear idea of our future objectives and goals.

Fundamental to the conduct of a State comprehensive planning program is this continuing function of goal identification, articulation and refinement. Goals and objectives provide the basis for a number of key linkages in the comprehensive planning process. First is the linkage of political leadership to the technical work of comprehensive planning. At the policy level, for example, a Governor may place major emphasis on increasing the educational level of the people of the State, increasing their family income and providing a better highway system. These generalized goals can, in the planning process, be systematically expressed and refined into very specific objectives. These objectives serve as benchmarks against which the adequacy of programs within the comprehensive planning program can be judged.

The second linkage provided by comprehensive goals and objectives is among the elements of the comprehensive planning program itself. Comprehensive planning elements concerned with education, resource development, and transportation can have conflicting objectives which should be resolved within the framework of overall State objectives. Conflicts among planning elements are most often related to the problem of allocating limited funds and resources among the several activities of State government. Resolution of these conflicts can be facilitated when the various State programs are directed to a common set of objectives which provide a basis for assigning priorities among specific programs.

The third linkage is to facilitate citizen and public official understanding and participation in the planning process. This process should enable public officials and citizens to see the relationship between the general and the specific; to review, discuss, and evaluate alternatives; and to facilitate their involvement by stressing basic concepts rather than technical details.

The fourth linkage is to the legislature and the courts. It can serve as a very useful guide to legislators in their consideration of proposed laws and regulations; and to the courts in their judgment of legal controls, the reasonableness of controls, and the fairness of their administration.

Finally, the Policies Plan should provide an element of stability and consistency in the statewide comprehensive planning process that will not be made obsolete by changing conditions. It is a frame of reference, not a technical document, with emphasis on changing relationships and interactions.

Problems:

But this is not an easy task. Setting goals and establishing policies in a dynamic society is a complex problem. Establishing goals involves making decisions about the future. There is an understandable tendency on the part of all governments formed by free societies to deal with problems as they arise and to make decisions only when they are required. This inclination is strengthened when the continuous struggle with daily problems leaves little time and money for consideration of future directions, except in the most implicit manner.

Goal-setting is further complicated by the problems of timing and priorities. The goals of any state will change over time, and their priorities, or the relative importance of various goals, will also change. Any statement of goals is, therefore, subject to revision and must be revised to reflect current conditions.

Worthwhile goals are frequently in conflict. The need for open space and recreation areas conflicts with the need to accommodate new urban growth, or to increase the property tax base. The need for industrial development to meet employment objectives may conflict with pollution control objectives.

Preliminary Priorities and Problems:

We have yet to adopt an official Policies Plan; nevertheless, from our work in the last year several major priorities stand out as the most immediate, pressing and significant problem areas, as follows:

- Adequate Housing
- A Quality Environment
- Responsive Governmental Institutions
- Productive Jobs
- Land Use Planning and Controls

These four areas offer both the problems and opportunities for significant accomplishment in the '70's. All these priority concerns are closely interrelated. Whether our people in Maine live in the city or countryside, a very practical concern of today and tomorrow is jobs and housing. Both are, in turn, related to income and the need for productive jobs. The citizens of Maine must have job capabilities necessary to compete in the future economy—and we must have job opportunities for them. We must also have sufficient housing choices at a price they can afford, And, we must have an environment worth living in. The employment, education, housing and environmental problems of our citizens are so intertwined that they must be approached in a coordinated fashion; however, old habits and patterns of government are not adequate to deal with the new problems of the '70's.

The nature, scale and urgency of our environmental and economic challenges are tightly interrelated and must be approached by governmental institutions designed to deal with these new problems in a comprehensive and coordinated manner. Fragmentation, overlapping and duplication are terms that can be used to describe existing state and local governments in Maine.

At the State level, we are now engaged in a major reorganization effort aimed at achieving the following objectives:

— to identify all activities of State government where more effective service to the public would be aided by structural reorganization along functional lines

— to strengthen Executive direction at both the Gubernatorial and Department Head levels

— to consolidate related state functions within a reduced number of agencies

— to improve the capability of the Legislature to formulate state policy and review the performance of the Executive Branch

— to recommend, wherever possible, procedures to reduce administrative expense and proliferation and duplication of programs

At the local level a number of problems exist including overlapping layers of local government, a large number of small units with a population and tax base too small to provide effective and basic governmental services, small communities in urban areas that are unprepared and ill-equipped to meet the challenges of rapid growth and development, the concentration of dependent groups requiring high-cost services in some localities, lack of effective tools to arbitrate and resolve conflicts among neighboring units of government, and lack of effective means to achieve state-local cooperation and coordination.

A major priority for the '70's, then, is the need to critically examine our government institutions and processes and form an agenda for productive change. A State Comprehensive Policies Plan can be effectively implemented only if our public institutions are equipped to manage it. Accompanying any policies plan for the '70's must be a government institutions reform program that should deal with the following:

— reorganization and restructuring of Maine State Government to make it more responsive and productive

— promotion and expansion of regional planning in Maine so that this State can develop responsive regional programs to meet areawide challenges

— establish orderly procedures for rational adjustment of local government boundary lines to meet changing conditions and to extend the necessary range of municipal services to growth areas

— strengthen state-local cooperation and coordination of public programs and operations, to make the most of limited resources

The most immediate need for governmental action is the use and control of land. In the past, land too frequently has been regarded solely as a commodity to be bought, improved or sold. In the future, the public sector will have to develop new mechanisms to better control the future development of our land. This will include policies to acquire and develop land in a comprehensive and coherent way; to better control area-wide problems such as air and water pollution and solid waste disposal; to provide greater flexibility in the financial assistance programs administered by State and Federal governments and to induce the private sector to locate and develop its facilities in accord with public plans.

Comprehensive State Planning and Management must be based on the use of land and its capability to sustain that use. This statement of policies includes, therefore, an initial definition of the elements of a State Land Use Policy.

ADMINISTRATION AND FINANCE

MAJOR POLICY:

TO MAXIMIZE EFFECTIVE UTILIZATION OF THE AVAILABLE FINANCIAL RESOURCES OF STATE GOVERNMENT THROUGH THE DEVELOPMENT AND IMPLEMENTATION OF SOUND ADMINISTRATIVE AND FINANCIAL PRACTICES.

Goal:

To assure all Maine citizens that effective and economical governmental services are being rendered on a centralized basis as required by law.

Objective #1:

Provide centralized preaudit and accounting for financial transactions of the State.

Objective #2:

Examine and make recommendations concerning budgets and work programs, allotments and transfers, and the organization and administration of each State agency.

Objective #3:

Plan, supervise, inspect, inventory, review, record and report on all matters relating to State-owned or leased land, buildings and equipment.

Objective #4:

Administer the laws relating to the licensing and sale of alcoholic beverages including the management of state operated outlets.

Objective #5:

Provide adequate centralized EDP services.

Objective #6:

Administer the collection of state tax revenues and investigate tax systems and methods including recommendations for modifications, changes and additions to the laws.

Objective #7:

Provide insurance coverage and related services and advice to all State agencies.

Objective #8:

Purchase all supplies, services, materials and equipment required by any State agency.

Objective #9:

Operate and manage other central services such as duplicating services, central stores, postal services and mailing and surplus property disposal.

Objective #10:

Administer the personnel and civil service functions for all State agencies and their personnel.

Objective #11:

Administer the provisions of the retirement law and funds for all covered employees.

Objective #12:

Provide records management services for the preservation and safe keeping of all essential state records.

Agriculture

AGRICULTURE

MAJOR POLICY:

TO PROTECT, PROMOTE AND DEVELOP THE SOCIAL AND ECONOMIC WELL-BEING OF ALL THE PEOPLE OF THE STATE BY CONSERVATION AND IMPROVEMENT OF THE SOIL AND CROP LAND. ADVANCEMENT OF THE INTEREST OF HUSBANDRY AND THE COMPILATION AND DISSEMINATION OF SCIENTIFIC AND PRACTICAL KNOWLEDGE PERTAINING TO AGRICULTURE; THE PROMOTION OF AGRICULTURAL PRODUCTS; DETECTION, PREVENTION CONTROL AND ERADICATION OF PLANT, ANIMAL AND POULTRY DISEASES OF ALL KINDS; AND THE PROTECTION OF THE CONSUMING PUBLIC AGAINST HARMFUL PRODUCTS AND PRACTICES.

GOAL 1:

Improve and expand the agriculture industry in Maine through improved existing crops, and development of new crops, livestock and technology.

Situation:

The agricultural industries of poultry, potatoes, dairy products, and fruit produce an income of around $200 million a year. The State produces enough poultry, potatoes, and berries to satisfy its needs and much of the New England area. The number of farms in Maine is decreasing and the size of existing farms is increasing.

Objective #1:

Maintain and increase research and development assistance.

Accomplishments:

The Agricultural Extension Service at the University conducts research and publishes results of work with crops and livestock adaptable to the area.

The Cooperative Extension Service at the University was reorganized, creating area or commodity specialists to serve commercial agriculture in place of the County Agent.

Effective animal disease programs were also developed. As a result of these there is presently no brucellosis in the State, typhoid was eradicated, respiratory diseases have been controlled, and there is a disease-free chicken industry.

In the area of crop development, encouragement has been given to the development of asparagus crops, and the development of potato varieties. The State has introduced new potato varieties such as the Kennebec and the Abanaki, and provided the supporting research for the Katahdin potato.

Accomplishments (Cont'd):

Another accomplishment is the use of infra-red detection of plant diseases. The State Department of Agriculture distributes information relating to Federal loan agencies who are able to give financial development assistance to farmers.

Proposed Activities:

- Make it economically feasible for farmers and industry connected with agriculture to remain so.

- Continue to make the service of an additional agricultural engineer available for Maine farmers who need one.

- Explore new areas of agriculture such as organically grown meat and vegetables.

- Maintain and increase research facilities of the agricultural experiment station.

- Give more emphasis to corporations and cooperative structures to aid existing farm units.

- Promote increased production of agriculture through the selection, growing and dissemination of superior strains of plants, animals, and poultry.

- Support conservation and improvement of the soil and crop land of the State.

- Work for the adoptation of various agricultural and horticultural products to the soils and climate of the State.

- Continue Department of Agriculture efforts to detect, prevent, control, eradicate plant, animal, and poultry diseases of all kinds.

- Support efforts for State guarantees of commercial loans to farmers for necessary new equipment and facilities.

- Give consideration to laws authorizing and controlling collective bargaining between groups of agricultural producers and their purchasers/processors to assure a stable economy and fair prices.

- Provide research and development efforts on corn for grain in Southern and Central Maine.

- Develop enabling legislation providing orders or agreements for commodities other than potatoes and dairy.

- Continue efforts to develop a supplemental crop for Aroostook County.

- Provide feasibility studies and developmental efforts on small grains (barley, wheat, oats).

- Utilize potato waste and by-products as a livestock feed.

- Continue to study sugar beet production.

Objective #2:

Compile and disseminate scientific and practical knowledge pertaining to the agricultural industry of the State.

Accomplishments:

The Cooperative Extension Service at the University of Maine through its field staff disseminates current knowledge through publications, newsletters, radio and newspapers as well as through conferences and workshops.

A Farm Commodity Committee representing eight agricultural commodities, and a Maine Agricultural Advisory Council have been formed.

Proposed Activities:

- Instruct the Maine farmer on improvement in his effectiveness in farm management through seminar courses, or some form of publication.

- Explore programs of scientific, technical, economic, and statistical research relating to agriculture in Maine.

- Continue to publish informative newsletters by the Department of Agriculture.

Objective #3:

Continue to give research assistance, advice, and support to the dairy industry.

Accomplishments:

Adaptation of new technology has allowed the 1,500 commercial dairy farms in Maine to produce $40 million worth of milk and meat which is enough for Maine and the Boston market. Production per cow has increased substantially, and 75% of herds are now artificially bred.

Proposed Activities:

- Conduct additional applied research for dairy farmers by the U. of Me. in the areas of milk quality, production and feeding of native grains, etc.

Proposed Activities: (Cont'd)

- Expand University of Maine animal diagnostic service for large animals.

- Research for means to assist dairy farmers in purchasing new, necessary capital equipment.

- Actively seek means to ensure orderly marketing of milk under changing marketing conditions.

- Continue and strengthen measures to assure production, processing and distribution of high quality milk and milk products.

- Assist the dairy industry in maintaining and expanding educational and promotional programs designed to increase the use of dairy products.

- Conduct research and education programs to minimize pollution from manures, fertilizers and pesticides.

- Continue and expand efforts to institute modern business management techniques in the dairy industry.

Objective #4:

Continue to give research assistance, advice, and support to the poultry industry in Maine.

Accomplishments:

The Maine poultry industry has kept abreast of all technology relating to the industry, and has integrated various phases of production and processing. Research has led to high energy rations for poultry, and special breeding which allows for a broiler to be produced in 6 to 7 weeks, where previously it took 14 weeks. As result of the new technology and procedures the poultry industry has been the most rapidly expanding agricultural industry in the State.

Proposed Activities:

- Encourage the poultry contractors and processors to consider longer term production contracts to increase the security needed in order to increase ability to borrow money on a long-time basis.

- Gain more favorable feed grain transportation rates.

- Continue efforts to find a solution for disposal of poultry processing wastes which are presently a pollution problem.

- Continue extension programs to keep poultry farmers informed.

Proposed Activities (Cont'd):

- Utilize the Cooperative Extension Service and State research resources in determining the feasibility of alternative industries to replace poultry farming in areas where it becomes uneconomical to produce poultry products.

- Increase grain storage facilities in order that an emergency stockpile may be acquired.

- Continue research on handling and utilization of poultry manure.

Objective #5.

Continue to provide research assistance, advice and support to the potato industry.

Accomplishments:

The Maine potato industry is gradually shifting from demands for fresh potatoes to more processing. Fourteen potato processing firms have been established in Maine, and three dozen outside the state are using Maine potatoes.

The potato industry has made changes in its procedures such as the change from unit handling to bulk handling, the use of machines for harvesting, modernized storage facilities, and the use of bulk seed and fertilizer. These changes have substantially help the potato industry.

Proposed Activities:

- Conduct research to help determine the kind and extent of potato processing activities that should be developed in Maine.

- Encourage early shipment and high quality fresh potatoes.

- Change the Potato Tax Legislation to provide the increased revenue necessary to finance incentive payments and to a graduated tax based on the average price of potatoes for the previous month.

- Encourage processors of off-grade potatoes to locate in Maine so that farmers can obtain more than starch factory prices for these potatoes.

- Become more selective in grading for the fresh market.

- Identify, through a study, the marketing strategy to maximize returns to expand the geographical area for marketing Maine potatoes.

- Support the potato breeding program in developing varieties particularly suited for the Maine industry.

Proposed Activities:

- Continue to expand research in production technology.

- Continue efforts for effective disease control.

- Remodel some of the better existing storages so they can effectively be used for handling and holding potatoes for processors and the fresh market.

Objective #6:

Give all possible assistance to make the production and processing of sugar beets a viable industry in Maine.

Accomplishments:

Extensive investigation and research was conducted on adapting the sugar beet industry to Maine. The industry was established and functioned in Maine for a few years.

A Special Task Force to Preserve the Maine Sugar Beet Industry has been formed.

Proposed Activities:

- Preserve the facilities in Easton for refining sugar.

- Make a concerted effort to insure production of enough sugar beets to adequately operate the refining plant.

Objective #7:

Give all possible assistance and support to other crop and livestock industries in the State.

Accomplishments:

The minor agricultural industries such as: peas, corn, beans, fruits, and grain have all benefited from new technology. The blueberry industry has been helped substantially by the use of a mechanical harvester, and the use of insecticides and pesticides has improved the blueberry yield. New storage facilities have been developed for apples.

Governor Curtis has created a series of special committees to study and assist the following industries: Apple, Blueberry, Fruit and Vegetable, Dairy and Livestock, Florist and Nursery, Potato, and Poultry.

There have been no significant accomplishments relating to Livestock.

Proposed Activities:

- Give more encouragement to the use of new technology to the minor crops in Maine.

Proposed Activities (Cont'd):

- Study methods of protecting crops other than with harmful insecticides and pesticides.

- Give more encouragement to the use of peas as a second crop in the agricultural sections of State.

Goal II:

Assist Maine Agricultural producers by improving marketing situation and techniques and by expanding present markets and finding additional markets.

Situation:

Maine is located adjacent to the largest population center in the United States, yet it is not able to compete in the agricultural market. One of the problems facing the agricultural producer in Maine is the lack of ability to compete in quality and cost of production with those of other producing areas. Maine products are not distributed west of the Mississippi, while producers from the western part of the country have markets in the east, further limiting the Maine market.

The basic problems confronting Maine farmers are competition, problems of marketing procedures, and the quality of the product.

Objective #1:

Provide greater promotional efforts for Maine products on both the national and international levels and more educational information pertaining to marketing opportunities.

Accomplishments:

The Governor's Export Committee was established which is developing new export markets for Maine products. The "Maine Products Show Afloat" has resulted from this. This is a project in which Maine products travel around the world on the Maine Maritime Academy's annual cruise and attempt to open new markets.

Also, the Maine Department of Agriculture has marketing specialists who advertise Maine products in all areas of the country east of the Mississippi. They attend and set up displays at all agricultural and product shows around this area. They also produce television advertising for Maine products.

Proposed Activities:

- Prepare to deliver that product which is promoted, especially in the area of quality.

- Increase investment programs and facilities to strengthen marketing activities.

Proposed Activities (Cont'd):

- Assist in placing Maine potato producers in a more competitive economic position with potato producers from other States.

- Develop an export market for agricultural products through state efforts, and by taking advantage of Federal programs.

- Continue and expand agricultural market research to include means for market expansion, and reduction of transportation costs.

- Encourage more widespread use of Maine grades for all commodities.

Objective #2:

Provide assistance in all aspects of marketing in order to assure the widest possible distribution of products, and return the highest possible economic benefits to Maine farmers.

Accomplishments:

The Maine Department of Agriculture is associated with a federal marketing program, and the USDA Foreign Trade Program. Through these programs Maine products travel to food fairs around the world. The Department and the University of Maine Extension Service in Presque Isle are involved in market research. This helps producers to know when and what to produce, and where the best markets are. Also, a full-time potato marketing specialist is employed by the University Extension Service. The Dairy and Feed Council was established to provide education and marketing information. Also various industry supporting tax programs have been initiated by commissions for particular products.

Proposed Activities:

- Create a program that will give growers a financial reward for early shipment and quality packing of all agricultural products.

- Provide financial subsidy or guarantee to cause construction of modern storage facilities for potatoes and other crops.

- Provide a grading and packing facility where research demonstration projects could be undertaken to show the best types of equipment to use, and how to use it.

- Continue to devise a program which requires the licensing and bonding of dealers and brokers.

Proposed Activities (Cont'd):

- Provide a large storage and packing facility, preferably in a central location.

- Lend state support in guaranteeing commercial loans for the construction and equipping modern storage and packing facilities.

- Assist in finding new methods of marketing products for Maine farmers.

- Continue to use grades and standards for Maine farm products offered for sale in intra and interstate commerce.

- Continue to provide for the grading and inspection of products to assure that the producer, handler, and processor of Maine farm products maintain standards of quality, purity, and sanitation and exhibit truth and honesty in labeling and grading products offered for sale.

Goal III:

Assist in bringing about a more efficient and economic transportation system for transporting Maine's agricultural products from the State and bringing products such as feed for other agricultural industries.

Situation:

The high cost of transportation and the numerous problems related to transporting commodities in and out of Maine place a hardship on farmers, while reducing their competitive position.

Farmers, specifically potato and poultry producers, suffer from the breakdown of rail service, truck shortage, no terminals in northern Maine, weather, and fragmentation of rail lines to major eastern markets. Many of these problems are due to Maine's geographic location, but some are due to higher mileage rates. especially pertaining to grain.

Objective #1:

Assist agricultural producers in obtaining a means to move their products to market in a more rapid, orderly, and effective manner.

Accomplishments:

Many efforts have been made to reduce the cost of transportation in Maine. A study has been completed by the Maine Dept. of Agriculture which evaluates the transportation needs of Maine farmers.

Accomplishments (Cont'd):

A transportation specialist has been added to the staff of the Maine Department of Agriculture. A New England Water Transportation Association has recently been formed, composed of major Maine and New England feed mixers, to study and develop alternative water or combination water and rail transportation of grain. Hopper car and bulk rail shipment of grains has become nearly universal with significant savings in handling costs.

The Maine Agricultural Experiment Station cooperated in a study with Connecticut Agricultural Experiment Station on the potential savings through multi-car and unit train shipments of grain into New England. And a transportation sub-committee of the Maine Agricultural Advisory Council has been formed.

Proposed Activities:

- Create a commodity train pilot project for fresh potatoes as a cooperative effort between the potato industry, the appropriate rail lines and the state and federal agencies with responsibility in agriculture marketing and transportation.

- Encourage additional truckers to haul Maine potatoes, particularly during peak shipping periods.

- Empower the Public Utilities Commission to grant emergency authority for carriers to operate within the state for limited periods and give special exemptions from reporting of the fuel tax.

- Expedite procedures to make it as convenient as possible for a carrier to operate in Maine.

- Continue efforts to obtain equitable rail freight rates on grain coming into the state.

- Cooperate with industry groups in efforts to secure multi-car and unit train service on grains shipped into state.

- Continue studies and efforts to develop alternative modes of transportation for grains, or more economical combination modes, such as water-rail.

AGRICULTURE

Soil and Water Conservation Commission

MAJOR POLICY:

IT IS THE POLICY OF THE LEGISLATURE TO PROVIDE FOR THE CONSERVATION OF THE SOIL AND WATER RESOURCES OF THIS STATE, AND FOR THE CONTROL AND PREVENTION OF SOIL EROSION. . . TO PRESERVE NATURAL RESOURCES, CONTROL FLOODS, PREVENT IMPAIRMENT OF DAMS AND RESERVOIRS, MAINTAIN NAVIGABILITY OF RIVERS AND HARBORS, PRESERVE WILDLIFE, PROTECT THE TAX BASE, PROTECT PUBLIC LANDS, AND PROTECT AND PROMOTE THE HEALTH, SAFETY, AND GENERAL WELFARE OF THE PEOPLE OF THIS STATE. (FROM TITLE 12, CHAP. 1, SEC. 2, MRSA)

IN ADDITION, THE PROPER USE OF THE LAND AND WATER RESOURCES OF THIS STATE IS DECLARED TO BE A POLICY OF THIS AGENCY, AS WELL AS TO PROVIDE THE DECISION-MAKERS THAT INFORMATION NECESSARY TO ASSURE SOUND COMPLETED AND TIMELY LAND AND WATER USE DECISIONS.

Goal I:

Control of Erosion and resulting sedimentation on all lands of this state.

Situation:

Many thousands of acres of land in Maine are not protected to a degree that erosion can be held to acceptable yearly soil losses. This situation exists on all types of land including agricultural, forest, and urban lands. Since most land in Maine is in private ownership, erosion control activities must be done in conjunction with and as a result of actions by the landowners themselves.

Objective #1:

To provide landowners, municipalities, and State agencies with the technical and financial assistance necessary to obtain satisfactory erosion and sediment control on all lands of the state.

Accomplishments:

The technical expertise has been developed and is available for the proper control of erosion on all types of land. This includes many combinations of structural and vegetative means of holding the soil in place.

Over 12,000 individual landowners have become cooperators with Soil and Water Conservation Districts and have installed many erosion control measures on their lands.

The Commission is recommending to E.I.C. provisions for erosion and sediment control on applications under the Site Location of Development Law.

Proposed Activities:

- Increase amount of technical assistance available to landowners to assure that work done meets standards. Also to meet the backlog of requests for technical assistance.

- Increase public information activities of the Commission and Soil and Water Conservation Districts to make more people aware of erosion and sediment problems.

- Encourage municipalities and planning boards to adopt standards for permissible soil loss and for erosion control during construction of new developments.

- Seek state legislation to adopt standards for erosion control on all types of land.

- Seek federal and state funding for a program of erosion control on coastal and streambank lands.

- Provide technical assistance and encourage erosion control as an integral part of road construction at state, county, and municipal levels.

- Provide technical assistance to other appropriate State agencies in the proper reclamation and vegetation of sand, gravel, and borrow pits.

Goal II:

Reduce damages resulting from floods through a combination of works of improvement and land use regulation.

Situation:

Although floods along the major rivers of the state are usually infrequent except for the upper reaches of the Saco River, many smaller streams and rivers flood frequently with severe losses to private and publicly-owned property and occasional loss of life. The storms of December, 1969 through February, 1970, caused an estimated damage to municipally-owned property of over $800,000, exclusive of buildings and roads.

Objective #1:

To provide protection from floods to all classes of property wherever practicable and feasible.

Accomplishments:

Twenty-eight potential Small Watershed Project applications have been received and evaluated. Of these, one project has been planned, approved, and built, six others are approved for operations and under construction, several more are in some stage of planning.

The Corps of Engineers has constructed several localized flood control measures on an emergency basis.

Proposed Activities:

- Encourage municipalities and Soil and Water Conservation Districts to sponsor applications on the estimated 30+ small watersheds which may be feasible for development under P.L. 566.

- Encourage the Corps of Engineers to evaluate selected flood-prone areas for potential works of improvement.

- Encourage local participation in all phases of planning of flood control projects.

- Encourage other state agencies to evaluate flood control projects for the potential of water resource development to meet other state needs.

Objective #2:

To encourage the early completion of flood control projects approved for operations.

Accomplishments:

The Commission has made available to the sponsors of flood control projects reimbursement of up to 50% of their costs for land rights, easements, and legal fees.

The Commission has furnished technical expertise to the sponsors of projects in the administration of construction contracts.

Proposed Activities:

- Provide financial and technical assistance to sponsors in the acquisition of land rights.

- Provide a full-time employee for the administration of construction contracts.

- Evaluate the need for new legislation to clarify the existing statutes on municipal acquisition of land rights.

- Seek alternatives to municipal acquisition of land rights.

Objective #3:

Where works of improvement are impractical or unfeasible, encourage land use regulations to prevent further development of the floodplain.

Accomplishments:

The Commission has enlisted the technical and financial assistance of the Corps of Engineers and the Soil Conservation Service in the delineation and mapping of the flood-prone areas of the state. Funds available are entirely inadequate, however.

The Commission has encourage municipalities to consider floodplain considerations in local zoning statutes.

Proposed Activities:

- To greatly accelerate the floodplain mapping program within the state, using all available federal funds and seeking state funds from the Legislature.

- To provide floodplain information to municipalities to serve as a base for land use regulation.

- To encourage more municipalities to adopt floodplain regulations to limit future development, to protect the integrity of works of improvement, and to become eligible for Flood Insurance.

- To encourage developers and state regulatory agencies to make sound land use decisions as pertains to flood-prone lands.

- To encourage a combination of structural and non-structural answers to flood damage reduction.

- To seek the legislative or other definition of floodplain at the 100- year frequency level to properly coordinate with federal definitions and programs.

Goal III:

Provide coordinated development of the water resources of the State.

Situation:

Presently there are many programs conducted by diverse state and federal agencies for the conservation, utilization and development of the water resources of the State.

Objective #1:

Conserve water as near to its source of origin as possible for use by various beneficiaries.

Accomplishments:

Through Soil and Water Conservation District programs, over 3,000 individual farm ponds have been built for water storage on the land. In addition, many miles of waterways and diversions have been built for the safe disposal of excess water.

Small Watershed Projects have been planned to include water storage for many purposes, including municipal water supply, recreation, fish and wildlife, and industrial water supply.

Proposed Activities:

- Acceleration of technical and financial assistance to all types of landowners for additional development of their water resources to meet various needs.

- Continue to encourage multiple-purpose water resource planning in all flood control projects.

- Seek authority to identify and protect presently unused but scarce additional water resource development sites.

Goal IV:

Maintain and protect the present investment in water resource management.

Situation:

Presently there are several hundred dams supporting the water levels of the lakes in the State. Over half of these dams were considered to be in poor condition in 1965. Several dams wash out every year. The ownership of many of these dams is presently abandoned for all practicable purposes.

Objective #1:

Compile and record complete information on the dams in the State.

Accomplishments:

In 1965, as part of the Conservation Needs Inventory, a first cut of an inventory was done which identified 660 dams and their condition. Since 1965, this Commission has been compiling a file of complaints about dams and their condition.

Proposed Activities:

- Up-date the 1965 inventory by field evaluations of all existing dams by professional engineers to determine condition of the dams and cost of repairs.

Objective #2:

To provide for the safe and timely operation and maintenance of all dams in the State.

Accomplishments:

This Commission has acquired operation and maintenance responsibilities for the dam at the Outlet of Androscoggin Lake.

All dams built under programs of this Commission have periodic inspection and commitments for operation and maintenance.

Technical assistance has been provided to many owners of dams for safe repairs.

Proposed Activities:

- Provide increased technical and financial assistance to owners of dams for appropriate repairs where owners commit themselves to timely future operation and maintenance.

- Acquire where appropriate, ownership of dams to assure proper operation and maintenance.

- Remove, where appropriate, those dams which have no economic value and where fish and wildlife values will be enhanced thereby.

- Seek utilization of the police power of the state to assure safe operation and maintenance of all dams.

Goal V:

Assure and Encourage local participation and a degree of local control of natural resource programs.

Situation:

Although presently there are over 12,000 landowners involved as cooperators in soil and water conservation district programs, such district programs have an effective voice in only a few natural resource programs being carried out in the state.

Objective #1:

To increase the participation of all the people in the programs of soil and water conservation districts. (SWCD's)

Accomplishments:

Over 12,000 landowners are cooperators with SWCD's in Maine, representing 2,700,000 acres of land. All cooperators are entitled to vote in District elections.

Proposed Activities:

- Seek legislation to place the election of District Supervisors on the general ballot (non-partisan)

Objective #2:

Channel more of the programs dealing with soil and water conservation and related resource programs through SWCD's.

Accomplishments:

Small Watershed Projects are all co-sponsored by Districts.

Resource Conservation and Development Projects are all co-sponsored by Districts.

Proposed Activities:

- Seek Authority to have most technical and financial assistance to landowners programs through Districts or at least subject to their review.

- Seek funds for carrying out present district authorities for operation and maintenance.

- Seek funds for carrying out present district authorities for operation and maintenance.

- Seek District review of other agencies' programs which have an effect on the land and water resources of that District.

- Seek additional funds for proper staffing of all District offices to carry out the programs and policies established by the District.

Goal VI:

Inventory the land and water resource base of the state to serve as a basis for sound land and water use decisions.

Situation:

Presently only about $\frac{1}{2}$ of the state's land area has been soil surveyed by current methods. Therefore, many land use decisions are being made without the necessary information. Only 1 floodplain information study has been completed in the state which has the accuracy necessary for proper floodplain regulation.

Objective #1:

Complete standard soil survey for the entire state.

Accomplishments:

Approximately $\frac{1}{2}$ of the land area has been soil surveyed by the Soil Conservation Service with federal funding.

The state is presently appropriating $50,000 per biennium for soil survey work.

Proposed Activities:

- Accelerate rate of mapping by seeking additional state and federal funds for this effort.

- Up-date evaluations and interpretative information to make soils information even more useful to land use decision-makers.

- Encourage municipalities and corporate landowners to contribute financially to soil survey work on their lands.

Objective #2:

Delineate on maps of appropriate scale the flood hazard areas of the state.

Accomplishments:

The Corps of Engineers has completed a flood hazard area study of Lewiston-Auburn.

Several additional studies have been requested of the Corps.

Arrangements have been worked out whereby the Soil Conservation Service may delineate flood hazard areas when funds become available.

Proposed Activities:

- Seek additional federal and state funding for flood hazard area mapping.
- Establish priorities for such mapping statewide.
- Encourage municipalities and other regulatory agencies to utilize flood hazard information.

Objective #3:

Keep current aerial photographic coverage available for District use.

Accomplishments:

Since 1964, all Districts have received new aerial photographs of the land in the District.

Proposed Activities:

- Up-date, as necessary, the serial photographic coverage of Districts to meet conservation planning and soil survey needs.
- Encourage others to utilize this aerial photography to reduce overall state expenditures for aerial photography.
- Encourage others to cost-share on new flights, contract for multi-county blocs of land at one time to reduce per acre costs of new photography.

Goal VIII

Provide appropriate technical assistance to those making land use decisions on a timely basis.

Situation:

Through the coordinating efforts of soil and water conservation districts and the Commission, all presently available technical assistance is being utilized from many sources. There is, however, a backlog of several man-years of work as yet unserviced.

Objective #1:

Provide technical assistance to the 12,000 cooperating landowners of Districts in assisting them to plan and apply conservation practices on their lands.

Accomplishments:

The services of professional soil conservationists, engineers, soil scientists, and geologists have been made available on a limited basis by agreement with the Soil Conservation Service, U.S.D.A.

The services of professional foresters have been made available through the Maine Forest Service and consulting foresters.

Proposed Activities:

- Increase the capability of present professional technical assistance by seeking funding for non-professional assistance.

- Seek sources of funding for wildlife biologists to work with individual landowners in increasing the habitat potential of their lands.

- Continue and increase informational activities promoting individual responsibility for stewardship of the land.

Objective #2:

Provide technical assistance to municipalities and municipal agencies in proper development of municipally-owned lands and in the preparation of standards for development of land use regulation.

Accomplishments:

Districts have provided technical assistance to municipalities in developing and carrying out conservation plans on town forests, play-grounds, ball fields and outdoor natural resource classrooms.

Districts have assisted municipalities with the preparation of sub-division and land development standards.

Districts have assisted municipalities with natural resource inventories and interpretations as an aid in municipal land use planning.

Technical assistance has been provided to local plumbing and building inspectors in interpreting soils data for various land uses.

Proposed Activities:

- Continue and accelerate existing programs.

- Develop working relationships between soil and water conservation districts and municipal conservation commissions.

Proposed Activities:

- Increase information programs to assure that all municipal officials are aware of services available through Districts.

- Provide soils data and interpretations for various land uses to plumbing inspectors and building code enforcement officers.

- Work with the Sanitary Engineering Division on clarification of soils characteristics and interpretations in relation to the State Plumbing Code.

Objective #3:

Provide timely technical assistance to other state agencies in carrying out their statutory responsibilities.

Accomplishments:

The Commission is presently reviewing applications under the Site Location of Development Law for adequacy of plans for erosion and sediment control, accelerated runoff management, floodplain considerations, suitability of soils for the type of development proposed.

Districts have provided technical assistance to various State agencies in evaluating proposed sites for solid and liquid waste disposal areas.

The Commission has assisted Civil Defense in evaluating flood damages to state and municipally-owned lands.

The Commission has arranged for technical assistance to various state agencies for the repair and reconstruction of state-owned dams.

Proposed Activities:

- Continue to provide technical review of applications under the Site Location of Development Law.

- Seek funding for additional staff for the above to reduce time involved in the review process.

- Continue to assist other state and federal agencies in preparation of standards for animal waste disposal on land.

- Evaluate soil characteristics of proposed sites for solid waste disposal facilities.

- Provide or arrange for specialized technical assistance for repair and reconstruction of dams.

Business Regulation

BUSINESS REGULATION

MAJOR POLICY:

ENHANCE AND PROTECT THE INTERESTS OF DEPOSITORS AND INVESTORS AND THE GENERAL PUBLIC AFFECTED BY INSURANCE, REAL ESTATE, BOXING, RUNNING HORSE RACING AND HARNESS RACING IN THE STATE. EXERCISE THE STATE'S CONTROL OVER INSURANCE AND FINANCIAL INSTITUTIONS, PRICES AND SERVICES RENDERED BY LEGAL MONOPOLIES, RESTRAIN FRAUDULENT OR UNFAIR BUSINESS PRACTICES IN FINANCE, INSURANCE AND REAL ESTATE AND REGULATE COMMERCIAL SPORTS IN THE PUBLIC INTEREST.

Goal I:

Provide adequate protection for all Maine citizens with increased efficiency and convenience.

Situation:

Presently the business regulation activities in the State are spread throughout a number of departments, agencies, and numerous independent boards. This organizational structure increases the problem of a citizen seeking to locate the proper authorities. It also enhances the lack of coordination and integration of the duties, regulations and services offered to the public by these various agencies.

Currently there is no one specific agency or body whose role or function is to coordinate or to clearly represent the public interest in dealing with banks, insurance companies, real estate agencies and sports activities and to adequately guard its interests and finances.

Each regulatory agency board issues its own licenses in a time consuming fashion, whereas such State Departments as Inland Fish and Game provide licenses by computer.

Objective #1:

Consolidate, through reorganization of the present State agencies, those functions and activities which basically relate to the protection of the consumer who is involved with banking, insurance, real estate and sports activities.

Accomplishments:

The concept of a department pertaining solely to consumer protection was studied by the Governor's Task Force on Government Reorganization, the State Planning Office and the Legislative Research Committee of the 104th Legislature.

The 105th Legislature created a Department of Consumer Protection including the present departments of Banks and Banking, Insurance, except Fire Prevention Division, Consumer Protection Div. of Agriculture, Boxing Commission, Harness Racing Commission, Running Horse Racing Commission, and Real Estate Commission.

Subsequently, the Special Legislative Committee on Government Reorganization, in its proposed legislative draft, has suggested a change in the name of the department from Department of Consumer Protection to the Department of Business Regulation to more appropriately describe the activities of the agencies involved in the new consolidated department.

The Special Legislative Committee is also suggesting that the Consumer Protection Division of Agriculture remain with the Department of Agriculture and that the Public Utilities Commission remain autonomous and not be included at this time as a part of the Department of Business Regulation. Furthermore, the following three agencies have been added as a part of the new Department: Maine Industrial Building Authority, Maine Recreation Authority and Maine Municipal Securities Board.

Proposed Activities:

- Give complete support to the new Department of Business Regulation.
- Study ways in which the numerous state regulatory boards may be consolidated and included in the new Department of Business Regulation.
- Computerize license issuance to provide better service while utilizing just one set of personnel.

Goal II:
Increase efforts to provide sufficient regulations of activities affecting a citizen's well-being.

Situation:

The public protection efforts of the State are hampered by the lack of strong regulatory laws, and by insufficient qualified staff to administer and enforce existing regulations throughout the entire State. Examinations are very difficult for a limited staff due to the size of the State. An example of the shortage of personnel is the Division of Securities of the Department of Banks and Banking which has only 2 1/2 people to administer and regulate all Security dealings in the State.

The Maine Truth-In-Lending law, is the same as the Federal law, but since Maine chose to have its own law it is responsible for enforcing the law for State banks, whereas if the State did not have its own law, meeting Federal requirements, the Federal government would bear the cost of enforcement for both State and National banks.

Objective #1:
Expand and up-grade State banking, insurance, real estate and sports regulatory services.

Accomplishments:

In an effort to provide better consumer protection Governor Curtis proposed to the 103rd and 104th Legislatures, and to the First Special Session of the 104th Legislature that a Consumer's Counsel to formed. However, these proposals were not accepted.

A proposal to create a Consumer Credit Code was made to the 105th Legislature, but rejected.

Proposed Activities:

- Improve the efficiency and responsiveness of regulatory agencies not included in the new Department of Business Regulation, but whose duties are to regulate banking, insurance, real estate and sports activities of which the public citizen is particularly vulnerable.

- Improve Banking and Insurance Divisions of new Dept. of Business Regulation to include lawyers, and increase the facilities for having more banking and insurance examiners and actuaries.

- Establish a pay scale comparable to the private sector to facilitate recruiting of competent personnel. For example, examiners for Insurance and Banking commissions.

- Provide educational opportunities for regulating agency personnel to learn the latest techniques and regulations of the Federal government.

- Have relationship with Federal government on all Federal laws at expense of Federal government instead of the State.

- Provide more personnel in the Securities Division of Banks and Banking.

- Create a system whereby the existence, the name, and the objective of all business organizations in Maine are recorded or registered.

Objective #2:
Guaranty truth and protection to all citizens in their financial dealings with financial institutions in the State.

Accomplishments:

The 104th Legislature enacted a truth-in-lending law which matched Maine law with the standards set in the Federal Truth-in-Lending law.

To prohibit excessive and continued indebtedness of small loan borrowers the 103rd Legislature passed a law prohibiting new loans or re-financing of a loan if the balance is not repayed within 36 months. The interest on an unpaid balance after this time is not to exceed 8%. Unsuccessful attempts were made in the regular and Special Sessions of the 104th Legislature and in the 105th Legislature to repeal this measure.

Proposed Activities:

-Provide a Consumer's Credit Code which would specifically protect the general public by requiring provisions and regulations that would insure that the consumer has been fully informed of all conditions etc. of his credit transaction.

-Prohibit the distribution of unsolicited credit cards.

-Ensure that both sellers and lenders fully inform the purchaser of all debt and financial costs prior to the sale or loan.

Objective #3:

Provide the availability of adequate, efficient, and reasonable insurance programs.

Accomplishments:

A major accomplishment was the complete revision of the Insurance Code by the 104th Legislature.

Legislation was proposed, but rejected, that would prohibit lending institutions from selling life and health insurance.

Proposed Activities:

-Prohibit lending institutions from selling credit life, accident and health and other forms of insurance without adequate regulatory safeguards.

-Study the possibility of adopting "No Fault" Insurance in Maine.

-Review and revise the section of Insurance law which deals with insolvent insurers, holding companies and the Maine Insurance Guaranty Association.

-Study the formation of pool associations by school administrative districts.

-Investigate the cancellation and non-renewal of agencies and policies.

-Study the possibility of including mental illness and treatment by psychologists under health insurance plans.

-Study rate filings by insurance companies and rating bureaus.

-Revise and update examinations given for agents licensing.

Objective #4:
Expand and increase protection offered by the State to buyers and sellers of real estate.

Accomplishments:

To prevent futher occurrences of fraud and misrepresentation in sale of lands owned by others, agents were required to hold real estate broker or salesman licenses by enactment of a real estate licensing law in 1937.

Proposed Activities:

-Consider increased educational prerequisites for licensure through courses such as appraising and financing.

-Develop a definitive policies and procedures manual to deal with application to teach and operative procedures required of any approved real estate course.

-Develop a policies and procedures manual covering minimum standards in trust account maintenance and supporting records.

-Consider regulations requiring licensees to use standard forms in real estate transactions.

-Provide increased information service to the public and licensees on recent legislation on both National and State levels, e.g. Truth-in-Lending laws, Environmental Improvement Commission requirements, etc.

-Consider adoption in whole or in part of national or regional license examinations without reciprocity.

-Study need for and methods of inclusion under definition of real estate broker and salesman of option dealers, appraisers, situs subdividers, builders, and, mobile sectional and modular home dealers.

-Consider adding Educational Assistant to staff to devote 100% of his time to examinations and information services to licensees.

- Provide work experience programs as a major part of the curriculum for the handicapped.

- Provide an opportunity for students to meet with, and be interviewed by, prospective employers.

- Continue emphasis on the development of unitized curriculum by instructors from both secondary and postsecondary levels.

- Place emphasis in consumer and homemaking education programs or orientation to the world of work and managing the dual role of homemaker and wage earner.

- Continue emphasis on cooperative education programs and techniques to help provide a very natural kind of situation in which students are associated with potential employers throughout the entire program.

- Provide related instruction specifically pertinent to occupational areas in which students are being trained.

- Encourage further involvement of vocational youth organizations in developing vocational education programs.

Objective #2:

Increase capacity and programs at the vocational technical institutes and concurrently continue to evaluate the existing curriculum offerings to assure that all present and future programs meet the desired goals.

Accomplishments:

In 1961, there were 311 students attending the only vocational-technical institute in existence in Maine. In 1972, there were approximately 2000 students attending six vocational-technical institutes. These students were participating in some 38 different programs.

The Maine Advisory Council on Vocational Education was established to advise the State Board of Education on development of vocational education. The Manpower Research Project at the University of Maine conducted a study in 1969 to determine occupations and skills needed in the State. The results have been used by the State Department of Education in developing the needed new programs and eliminating outmoded ones.

Additional funds are being used for the construction of instructional and dormitory facilities at four of the six vocational-technical institutes.

Studies have been conducted to determine the number of individuals who wished to be served by vocational training at the postsecondary level.

Established an internship within the State Department of Education's Bureau of Vocational Education in cooperation with the University of Connecticut.

Vocational-technical institutes have, by working closely with union and business representatives, been able through day programs to provide for apprenticeship-related needs in the areas of masonry and sheetmetal.

In order to provide for cooperation between all less-than-baccalaureate postsecondary programs, the State Board of Education and the Board of Trustees of the University system have established a coordinating committee. This committee, composed of representatives from both the University system and the public postsecondary system, has worked out procedures to insure against unjustified duplication of programs and to provide for cooperation between the University and the vocational-technical institutes wherever it may prove beneficial.

A number of programs sponsored by Manpower Development and Training Act and Maine Cooperative Education Plan were implemented cooperatively with the vocational-technical institutes during summer months. Several of those programs were continued throughout the regular school year. In addition, some of the vocational-technical institutes have sponsored programs offered by other agencies, such as CEMA (Construction Equipment Maintenance Association), the oilburner and heating industry, the welding industry, and other areas of management.

Proposed Activities:

- Promote a greater public understanding and support of vocational education and work for greater cooperation between the vocational-technical institutes and other schools and community agencies.

- Provide flexibility and diversification in offering programs of varying length and throughout the entire day and year.

- Explore subject areas where vocational instruction can be provided at a lower cost by using existing community resources.

- Devise curriculum to avoid duplication of effort in secondary and postsecondary vocational education.

- Continue to review programs of the vocational-technical institutes of developing consistent policies for admission to comparable courses.

- Extend postsecondary vocational training to more veterans.

- Experiment with new vocational education techniques in pilot demonstration projects.

- Attempt to use other facilities such as regional centers as satellite centers for programs.

- Continue efforts to make related instruction more relevant to the trade and technical programs being offered.

- Provide additional options for students to enter or leave programs.

- Emphasize articulation with other programs to continue the development of the cluster concept.

- Provide systems whereby applicants can be enrolled on a "special student" basis, thus providing an opportunity for individuals desiring a specific unit of a given course to be enrolled for that unit whenever space is available.

- Extend program offerings to serve the vocational needs of more women.

- Give special attention, in counties designated as depressed, to the introduction of new programs, the expansion of existing programs, and recruiting of students.

- Extend vocational training to the areas of agriculture, business and office education, health occupations, home economics, trades and industry, and public services which are not covered in existing programs.

- Provide more courses based on the expressed interests of students and those persons not participating in any program of further education.

Objective #3:

Expand the system of regional vocational high schools for high school students and adults which would provide a basic education plus a vocational-technical skill for those students wishing a further education.

Accomplishments:

Since 1966, 13 regional technical-vocational centers have received final approval from the Department of Education and are in operation. A feasibility study has been conducted concerning nine other regions of the state which are not being served by a regional center. In addition, three more areas which have either received previous approval from the State Board of Education as a regional center site or have submitted preliminary or final plans have been considered, and specific recommendations have been made.

In the fiscal year 1971, 321 regular secondary programs were continued. Six new programs were started, and a total of 651 teachers were employed. In addition, 54 specially funded programs were continued.

In 1971-72, 7671 students were enrolled in regional vocational high schools.

Adult education has grown so that every regional technical-vocational center now offers several courses to adults living within that area. In 1971, some 5,000 adults took advantage of the opportunities being offered at both secondary and postsecondary schools.

In addition to business education and consumer and homemaking education, regional centers now offer a variety of programs not only in trade and industry but in marketing, health occupations, wage-earning for girls, and programs for the mentally retarded.

Coordination between programs offered at the regional technical-vocational centers (secondary) and the vocational-technical institutes (postsecondary) have resulted in the development of a guide for establishment and operation of adult vocational education programs.

Proposed Activities:

- Provide a system of career exploration for all students from grades K-12.

- Arrive at a delivery system whereby students within a geographic region can obtain vocational education by the program being taken to the students, rather than have all students transported to the program.

- Further utilize existing facilities and training stations within communities to serve more students rather than build all new facilities.

- Develop coordination between a regional vocational high school and a vocational-technical institute to provide better staff, facilities, and courses.

- Encourage high schools without vocational training courses to give more attention to vocational education offerings which will help serve students needs within a reasonable budget.

- Involve each secondary school department head in the management of both adult and postsecondary programs within his occupational field.

- Develop other programs within the schools and with various manpower and labor organizations throughout the State.

- Place emphasis on providing improved quality instruction for apprentices who are registered with the Maine State Apprenticeship Council.

- Emphasize public service fields, such as fire service, law enforcement, and health, as special targets for the establishment of vocational adult programs.

- Create a five-year plan based on manpower needs, job opportunities, and vocational education needs of potential students and industry to serve as a guide for site selection.

- Construct new vocational facilities only where the need is clearly justified.

Objective #4:

Encourage potential and recent school dropouts to pursue a vocational training that suits them.

Accomplishments:

Since 1966, the dropout rate has decreased from 20 percent to 16 percent of all those entering high school. This is in part attributed to the fact that more flexibility and diversification have been used in designing special courses and classes for the slow learner and the disadvantaged student. Classes have been made more appealing and relevant.

Work experience programs have been developed for many disadvantaged youngsters.

High priority of Federal funds is allocated under Part B, Section 102b of the Vocational Education Act for upgrading the education of inmates of state correctional institutions. Two state institutions in Maine have qualified for, and have received funding under the programs for the disadvantaged persons.

Placement and follow-up services for the disadvantaged are being developed.

Proposed Activities:

- Identify potential dropouts and those who have already dropped out and encourage them to take advantage of vocational education programs.

- Continue to offer remedial education programs where necessary for dropouts so that they can obtain a vocational training program as well as a basic education.

- Continue to emphasize occupational exploration, cooperative education, and wage-earning programs designed to reduce dropout rates in the schools, especially those with high dropout rates.

- Continue to develop curricular and instructional materials relevant to the needs of the disadvantaged population in order to decrease the dropout rate.

- Continue to provide workshops and other in-service educational experiences to inform persons concerned with the problems and to provide instructional programs associated with the educationally deprived, the disadvantaged, and the dropouts at the secondary and postsecondary levels.

- Emphasize programs in the areas having high rate of school dropouts to help prevent dropouts and to provide adult programs for those who are already school dropouts.

- Emphasize teacher-training programs to modify course content and techniques used in working with the disadvantaged.

- Provide preparatory programs to assist unemployed youth.

- Emphasize vocational skill development, career exploration, and on-the-job training to help provide guidance and direction.

- Integrate disadvantaged programs into the total school program to allow for an easy transition of disadvantaged persons into the mainstream of the total school curriculum.

- Extend the legal school age for those who have not finished high school by age 20.

Goal IV:

Provide every adult Maine citizen possessing the desire the right to further his formal education.

Situation:

There are 14 private colleges which are members of the Higher Education Council. Enrollment in these colleges are as follows:

Total enrollment	8235
Enrollment of students from Maine	3075
Percent of students from Maine	37.33

In fall 1971, there were 19,434 fulltime-equivalent enrollments in programs of the University of Maine, of which 15,544 were in day programs and 3,890 in evening programs.

Maine continues to lag behind other states with 38 percent of its high school graduates going to college compared to a national average of 65 percent.

The average educational attainment of the adult population in Maine is grade eleven.

The University of Maine rated lowest among New England state universities in the average salary of full-time faculty in 1970: the Maine average was $12,300. Not only is this low on a regional and national scale but it is also low as compared to other professional groups in Maine.

Library, computer, and other tools of Maine college faculty members lag behind those of other New England states.

Objective #1:

Expand the opportunities for college level study for youth and adults throughout the state.

Accomplishments:

In 1967 the Legislature adopted a statement of Public Policy on Higher Education, which recognizes that all citizens of Maine are eligible for the benefits of appropriate higher education.

In 1968 the former state colleges were merged with the University of Maine to form a statewide system with eight campuses offering two-year, four-year, and graduate education.

The Trustees of the University have established a policy of free tuition and dormitory room and board charges for qualified Indian resident of Maine.

Proposed Activities:

- Establish a Higher Education Agency to meet federal requirements which will channel maximum federal support to higher education institutions in Maine.
- Deliver educational services to new audiences in prisons, nursing homes, factories, community centers.
- Extend college programs to learners through use of modern educational technology and off-campus instruction.
- Maintain open admissions at some campuses of the University.
- Increase the use of equivalency examinations in lieu of traditional admission prerequisites.
- Promote the development of the community college type of post-secondary education.
- Eliminate financial barriers to college attendance by providing more scholarships, loans, and low tuition and student costs.
- Study the possibility of free tuition for the freshman year at public institutions.
- Increase student aid to include part-time students.
- Strengthen the counseling given at admissions and during the entire program to help students choose programs that institutions of higher education offer which best correlate with their needs and abilities.
- Provide guidance for veterans to help them enter and succeed in college programs.

- Increase cooperative education programs for both educational and financial-aid purposes.

- Emphasize efforts to recruit and enroll students from low income and minority backgrounds.

Objective #2:

Provide college and University programs which are related to student interests and learning styles and which will provide adequate preparation for job opportunities.

Accomplishments:

The Higher Education Planning Commission has completed a two-year study of the needs of the community and students in Maine resulting in goals and objectives for the decade of the 1970's.

A series of task forces and advisory groups has recommended areas in which University programs should be initiated.

Part-time in-service education for employed adults is being provided through the continuing education units of the University and Bureaus of Public Administration, labor education, and health professions education.

Proposed Activities:

- Develop more programs based in the cultural roots of Maine.

- Expand the Master's degree programs at the University in areas which contribute to the State's economy.

- Provide more short-term courses related to special interests and community needs.

- Initiate inter-campus curriculum workshops and faculty exchanges.

- Establish regular procedures for course evaluations by students and alumni.

- Provide academic credit for student participation in community service projects.

- Develop a practical year around intern program which will allow students to work in state and municipal government.

- Increase offerings in the allied health fields, including para-medical and social services education.

- Consider the establishment of a medical school-without-walls to prepare physicians for service in rural clinics.

- Create appropriate educational programs for the evolving new occupations in Maine.

- Provide more options for students to meet requirements through self-directed learning.

- Establish a system for predicting professional manpower needs of the State and for developing and redirecting relevant college and University programs.

- Provide agreements between the University and private institutions which will allow students to register for certain courses in other than their home campuses.

Objective #3:

Create an atmosphere in which high quality faculty and staff will be attracted, and provide working conditions which will assure maximum utilization and retention of their special abilities.

Proposed Activities:

- Preserve academic freedom.

- Achieve salaries, wages, and workloads equivalent to national averages for colleges and the state universities.

- Provide equal pay for equal work for male and female staff members in higher education.

- Provide incentives and recognition for high quality teaching performance.

- Increase and improve research and library facilities.

- Provide financial and professional recognition for creative, research and public service projects of faculty members.

- Increase the capacity of computer services to meet the academic and administrative needs of the college community.

Objective #4:

Assist in solving problems of Maine communities by extending knowledge and skills and expanding the research, advisory, and creative activities of colleges and the University.

Accomplishments:

A variety of University agencies such as the Agricultural Experiment Station, the Cooperative Extension Service, the Center for Environmental Studies, and the Adult Basic Learning Center work directly with Maine individuals and communities to help solve their problems.

A new Research and Advanced Study Center in Portland has been completed.

The 105th Legislature appropriated funds to extend the public broadcasting network to southern Maine.

Under Title I of the Higher Education Act, several private colleges have provided services to Maine communities.

Proposed Activities:

- Determine specific public service needs of each region in the State and arrange for the delivery of services, including student volunteer services from nearby colleges.

- Conduct demonstration projects for limited time periods in communities to disseminate new methods of solving community problems.

- Establish a public service obligation for every academic department of colleges and the University.

- Maintain an open door policy for the public to make appropriate use of campus facilities.

- Use public broadcast facilities to disseminate information to audiences with special interests.

- Coordinate University research with that underway in other public and private research programs where the State of Maine will benefit.

- Encourage government agencies, and municipal, business, and industrial organizations to utilize the consultative and problem-solving capabilities of colleges and the University.

- Expand the public radio services to northern Maine.

- Establish a statewide microwave communications network for health and educational services.

Goal V:

Provide every adult Maine citizen possessing the desire the right to begin or further his education.

Situation:

The State of Maine has 303,140 adults 25 years of age and older with less than a twelfth grade education and 84,000 adults 25 years of age or older who have less than an eighth grade education.

The public school adult education programs in the State provide a source of free education for adults pursuing basic education or desiring a high school diploma. The programs also provide subjects for those adults who wish to increase their skills in vocational, health, recreational, cultural, and avocational pursuits which will provide wiser use of leisure time.

Public school adult education programs are not sufficient to meet the demands of our Maine citizenry.

The Adult Basic Education program is funded on a 90 percent federal money - 10 percent local money basis.

The adult education program reaches into all sections of the state but will have to broaden its base to be able to continue to meet citizens' demands. Only thirty-seven school systems offer high school diploma courses for adults, although diploma programs are state supported up to 75 percent.

The level of staffing of local adult education programs has been consistently inadequate because of insufficient funds.

Most of those teaching adult education have no special preparation for working with adults. They have had to get their training either on the job or in short-term institutes. There is only one graduate program in the entire New England region; this is insufficient to meeting the needs of any significant number of Maine adult education teachers.

Objective #1:

Allow any Maine adult the opportunity to begin or to continue a quality education by pursuing courses in vocational, health, recreational, cultural, academic, avocational, and basic studies areas.

Accomplishments:

Federal money to operate basic education programs has risen from $50,000 six years ago to $328,000 in Fy '72. In addition to teaching basic reading, writing, and arithmetic to the illiterate and functionally illiterate adult, the programs now have home management classes which are directed specifically at the low-income, undereducated person and which are taught in the participants' homes.

Two thousand people took advantage of the Adult Basic Education program in local communities during the 1970-71 school year. Of this number, 118 went into a high school diploma program, 108 learned to read for the first time, 98 subscribed to a newspaper for the first time, 18 discontinued welfare, 42 were promoted or received a raise, 75 joined civic or other community organizations, 36 voted for the first time, 62 found jobs, 55 found a better paying job, 38 received citizenship papers, and 71 went on to vocational or other job training.

The high school diploma program for adults has regulations in effect which makes returning to school less imposing and more realistic than was the case five years ago. An adult can earn high school credit for work experience, military service, apprenticeship training, testing out of courses, and correspondence courses.

An adult must have 16 units of credit for graduation, with each unit being the equivalent of a minimum of 45 hours of class work. By proper

scheduling an adult can now earn his diploma in two years, even though he has earned no previous credits; four years ago eight to ten years were required. The curriculum is geared to the adult's needs and each entrant has a specific program outlined for him.

In 1967-68 there were 1,859 students in the diploma program, 14 school systems offered programs in this area, and there were 95 adult graduates. In 1970-71 6,943 students were enrolled in the diploma program, 37 school systems offered programs in this area, and there were 612 adult graduates.

The 104th Legislature passed a law providing 75 percent subsidy for the high school diploma program for adults with the local community providing 25 percent. The programs are free to the participant. The amount of state money expended in the General Adult program for 1967-68 was $102,710, and in 1970-71 it rose to $225,112.

In the total adult education program, the number of adults enrolled has risen from just over 10,000 in 1967-68 to just over 20,000 in the 1970-71 year, and the number of teachers has increased from 700 to 1,366. The number of communities offering adult education courses has risen from 60 in 1966-67 to 184 in 1970-71.

In 1971 there were twelve local full-time directors of adult education as opposed to only two full-time people in 1969.

Proposed Activities:

- Develop a total community education concept by utilizing all community resources to build an adult educational program for that community.

- Incorporate a sizeable effort to satisfy the expressed need of adults to utilize increased leisure time wisely.

- Eliminate the distinction between day school and adult evening school by allowing all interested seniors in high school to enroll in one class in adult education for credit.

- Increase the number of full-time local adult education directors to a minimum of twenty-five.

- Obtain suitable space where day classes might be held.

- Organize and schedule classes at times and places convenient to the adult.

- Establish a more vigorous and imaginative recruiting program in order to reach those in need of adult education.

- Establish an intensive public relations program directed toward publicizing, promoting, and interpreting adult education programs to the community.

- Provide more job counseling services to adult students through cooperation with the Maine Employment Security Commission.

- Promote an open admissions policy in all adult education centers so that adults may enter at any time during the year, and continue to develop programmed materials to assist in the implementation of this policy.

- Develop a curriculum of adult education unique to the life experiences of adult students.

- Emphasize performance promotion by evaluating students on the basis of ability to demonstrate competence rather than on the completion of a prescribed number of class hours.

- Emphasize "here and now" learning rather than learning-for-delayed use.

- Emphasize the use of student resources in the instructional process.

- Emphasize the retraining of older persons so that they may continue to lead a useful and productive life, and develop among the total population a positive attitude toward the aging.

- Encourage other agencies involved in adult education to cooperate in joint efforts to better serve the adult in need of educational services.

- Provide career exploration opportunities for those adults wishing them, and structure the activities so that they may be utilized for high school credit.

- Establish more classes in the homes of participants.

- Promote recruitment of veterans eligible under the G.I. Bill benefits.

- Urge increased funding for adult education programs at the local, state, and federal levels.

- Promote the establishment of high school diploma programs in all school administrative districts in the state.

- Encourage the addition of another staff member to the Adult Education Division of the State Department of Education.

- Provide free materials for adults in the high school diploma programs.

- Provide free transportation to adult classes for those participants unable to provide it.

- Encourage the development of child care facilities to be attached to the schools to provide a baby-sitting service for adults who wish to enroll in an adult education course.

- Promote the use of television for reaching rural areas and package special programs for cable television.

- Promote an increase in the adult education staff at the state hospitals, prison, and reformatories.

Objective #2:
Develop an adult education staff training capability in the state.

Accomplishments:

A consultant to provide pre-service and in-service education programs for teachers of Adult Basic Education was employed by the State Department of Education in late 1968.

Four summer workshops in adult education have been conducted at the University of Maine at Portland-Gorham, serving a total of 240 teachers.

The 104th Legislature granted permission to allow five percent of the general adult education budget to be used for pre-service and in-service activities for adult education teachers.

A series of professional development workshops were held throughout Maine in 1970 in cooperation with the National Association for Public and Continuing Education.

Credit courses entitled Teaching the Un-Taught are being conducted in various adult education centers.

Steps have been taken to institute a graduate program in adult education at the University of Maine at Portland-Gorham, Gorham Campus.

Proposed Activities:

- Continue efforts to institute the graduate program in adult education at the University of Maine at Portland-Gorham, Gorham Campus.

- Expand opportunities whereby one can earn graduate credits in adult education.

- Develop programs to train a cadre of qualified counselors to work in adult education programs.

- Expand opportunities for more adult education teachers to attend summer workshops.

- Exphasize performance criteria as a basis for obtaining teacher certification credentials.

- Provide special training programs for adult education staffs in State hospitals, prison, and reformatories.

- Urge the employment of qualified personnel as full-time staff members for adult education courses.

- Design institutes to prepare adult education administrators who might also assist in the training of adult education teachers at the local level.

- Promote the attendance of adult education teachers at regional and national workshops and other in-service education programs.

COMMERCE AND INDUSTRY

MAJOR POLICY:

TO ENHANCE THE ECONOMIC AND SOCIAL WELL-BEING OF THE PEOPLE OF MAINE: BY ASSISTING AND PROMOTING ECONOMIC AND COMMUNITY DEVELOPMENT, ACTIVITIES AND OPPORTUNITIES; BY ENCOURAGING THE CREATION OF NEW ENTERPRISES AND THE EXPANSION OF PROVEN EXISTING ENTERPRISES AND ACTIVITIES; SEEKING ULTIMATELY IMPROVEMENTS IN BOTH THE QUALITY AND QUANTITY OF JOB OPPORTUNITIES AND COMMUNITY SERVICES.

Goal I:

The creation of job opportunities through encouragement of new enterprises and expansion and improvement of existing enterprises.

Situation:

Economic and population studies forecast the need for 14,000-17,000 new job opportunities in Maine each year of the decade of the Seventies, to provide gainful employment for the rising number of younger persons entering the job market.

At the present rate of job formation and refillable vacancies, only some 13,000 job opportunities are opening annually. This leaves a deficit of 1,000-4,000 job opportunities which must be created either through new enterprises or expansions.

Objective #1:

Encourage the improvement of all aspects of our existing economy, including especially the manufacturing and service industries, so that the current deficit in annual new job opportunities is significantly reduced in the current decade.

Accomplishments:

A four-point program of "Development Through Conservation" has been developed and implemented by the Department of Economic Development. The first point-objective is stated above.

In Maine, 75 per cent of manufacturing firms employ less than 50 workers. These plants generally are characterized by low average gross wages, economic weakness, low profit margins and low capital resources.

Maine businessmen are being encouraged through personal contacts and general communications to seek more efficient plant and equipment, which will raise productivity, lower production costs, permit payment of higher wages and be an incentive to improved management policies.

Proposed Activities:

- Adapt and coordinate the policies of existing State and Federal financial assistance agencies to conform to State goals, with priorities established by the Legislative and Executive Departments, especially to aid new and existing enterprises to finance plant and equipment modernization programs.

- Determine needs for removal of tax obstacles that hinder the acquisition of new plant and equipment or that discourage recapitalization plans.

- Make available skilled management and technical advice through a State technical services program.

Objective #2:

Recognize and plan to adapt to changes in Maine's traditional industries, and forecast trends in market demand and product development requirements.

Accomplishments:

The above is the second point-objective of the "Development Through Conservation" program.

Economic research now being carried on by the Department of Economic Development on a continual basis has produced a first "Statistical Handbook" for the State of Maine (1968) and three subsequent annual economic "Pocket Data Books".

These statistical studies reveal the substantial changes which have occurred in Maine's traditional "Big Six" industries, especially over the past two decades. These basic industries are: Lumber and wood, leather, paper, textiles, food and transportation equipment (principally ships and boats).

The data also show trends in employment demands, job opportunity supply, and comparative growth or decline of the several important job-producing sectors of the economy.

They also reveal the principal economic components of Maine's eight economic districts, which were delineated by the Department under an economic study grant from EDA in 1969.

From these and similar data, forecasts have been made pertaining to economic categories, establishing a better base for economic planning as to future markets and product changes.

Proposed Activities:

- Conduct or sponsor specialized research and analysis of basic economic areas such as light and heavy industry, vacation-travel business and facilities and large commercial and community developments.

- Evaluate the experience and results of the several State financial assistance programs for their impact and priority position in improving the economy of the State.

- Market studies should be performed and kept current, not only as to theory but as to public demands, preferences and buying commitments.

- Environmental impact studies must be a basic component of all the above economic research.

- Conduct research to determine other industry types in addition to the 26 high wage-growth types already identified as desirable for Maine.

Objective #3:
Encourage desirable "non-trend" developments, those with little or no previous history in modern Maine.

Accomplishments:

This is the third point-objective of the "Development Through Conservation" program.

The research and program assistance given to the Bath Iron Works in their bid for the massive DX-963 destroyer contract showed Maine had excellent potential for establishing an assembly-line shipbuilding facility. Several definite large-scale projects which could create 2,000-5,000 new jobs hinge, however, on Federal financial assistance.

Preliminary studies have been done for possible "new town" locations based both on industrial and four-season recreational development possibilities.

Also, Maine's deep-water harbors have been surveyed for the potential handling of the new "super ships". Currently a definitive study is underway for a land, sea, air "transportation corridor" extending from Searsport to Bangor. This is sponsored by the New England Regional Commission, with the Department of Economic Development as coordinator.

"Project Woodchip" proposes the establishment of a centralized location for an industrial-service complex utilizing all Maine species of wood for a variety of products and awaits only a consortium of sponsors for final evaluation and design.

A proposed "Life Sciences Park" located in the Portland-Lewiston-Brunswick triangle has received preliminary evaluation and a first prospectus has been prepared. It is projected that LSP will create 6,000-7,000 new jobs in the current decade.

Other "growth center" possibilities have been outlined for each of Maine's eight economic districts. Food, textiles, metalworking, four-season recreation, are among the contemplated specialized economic centers.

Proposed Activities:

- Submit legislation creating a Maine Area Land Development Authority to facilitate the implementation of the "growth centers" concept already proposed and others which would be definitively studied. Such an Authority for the establishment of "growth centers" would greatly assist in attracting business and industry and, at the same time, ensure the retention of the desirable residential amenities of the majority of Maine communities. Orderly economic growth could go hand-in-hand with social, cultural, educational and community development.

- Continue to update and refine data and planning on deep-water port development and "growth center" proposals.

- Broaden "revenue bond" financing authorization to meet the needs of "growth center" financing, including State guarantees to reduce interest rates.

Objective #4:

Aggressively solicit the 26 types of high wage-growth industries identified by the Department of Economic Development research as having little or no necessary pollution.

Accomplishments:

This is the fourth point-objective of the "Development Through Conservation" program.

An advertising, promotional and mail campaign aimed at some 2,000 established companies within the "26 types" was conducted by the Department of Economic Development. This campaign was assisted by a number of community leaders and officials and produced several hundred responses and leads.

The more promising of these were followed up by "trade missions" to New York and Montreal in which the Mark Maine Committee, assisted by the Department of Economic Development staff, participated. Others were followed up by departmental staff visits to other cities. A general trend among these prospects was noted; namely, to delay firm decisions until the current economic picture clears.

Proposed Activities:

- Continue the "26 Industries" program to attract desirable industries even though experience shows such decisions may be as much as one to five years in the making.

- Continue and strengthen the "Mark Maine Committee" voluntary program of more than 200 of Maine's business, financial and community leaders.

- Make maximum use in advertising and promotional programs of the combined desirability of working, living and vacationing in Maine. Combination ads and promotions have proved unusually successful.

- Continue special efforts to attract modern industries, such as electronics, pollution equipment, prefab and modular housing, printing, computers and bio-medical equipment.

Goal II:

Assist and promote Maine community development by encouraging improvements in community services.

Situation:

Maine communities, as well as their inhabitants, are changing constantly. The "bits and pieces" of these changes are sometimes almost imperceptible, but over a period of time the cumulative effects, either positive or negative, become very noticeable.

Time alone takes its toll on the facilities, services and institutions which make up a community. Economic conditions constantly change, as witness the long-range alterations in Maine's basic manufacturing and service industries.

Economic changes also directly affect the ability of a community to provide services which its citizens have a right to expect in these modern times.

Experience shows that citizens of a community can, if they will, control and direct their economic and social destinies. But this control and direction is not acquired without considerable effort and organization and encouragement.

In fact, without constant effort and organization and encouragement directed toward desirable, openly-agreed upon community goals, the record shows steady deterioration and impoverishment of community life.

Objective #1:

Encourage organization of the Maine Community Betterment Program in more communities.

Accomplishments:

The Maine Community Betterment Program, now in its third year of operation by the Department of Economic Development, has enlisted the citizens of some 70 communities in local action programs based on the three concepts of Awareness, Involvement and Accomplishment.

An annual competition has been established to make awards, according to community population sizes, in a Five Star Program currently based on improvements in Education, Transportation, Utilities, Planning and Basic Services.

The number of Maine communities participating in this program steadily increases.

Proposed Activities:

- Increase staff efforts to encourage and service Maine Community Betterment programs in more Maine communities.

- Establish community development coordinating centers in each of Maine's eight economic districts, with the cooperation of county governments and regional planning and development commissions.

- Integrate industrial, commercial and recreational development proposals with the overall physical and social plan of the community.

- Coordinate the local plan and its components with the overall regional plan.

- Ensure compliance with land-use and environmental protection regulations.

Objective #2:
Encourage and promote improvements in quality and quantity of residential housing.

Accomplishments:

The Maine Housing Authority is encouraging the establishment of a modular-prefab housing industry in Maine.

It also is assisting several private developers in obtaining low interest Federal financing for apartment and multi-family units.

It also encourages the organization of local Housing Authorities which can obtain Federal subsidies for housing for the elderly, veterans and low-income families.

It is recognized that housing is a primary element affecting community attitudes and appearances, both of which are prime necessities for community development programs.

Proposed Activities:

- Continue to disseminate information on housing problems and existing programs for their solution.

-Participate in planning programs on a regional basis and encourage similar action by local housing authorities.

-Work for uniform Statewide building codes and eliminate restrictive local community regulations, consistent with accepted safety and health standards.

-Seek State guaranteed loans, interim or final, for housing construction, especially in areas of greatest need or where imminent economic development potential exists.

-Keep Statewide data current on housing conditions, inventory and needs.

-Add housing criteria and incentives to the Planning section of the Maine Community Betterment Five Star Program.

Education and
Cultural Resources

EDUCATION

MAJOR POLICY:

PROVIDE HIGH QUALITY EDUCATIONAL SERVICES FOR ALL PEOPLE OF THE STATE AND COMPREHENSIVE EDUCATIONAL PLANNING TO RELATE THESE SERVICES TO OTHER SOCIAL, ECONOMIC, PHYSICAL AND GOVERNMENTAL ACTIVITIES AND PROGRAMS. EACH INDIVIDUAL SHOULD RECEIVE THE KNOWLEDGE, TRAINING AND UNDERSTANDING TO BECOME A SELF-RELIANT, PRODUCTIVE CITIZEN. HE SHOULD BE MOTIVATED TO CONTINUE LEARNING THROUGHOUT HIS LIFE IN ORDER TO COPE WITH CHANGES THAT HE WILL ENCOUNTER IN HIS DAILY ACTIVITIES AND LEISURE-TIME PURSUITS.

Goal 1:

Improve the breadth and quality of pre-school elementary, and secondary education for all Maine youth.

Situation:

In the fall of 1971, there were 246,406 pupils enrolled in Maine public schools and 18,442 in private and parochial schools. The public school enrollment has increased 18.4 percent in 10 years. 26.7 percent of the entire population of Maine is enrolled in the state's elementary and secondary schools, with 93 percent of these students attending public schools. 84.7 percent of those enrolling in the 9th grade graduated from high school in 1971.

Some Maine school units are too small and have insufficient tax resources to be run efficiently and effectively; some are still unresponsive to the needs and interests of the students, which is reflected in the dropout rate and the rate of those extending their education beyond high school.

Although additional funding is required to meet the needs of the emotionally and physically handicapped in this State, there has been constant growth in the services provided and the number of children receiving these services. There is also a shortage of trained teachers in this area. Presently an undergraduate special education program at the University of Maine at Farmington and a graduate program at the University of Maine at Orono are the only special education teacher-training majors offered in the State.

The curriculum in some schools does not provide adequate opportunity for preparation of students for attaining either a salable skill or adequate preparation to enter the postsecondary school of his choice.

Educational opportunities vary widely throughout the State because education, supported primarily from property tax revenues, is largely a function of the wealth of a child's parents, or his school district.

A significant number of Maine students enter school with limited or no working knowledge of the English language and are unable to function in the English-speaking school environment in which they find themselves, and have a different culture or value system; these factors prevent them from succeeding in the typical English-speaking school cummunity.

Until 1969 State law required that English be the basic language of instruction. The 104th Legislature enacted a bilingual education law permitting the use of foreign languages in grades K-2 as a means of instructing pupils entering school with limited knowledge of English. Two French bilingual programs and one Passamaquoddy bilingual program are now in operation.

The closing of private or parochial schools has placed increasing demands upon the resources of the local public educational system.

Many school systems contract for student busing and have little direct control over the quality, age, and condition of the buses used. Contractors frequently operate garages and do their own inspection of the buses used.

Busing of secondary students who reside at a distance from their schools is required only in school administrative districts, although some school systems not in SAD's transport their students. The unavailability of school busing causes some students to drop out of school.

Objective #1:

Develop educational processes that personalize school experiences from preschool activities through graduation from high school.

Accomplishments:

In the past few years there has been a reorganization of many small units and a few larger ones, into systems with sufficient resources to offer an expanded curriculum. There has been an increase in State assistance for operation of public schools, an improvement in school facilities, an expansion of curriculum offerings and a diversification of programs to meet student needs and interests. More flexibility has been allowed in school programs so that alternatives in the curriculum are present in many schools in the State.

Proposed Activities:

- Promote heterogeneous grouping and discourage the tracking system.
- Provide a classroom setting which allows for independent learning, creativity, problem solving techniques, and attention to the process of learning rather than the acquisition of isolated facts. This may include a non-graded organizational pattern.
- Give more emphasis to programs at all grade levels directed toward meeting individual student interests and needs.
- Provide Kindergartens for all Maine schools.

- Promote meaningful educational experiences in pre-school programs in order that children be provided a quality foundation for their subsequent schooling.

- Provide busing for all secondary school students when in the judgment of the school committee or Board of Directors such conveyance is deemed necessary.

- Assure that safe transportation is provided for all school children who are bused to school.

- Provide more culturally broadening programs such as music and art at all levels.

- Provide bilingual, bicultural programs in school systems having a large proportion of students coming from non-English speaking homes.

- Expand vocational education and vocational counseling opportunities at the secondary school level and provide career exploration programs in the elementary school.

- Promote diagnostic and developmental programs directed at detecting and preventing learning problems before remediation becomes necessary. This would require more learning disability specialists.

- Expand the opportunities for gifted and talented children and youth since it is recognized that educating young individuals with special mental endowment is a clear responsibility of all educators.

- Upgrade and increase the quality of health and physical education in all schools.

- Promote greater use in the schools of community resources to enhance more meaningful learning experiences. These could include speakers, field trips, and work experience programs.

- Instill a feeling in school children for the fine arts with learning experiences provided in activities relating to their folk culture and other cultures.

- Promote in all school systems the availability of ancillary services such as those provided by psychologists, social workers, elementary school guidance counselors, and health professionals.

- Provide experiences for high school students to develop their interests in pursuing higher education.

- Provide materials and assistance to enable school systems to participate in a continuous self-evaluation of their educational program.

- Promote the involvement of the community in the planning and operation of the school program.

- Promote the restructuring of the basis of financial support of education to equalize educational opportunities for all children in the state and to reduce dependence upon the property tax.

- Continue to promote the diversification of courses to meet the individual needs and interests of the students.

- Promote the removal of barriers to the use of school facilities by all segments of the community throughout the entire year.

- Promote the continuation of studies to explore the benefits of the extended school year.

- Promote the study and understanding of the interdependence of man and his environment.

- Promote the training and use of more para-professional personnel in all schools.

- Promote the expansion of school breakfast and lunch programs.

- Promote the concept of differentiated staffing in order to capitalize upon the strengths of each teacher or each member of a teaching team and to allow children to have more direct, personal attention for the enrichment of their learning experiences.

- Foster an educational climate where each child may experience success and where he may develop a more positive self-image.

- Promote programs at the secondary school level designed to provide students with a salable skill and to prepare them for further education.

- Continue the consolidation of small schools and of small school districts.

- Find ways to assist private or parochial schools to provide quality education for those students which they serve.

- Create media resource centers to support individualization of instruction.

Objective #2:

To meet the educational needs of all exceptional children by expanding and upgrading the training of professionals and para-professionals and providing adequate financial support.

Accomplishments:

The 103rd Legislature passed a $180,000 bond issue which passed in referendum, to provide facilities for the mentally retarded in Aroostook County. The 104th Legislature revised the philosophy and mechanics of the Special Education subsidy to Maine communities, using a formula basis which more equitably distributes funds for educational programs to serve the handicapped. Approximately one million dollars is now provided annually through the State subsidy formula. The Special Session of the 104th Legislature appropriated $50,000 for Camp Waban. The Governor's Committee on Employment of the Handicapped was created by the 104th Legislature. The 104th Legislature also passed a law providing for the State's financing the education of the blind until the 21st birthday.

State and Federal appropriations have given impetus to the training of teachers of handicapped children. The University of Maine has expanded their programs to meet the needs of children with various handicapping conditions. Teacher-training programs are also increasing at the local level.

Proposed Activities:

- Insist on qualified teachers to work with the handicapped.
- Increase skills of para-professional personnel working in the schools under supervision through pre-service and in-service training.
- Provide consultant services and related educational programs for parents of all exceptional children.
- Develop educational programs for exceptional children at the pre-school level.
- Develop and increase on a statewide basis both pre-service and in-service training programs for teachers and para-professionals to assist in identifying and teaching handicapped children so that they may receive the appropriate care, treatment, and training that are needed.
- Give greater emphasis to identifying the exceptional child in the school drawing upon the skills of the guidance counselor, school nurse, psychologist, and other child development specialists.
- Continue to provide a liaison between special educators in the field and rehabilitation agency services.
- Provide more facilities throughout the state for the treatment and education of the exceptional child.
- Encourage the Maine Institute for the Blind to provide a basic group of social and vocational services.

- Provide statewide educational services for blind children.

- Emphasize vocational and career education training for exceptional children at all grades K-12.

- Actively support recruitment of teachers and other professionals to the field of Special Education.

- Promote installation in schools of restroom facilities suitable to the needs of persons confined to wheelchairs. The provisions of the removal of the Architectural Barriers Act should be extended within the next ten years to include all multi-story buildings not currently covered by this law.

Objective #3:

Require that all elementary and secondary schools in the State be of adequate size to provide equitable educational opportunities and to improve fiscal efficiency.

Accomplishments:

There were 49 School Administrative Districts in 1966; there are now 75 such District encompassing 283 municipalities.

In areas where it has been feasible, towns have joined an existing School Administrative District as opposed to creating a new one.

Since 1968, three small public secondary schools and 66 public elementary schools have been closed. Since the 1968-69 school year, 18 new secondary schools and 18 new elementary schools have been opened to replace smaller, obsolete and less functional facilities.

Proposed Activities:

- Continue to consolidate the smaller elementary and secondary schools into units of adequate size to offer an effective educational program.

- Establish a date by which all reorganization of small school units would be complete.

- Consolidate some of the existing School Administrative Districts.

- Increase efforts to convince the local school boards, citizens, and legislature that educational efficiency depends on organization.

Objective #4:

Construct new schools and remodel old schools to provide adequate space to meet changing conditions.

Accomplishments:

The past three legislatures have passed bond issues to provide money for school construction. The 103rd Legislature passed bonds for $6,380,000 and the 104th Legislature approved bonds for $10,600,000 in the regular session and $50,000,000 in the Special Session. The 104th Legislature and the people of Maine also approved a constitutional amendment to permit the Maine State Legislature to pledge the faith and credit of the State behind the Maine School Building Authority bonds for local school construction.

The 105th Legislature accomplished the following:

It increased from one percent to two percent the state valuation of the assessment for capital outlay purposes in unorganized territories where capital construction has occurred.

It updated school construction aid tables by changing the per-pupil valuation table to reflect the State average increases in per-pupil valuation since the enactment of the law in 1957.

It increased the State's share of school construction.

It enacted a bill to give aid for construction costs to all municipalities for all school construction on approval of the State Board of Education.

Proposed Activities:

- Assist local school systems in the writing of educational specifications which will provide school designers with the background for assuring greater flexibility within buildings.

- Establish a Maine Educational Buildings Financing Agency.

- Encourage the Legislature to lift the moratorium in order to permit financing of additional vocational-technical high school centers.

- Encourage local school systems to explore the possibility of financing school facilities through the Maine School Building Authority to obtain lower interest rates.

Objective #5:

Establish a statewide educational technology program involving cooperation of audiovisual, library, and instructional television or personnel of the State Department of Education, the University of the State of Maine, the colleges, vocational technical institutes, and local educational agency levels; and continue to develop and improve the State's television programs for classroom use.

Accomplishments:

General Fund Appropriations for ETV programming have been increased by 48 percent since 1963 when ETV was first initiated.

Instructional Television (changed from Educational Television) course enrollment has increased from 73,940 in 1963-64 to 252,408 in 1970-71, and the number of courses has increased from 27 to 41.

Proposed Activities:

- Emphasize effective Instructional Television utilization in the classroom by requesting additional state funds to help teachers learn how to use television in conjunction with other media as a genuine instructional tool in the teaching-learning process.

- Provide greater use of the television medium for both group and individualized instruction with assistance from Cable Television, portable videotape recorders and other instructional media.

- Offer more opportunities for students and teachers to determine their needs and to involve them in producing programs to meet their needs.

- Make greater use of Instructional Television to offer in-service training for teachers.

- Establish regional media resource centers coordinated by the State Department of Education.

- Provide statewide pre-service and in-service training for teachers and para-professionals in media selection, utilization, and production.

- Promote the incorporation of all media, including ITV, instructional radio, and computer assisted instruction into curriculum planning and instructional development.

- Promote the replacement of outdated technical equipment of the Maine Public Broadcasting Network, in order to improve locally produced programming for classroom use.

Goal II:
Provide all Maine youth with high quality educational personnel.

Situation:

Traditional pre-service and in-service teacher education is not adequate to meet the changing conditions in the school and society.

Lack of funds prohibits the use of auxiliary personnel to free teachers for full time professional activities.

The present student-teacher ratio in Maine is 21 to 1. Although this situation is quite satisfactory, the great lack of specialists denies youth many opportunities the school should provide.

Applications for teaching positions are increasing while demand for new teaching personnel is decreasing.

Increasing attention is given to the day-by-day demonstration of teaching effectiveness.

More teacher-aids are being employed by school systems particularly through the use of funds under Title I of the Elementary and Secondary Education Act.

Objective #1:

Attract the most able teachers to Maine by continuing to provide increased compensation and improved working conditions.

Accomplishments:

The 104th Legislature increased the retirement formula for a public school personnel from 1/70 to 1/60 based on an average of the highest three years of wages rather than five. A minimum of $80 monthly is now provided for anyone who has 10 years of service.

Teacher salaries in Maine have increased to an average of $9,050 in the 1971-72 school year. This reflects an improvement in the average salary ranking of Maine among the States from 39th position to 29th position within the past five years.

The State is a partner in several certification reciprocity agreements including an Interstate Compact which at this time represents 24 States with an eventual goal to include all states and territories.

The Maine Public Employees Labor Relations law has allowed two thirds of Maine teachers collective bargaining agreements.

Proposed Activities:

- Raise the minimum salary law to a more realistic level.
- Maintain the emphasis on improved benefits under the Maine State Retirement System including disability retirement and survivors benefits.
- Work toward extending reciprocity agreements for certification to all States.
- Guarantee fair grievence practices for all public school personnel.

Objective #2:

To meet the needs of education during the decade of the 70's and beyond, it is important that colleges and the University, professional personnel in Maine schools, the lay people, and the Department of Education share the responsibilities for evaluating and improving teacher education.

Accomplishments:

The Advisory Committee on Certification has upgraded the certification standards enforced by the State.

Provisions have been made through the approved program approach for colleges and the University to establish flexible and innovative approaches to teacher education. Coordination exists between teacher preparation institutions and State Board of Education in that the administrators at the teacher preparation institutions present to the Board programs for approval.

There has been a significant increase in the level of education of teachers. At the present time the educational attainment of teachers teaching in Maine schools is as follows:

Bachelor's Degree - 7573 teachers
Bachelor's plus 30 hours - 716 teachers
Master's Degree - 1704 teachers
Master's Degree plus 30 hours - 247 teachers
Certificate of Advanced Study - 38 teachers
Doctorate - 12 teachers

Proposed Activities:

- Continue to review certification standards and teacher education programs to assure that these permit the best qualified to meet the educational needs of the students and that they are responsive to the needs of the changing educational system.

- Promote the use of change agents, such as consultants, from inside and/or outside of the State Department of Education to assist teacher preparatory agencies solve their felt learning difficulties, suggesting alternative avenues of attack, and citing agencies which model successful solutions to such problems.

- Promote the providing of human and financial resources to agencies wishing to use these for purposes of research and development.

- Promote <u>process</u> rather than content as a measure of excellence in teacher preparation.

- Promote movement away from the historic role of setting <u>minimum</u> standards to encouraging "<u>openness</u>" and <u>excellence</u> in teacher education and training.

- Encourage joint responsibility and collaboration between school districts, colleges and the University, the profession, and the State Department of Education in the preparation of teachers. Such collaboration would focus on developing program(s) which possess the following:

    1. Individualized learning stressing skills
    2. Systematic development with options
    3. Early and continuous experience with children
    4. Differentiated job definitions for teachers
    5. Performance based standards in terms of behavior
    6. Continuous feedback in evaluation to the learner and teacher
    7. Accountability by means of careful selection of candidates and careful recommendation of candidates for certification placement and career development
    8. Follow-up studies and dissemination of data to concerned parties

- Relate teacher training to community and statewide educational needs.

- Continue emphasizing the importance of a counseling program which will assist candidates in teacher education to understand the supply and demand factors as these relate to their educational career goals.

- Place increased emphasis, through appropriate means, on promoting the professional growth and development of educational personnel through in-service educational programs.

- Give greater attention in the teacher education curriculum to a humanistic approach in the teaching learning process and an understanding of the cultural backgrounds of students.

- Take full advantage of the new concept of educational renewal centers.

Goal III:

Improve vocational education opportunities for Maine people by providing them with training and abilities to pursue available jobs of interest to them.

Situation:

Of the 15,595 young people to graduate from high school in 1971, only 51.2% pursued some form of further education. Surveys show that many students would continue their education if the opportunity for vocational training was made more appealing, accessible, and responsive to their interests and job opportunities.

Objective #1:

Fashion vocational training programs to meet the diverse occupational needs of the State.

Accomplishments:

The Maine Advisory Council for Vocational Education was established to advise on development of a Long-Range Program Plan for Vocational Education. A State Plan for Vocational Education has also been developed.

Studies have been conducted by the University of Maine and the Maine Employment Security Commission on the manpower needs of the State. In addition, student occupational interest surveys have been conducted.

Standards, guidelines, and checklists have been developed for the approval and writing of proposals in conjunction with vocational education programs.

A number of agencies have cooperated, largely through craft committee organizations, in the development of new programs and in the upgrading of curriculum of existing ones.

The State Department has been successful in coordinating six exemplary vocational programs throughout the State.

Public information programs have been developed using T.V., radio, and newspapers, to provide parents, students, and prospective employers with information about vocational education.

Proposed Activities:

- Develop a system of better calculating manpower needs throughout the State.

- Locate vocational training facilities in areas of need such as areas of established unemployment or high drop-out rate.

- Continue to evaluate and adapt existing programs to more adequately meet the educational needs arising from new or emerging careers.

- Increase vocational guidance in the schools and give more attention to unsuccessful college-bound and general course students who are usually unaware of alternative opportunities.

- Increase programs for individuals in need of retraining and upgrading to meet labor market demands.

- Provide postgraduate or evening classes for graduates who have not reached a level adequate for initial employment.

- Develop additional public information programs.

- Provide emphasis on programs in manufacturing, construction, and service occupations for persons in high schools, adults, and disadvantaged persons particularly in those counties having the fewest programs at that time.

CULTURAL RESOURCES

MAJOR POLICY:

TO FURTHER THE CULTURAL AND EDUCATIONAL INTERESTS OF THE PEOPLE OF THE STATE AND TO PRESENT THROUGH VARIOUS ACTIVITIES THE PROUD HERITAGE AND UNIQUE HISTORICAL BACKGROUND OF THE STATE, AND THE ENVIRONMENTAL AND CULTURAL RICHNESS OF THE STATE.

Goal 1:

Procure and develop quality cultural resources that can be disseminated through broader activities and facilities to stimulate greater public awareness and use by Maine people in understanding and appreciating their historical, environmental and cultural heritage.

Situation:

Today, many people in the United States and the State of Maine do not understand the significance of their historical, environmental and cultural heritage to their daily lives. The primary reason for this lack of understanding is the failure of existing programs, facilities or agencies to properly serve an audience of varying interests and abilities and thereby develop an awareness of, and feeling for, this heritage.

Objective #1:

Expand cultural programs and services to reach a more diversified audience in the State.

Accomplishments:

The Arts and Humanities Commission, the Library, and the State Museum have involved themselves in expanding programs, urging local communities to better utilize their facilities, and encouraging resident talent to produce for local audiences; and in basic efforts to broaden the collection and preservation activities essential to the procurement of those materials essential to the development of any program to stimulate interest in Maine's historical, environmental and cultural heritage.

Proposed Activities:

- Use the facilities of the branches of the University as regional cultural centers.

- Continue to support and increase artmobile tours, art exhibitions, dance tours, orchestra touring, and other forms of cultural entertainment.

- Encourage local authors, playwrights, poets, composers, artists and sculptors to produce their art using local resources, production and exhibition.

- Utilize local schools as centers for cultural opportunities of a community.

- Encourage local communities to sponsor art shows, plays, etc.

- Continue the function of the Arts and Humanities Commission of generating and implementing ideas and suggestions relating to cultural activities.

Objective #2:

Realign and expand those programs and services illustrative of the State's historical, environmental and cultural heritage.

Accomplishments:

The Maine State Museum has initiated, expanded and continued many new programs relating to the heritage of Maine People. In addition to occupying and completing the new Maine State Museum, and developing new exhibits for this new facility serving over 200,000 people in 1970-71, the Museum Commission is responsible for the very successful Moon Rock Tour, the Sesquimobile, collections of artifacts, records, and resource materials, establishment of a conservation lab, an artifact survey, and a Museum Apprenticeship program.

Proposed Activities:

- Initiate a funding program that will sustain the State's museums.

- Develop regional museums with coordinated programs and exhibitions.

- Continue to collect, preserve, exhibit and publish materials of historical character, especially that relating to Maine and New England.

- Commission a board of architects to review and recommend styles of public buildings being constructed, remodeled and restored in Maine.

- Expand and intensify the efforts to procure significant and representative collections of materials related to the history, natural history and archaeology of Maine.

- Develop a computerized catalogue of collections held to enable easier access to this information for all wishing to use it.

- Develop a statewide conservation and preservation program and facility.

- Develop a collections storage and use program.

- Perform in-depth research in Maine history, natural history and archaeology for a broad exhibits program, educational activities and publications.

- Develop a policy and procedure statement relative to the effective implementation of R. S. T. 27, C. 13, Sub-Chapter II for the protection of antiquities and archaeological materials on state-owned lands.

- Continue to expand the publications program to include more publications on Maine's historical, environmental and cultural heritage for a greater cross-section of Maine people.

- Circulate throughout the state exhibitions and literature relating to Maine's heritage.

- Continue to design and develop exhibits for the new State Museum building.

- Develop an expanded audio-visual and extension program for dissemination and use in all areas of the state to include regional museums and programs and resource materials for use in classroom instructional programs.

- Continue to operate the Museum Apprentice Program, special seminars and other programs to reach a wider cross-section of special interest groups or individuals.

- Institute a program for the support and development of local or area museums throughout the state.

- Develop an expanded historic preservation program consistant with the Historic Preservation Act, to properly restore, develop and interpret historic buildings, sites, and areas in Maine.

- Continue development of Resource Units and other materials for the teaching of Maine History, etc.

- Continue to care for the State House Portraits and work toward the establishment of a Fine Arts Collection, using the Homburger Collection as a base.

Objective #3:

Establish that the Arts and Humanities are for all, not just the wealthy or highly educated.

Accomplishments:

The Arts and Humanities Commission aims its activities at all Maine citizens. Projects of the Commission include a Professional Performing Arts Touring Program, which included 90 new performances reaching an audience of over 60,000. They have also sponsored traveling exhibitions, provide 52 community services, reached an audience of over 45,000, educational programs, information programs such as their bi-monthly publication "Perspective", and special projects such as ETV series of over 40 concerts and operas.

Proposed Activities:

- Increase information dissemination concerning the Arts and Humanities Activities and resources in the State.

- Establish workshops for those interested in the Arts but who have a limited exposure.

- Emphasize programs that will increase the public's awareness of those aspects of the culture which surrounds them.

Objective #4:

Expand existing cultural activities for youth, both within and outside of the educational system in Maine.

Accomplishments:

The Arts and Humanities Commission has sponsored educational programs for elementary and secondary school levels including a three week "creative session" for Maine teachers. They also sponsor workshops for youth, covering film making and understanding, print making, sculpture and music.

Proposed Activities:

- Develop curriculum around the arts, humanities of American and Maine heritage

- Make better use of lecturers, artists and consultants who live in Maine, and who can build strong relevant and imaginative teaching and participation program.

- Require more courses in the high schools that will strengthen student appreciation and understanding in the cultural and aesthetic areas.

- Encourage teachers to provide more musical presentations and theater productions of a wide variety for high schools.

- Provide consulting services and programs designed to assist in the development of arts and humanities curricula for public schools.

- Provide qualified specialists in music and art to coordinate and supplement the aesthetic aspects of the school program.

- Encourage participation of young people in any cultural activity in the community.

- Increase the identification of culture for young people through dialogue, civic participation and other media

- Promote activities that will increase competition in outside achievements among young people.

Objective #5:

Build toward the provision of full library service to every individual in Maine making libraries valuable assets to the community and more responsive to the needs of the people they serve.

Accomplishments:

Several steps have been taken to improve the library service in Maine, one of which was the creation of a Library Needs Task Force to conduct a complete study of library needs in the State, and recommend ways to meet these needs.

Planned for the future is an Institute for Public Librarians, sponsored by Maine Library Association. This institute will provide librarians throughout the State with instructions on reaching groups in the community and on better coordination of regional facilities.

As a result of the work of the Governor's Task Force to Study Library Services the 105th Legislature approved the establishment of a Maine Library Advisory Committee whose principal charge is to propose a statewide plan for library development and recommend legislation to the 106th Legislature to implement the plan.

A successful Institute for Public Librarians was held in May, 1971. Each participant was given the opportunity to become more effective in reaching individuals and groups not presently being served by library programs.

In April, 1972, Maine librarians will participate in a similar institute which will also include participants from New Hampshire and Vermont and is part of a New England network to involve librarians in "outreach" programs.

Proposed Activities:

- Encourage different age, economic, cultural and ethnic groups to become involved in the library.
- Increase supply of ethnic materials in at least the major libraries.
- Increase the involvement of the library in the community.
- Market services, programs and loans of libraries to the public.
- Make libraries more efficient and cost-effective in terms of resource allocations and collections
- Make changes in the library to appeal to the non-using population.
- Provide an overall coordinating body for library services.

- Develop guidelines for coordinated planning at all levels, within each type of library and across library types to coordinate joint acquisitions, share media collections and specialized personnel, and form coalitions of public libraries within the area.

- Develop communication links which would facilitate location and exchange of library materials, to include all libraries.

- Provide access for people not currently served by libraries to providing telephones in all libraries, expanded WATS line and teletype networks, exploration of uses of closed circuit TV, expand out reach through mail order.

- Develop bibliographic tools covering all types of libraries such as union catalogues or records of holdings for groups of libraries, and bibliographies and indexes of special subject materials.

- Develop a means of facilitating the rapid exchange of library materials among libraries at different locations.

- Provide with the State library, a strengthened administrative and professional staff with responsibility for statewide inter-library co-ordination and communication.

- Increase library service to special groups such as the aged and the handicapped.

- Provide a plan for strengthening personnel in all types of libraries through certification requirements, increased salaries and fringe benefits, a program of continuing education for all librarians.

- Provide a statewide program of public relations for libraries, including graphics and displays and headed by a full-time public relations officer at the State Library.

Environmental Protection

ENVIRONMENTAL PROTECTION

MAJOR POLICY:

TO PROTECT AND IMPROVE THE QUALITY OF OUR NATURAL ENVIRONMENT AND THE RESOURCES WHICH CONSTITUTE IT, TO IMPROVE THE PUBLIC'S OPPORTUNITY TO ENJOY AND EXIST HEALTHILY IN THE ENVIRONMENT, BY CONTROLLING THE MAN-MADE DESPOILATION OF OUR RESOURCES AND DIRECTING GROWTH AND DEVELOPMENT ALONG PLANNED LINES WHICH WILL PRESERVE FOR ALL TIME AN ECOLOGICALLY SOUND AND AESTHETICALLY PLEASING BALANCE OF NATURALLY OCCURING RESOURCES.

Goal 1:

Protect immediately, through administrative and, where necessary, legislative action, the existing natural environment.

Situation:

Even though Maine is relatively isolated from the rest of the country it is not free from the problems of pollution. Very few cities and towns, less than 10%, have zoning ordinances, and only recently has control been provided for the State's unorganized territories which comprise roughly 51% of the land in the State. Uncontrolled development and use of the land and water has resulted in varying degrees of pollution not only of the land, and water, but the air also.

Industry in Maine includes approximately 2,000 manufacturing plants, pulp and paper mills, tanneries, and poultry and food processors. All of these add to the pollution problem in Maine.

Objective #1:

Protect Maine's soil and land resources from abusive treatment, and encourage intelligent usage, for the benefit of present and future generations.

Accomplishments:

Many actions, legislative and administrative, have been taken in the past five years to prevent further misuse of land in Maine. The 103rd, 104th and 105th Legislative Sessions created and strengthened several commissions to administer and regulate specific areas of environmental land protection. A Special Session of the 105th Maine Legislature created a Department of Environmental Protection.

The Maine Land Use Regulation Commission was given authority to assure zoning regulations and prohibit inappropriate use of the State's unorganized territories.

The Maine Mining Commission was created to oversee the effects of mining on the landscape, and the Pesticides Control Board was created to study and restrict the use of harmful pesticides.

In addition to creating commissions, the Legislatures increased the powers and duties of the Environmental Improvement Commission, and later the Department of Environmental Protection. Laws were passed prohibiting the dumping of out-of-state waste in Maine and dump burning and the cutting of timber within 100 ft. of roads or water. Minimum lot sizes were set at 20,000 square feet, mandatory zoning required of all land within 250 ft. of water bodies, minimum zoning standards were set and subdivision regulations were established. Sewage plant operators are now required to be licensed. Funds were provided for the systematic inventory of soils. A bond issue to provide for better sewer systems to protect the health of people in municipalities was passed by the 103rd Legislature.

Administrative action taken by Governor Curtis towards preventing further damage to our environment includes the creation of the Governor's Task Force on Maine Environment which proposed legislation concerning site approval by the E.I.C. and other conservation legislation, and the Coastal Advisory Task Force which is assisting in the formulation of the Maine Coastal Plan.

The State Planning Office is developing the Coastal Plan which will provide a land use study and propose alternative suggestions for the future of the Maine Coast through compatible and multiple uses of the coastal zone.

Proposed Activities:

- Establish a policy of systematically acquiring suitable land for public use at frequent intervals along the Maine Coast and at points on the shores of lakes near major highways.

- Undertake a complete review of all present open space lands now available for public use or preservation in their natural state, and identify present trends in amounts of open space lands having particular potential for public use or natural preservation.

- Implement land-use recommendations of the Maine Coastal Development Plan, now in progress.

- Prohibit, through statute, major building or recreational development on classified flood plains.

- Employ easements and tax deferral techniques to insure that particularly desirable open space land under private ownership remains in its natural condition.

- Adopt mutually compatible land use and taxation policies to control development in presently undeveloped land areas.

- Integrate solid waste redistribution with sewage sludge disposal, animal waste disposal, and reclamation of borrow pits, mines and other areas.

- Accelerate planning and controls for both public recreation, commercial and industrial development along the coastline.

- Provide for flood plain zoning to include zoning along river banks, lakes, ponds, and oceans.

- Strengthen the Site Location Law to include property of less than 20 acres, and to include public as well as private land, gravel pits, and power lines.

- Institute programs to place the burden from proper disposal or replacement of non-degradable containers and products on the manufacturer rather than on the individual or the State.

- Ban all open dumps in the state in the near future.

- Coastal shore and inland erosion should be controlled by proper land management practices and, where necessary, corrective structures.

- There should be reasonable constraints placed upon extractive and other heavy industries in order that land not be permanently destroyed.

- Create a system of regional dumps assisted by the State.

- Require a company extracting sand, gravel, clay, loam, etc., to post a bond to insure site rehabilitation.

- Develop coherent land use controls tending to preserve the recreational potential of Maine.

Objective #2:

Increase any efforts and activities that will prevent further pollution of the air and free it from all present contaminants.

Accomplishments:

Action taken to prevent further pollution of Maine air includes several laws passed by the 103rd, 104th and 105th Legislatures.

Legislative action broadened the power of the then Environmental Improvement Commission to include air pollution. This act gave the Commission the power to set emission standards and ambient air quality standards for regions and sub-regions in the State.

The 104th Legislature passed a law to prohibit the use of motor vehicles not having an air pollution control system in working order, and a law exempting water and air pollution control facilities from sales and use taxes.

The 104th also created the Pesticides Control Board to regulate the use of pesticides.

Proposed Activities:

- Prohibit throughout the state the discharge of pesticides, herbicides, fungicides, and other chemical materials, deemed potentially hazardous to public health or to the natural environment into the air.

- Change air pollution regulation so that the problem can be attacked on a statewide basis, thus avoiding the necessity for detailed local studies now required.

- Allow the E.I.C. to license existing sources of air contaminants.

- Enforce the law prohibiting open dump burning.

- Enact legislation designating specifically acceptable levels of noise pollution under various sets of residential, industrial, and ecological conditions.

- Finance demonstration projects to evaluate use of pesticides and other means of insect and disease control needed for crops.

- Enlist the firm support of businessmen and municipalities in purifying the air and water by providing attractive revenue bond financing for the construction of all necessary purification plants within the state.

Objective #3:

Discontinue pollution of Maine's waterways.

Accomplishments:

In the recent past much has been done to prevent the despoilation of Maine's water resources. The State, through legislative and administrative action, has taken action to prevent further pollution, which has been complemented by the activities of the approximately one hundred conservation and civic groups which have been established throughout the state.

Laws passed by the 103rd, 104th and 105th Legislatures provided incentives for controlling pollution, and created groups to advise and make recommendations. Incentive legislation consisted of the passage of the law authorizing grants and interest free loans for planning pollution abatement facilities. Another incentive measure was a provision for sales and use tax exemption for these facilities.

Water pollution control laws were strengthened. Specifically, such legislation included state control over oil and gas exploration, the requiring of bonds to ensure that waste discharge does not violate the classification of any waterway, and the prohibition of discharge of waste without giving it necessary treatment to protect the water. In addition to this, much has been done to up-grade the classifications of Maine waterways. Approximately 15 rivers and bays have been up-graded in the last four years.

The 104th Legislature created the Wetlands Control Board to restrict alteration of coastal marshes. The 105th Legislature empowered this board to set zoning standards for wetlands in areas where it is determined to be necessary. The deposit of sewage into coastal wetlands was also prohibited. The 103rd Legislature empowered the EIC to establish definitions and classifications of streams, and to enforce the unlawful disposal of waste which would lower the classification of the water, while the 104th Legislature gave the EIC power to regulate oil transfers and to collect damages for cleaning oil spills.

Measures regulating realty subdivisions and municipal regulations of land subdivisions are aimed at reducing pollution of the water bodies they are near.

The 105th Legislature enacted a law prohibiting log driving, storing, or curing in inland waters as of October 1, 1976, the discharge of mercury into inland or tidal waters, except in industries presently doing so, and selling or using high phosphorous detergent after June 1, 1972.

Governor Curtis created several committees to advise and make recommendations on areas of water pollution. Among these groups are the Maine Task Force on the Environment, the Coastal Advisory Task Force, and the Governor's Pollution Abatement Committee.

Proposed Activities:

- Enact legislation to preserve intact as much as possible of the fresh water and salt water marshland remaining in the State.

- Seek classification of several waterways or ports of waterways in Maine as "wild rivers" under the Wild and Scenic Rivers Act of 1968 (P.L. 90-542).

- Require fishway construction around obstacles when studies show that no biological damage would result.

- Zone generally commercial and recreational development on or near coastal beach areas, and prohibit specifically any major building structures within primary or secondary dune environments.

- Enforce laws regulating minimum lot sizes in unsewered and unwatered areas.

- The Great Pond Act now incorporated as part of the environmental law should include similar controls over other water bodies.

- Enact a combination of user fees and effluent charges applied to all discharges of water-borne commercial, industrial, and municipal wastes so that (1) intercommunity water systems can be operated adequately, and (2) that financial incentives can be offered to control pollution.

- Encourage sewage treatment plant operator courses at the Vocational Technical Institutes.

- Upgrade existing class "D" waters to class "C".

- Bar the discharge of heavy metals and toxic substances in quantities that will result in biological damage.

- Require all vessels equipped with sewage facilities to have holding tanks of a design approved by the DEP. Set a time table for older vessels to meet these requirements, but prevent the sale and registration of vessels without the proper equipment.

- Provide an absolute restriction on dumping of effluent into lakes and streams with drainage areas under 10 square miles, determined by latest available USGS maps.

- Contact proper agencies to see if controls to assure improved construction of oil-carrying vessels can be required.

- Provide for attaching personal liability to tanker personnel for negligence resulting from spills.

- Provide a safe routing system for tankers in the Gulf of Maine.

- Prohibit water quality standards from being lowered beyond the already existing quality determined at the time of testing.

- Prohibit offshore drilling in the State of Maine until adequate spill safeguards have been developed.

- Complete and update the State's geological survey, and inquire into the technique of undersea mining and oil prospecting.

- Develop and perfect a solid waste disposal program so that pollutants are decomposed by safe means or confined to safe areas.

- Full support should be given to the Department of Environmental Protection to insure compliance with the mandatory pollution abatement program by 1976. As a strategy, the use of effluent charges should be considered.

- A high priority in public investment should be accorded to funding water pollution abatement programs of municipalities and other public organizations as well as advising and assisting private concerns to clean up.

- Assure, by adding proper capabilities to the Department of Environmental Protection staff, that the means to give to municipal, industrial, and other organizations in need of technical advice in environmental matters all the assistance possible without infringing on those functions ethically belonging to consultants.

- Define, if possible statutorily, thermal specifications for the various classifications of tidal and fresh waters. If a numerical specification cannot be arrived at, then a statutory statement which would define a policy satisfactory to the Environmental Protection Agency, thus enabling Maine to have an approved program, should be introduced.

Objective #4:

Prevent careless activities and practices which in any way detract from Maine's natural beauty.

Accomplishments:

The past three Legislatures increased the powers of the DEP, the Attorney General's Office, the Wetlands Control Board, and the Maine Land Use Regulation Commission to enforce laws pertaining to the prevention of all areas of pollution in Maine.

Proposed Activities:

- Give the Department of Environmental Protection power to condemn junked machinery, and the right to remove it from its location.

- Enlarge the Governor's Task Force on the environment to include additional technical experts on environmental problems drawn from the various branches of the University of Maine.

- Establish with the Department of Environmental Protection the means to provide on-going technical advice and services to industry, municipalities, private individuals, and State agencies concerning environmental pollution.

- Study the possibility of abolishing the use of harmful pesticides.

- Adopt heat standards at least comparable to those required by the Federal government.

- Include municipal, state, non-commercial, and public utility projects under the Site Location Statute.

- Limit manufacture and distribution of household detergents to L.A.S. (biodegradable) type containing not more than 8.7% phosphorus by weight. (Explanation: This is approximately the same as has existed since 1971.)

- Charge, within the Department of Environmental Protection, an Information and Education Officer (already provided for) to produce informational data for outside organizations and to absorb and distribute data from other departments or sources that may be of interest to the DEP.

Goal II:

Rehabilitate, as soon as possible, those land and water areas of the State which have been fouled by industrial, commercial, municipal, or private actions, and ensure, through statute, that in the future such degrees of despoilation of the land, water, and air is not allowed.

Situation:

Since the problem of the occurrence of pollution has only recently been attached, the problem of rehabilitating the land, water, and air from its impact has received much less attention.

Objective #1:

Rehabilitate, through technical assistance, funds and encouragement, those lands in Maine marred from previous misuse.

Accomplishments:

The 104th Legislature enacted a bill to require the filing of a reclamation plan for all mining activities with the exception of surficial mining.

Proposed Activities:

- Enact a Surficial Materials Conservation Act to cover the extraction of sand, gravel, clay, loam, etc., that would require the extracting individual or company to post a bond to insure site rehabilitation.

- Rehabilitate, through a special mix of state and private funds, land areas within the state which have mined extensively in the past.

- Eliminate, as much as possible, open dumps and open dump burning in Maine, and require that wherever such dumps are permitted and are exposed to the public, they be fenced in as are junkyards.

- Establish strict controls on the growing problem of random disposal by industries and individuals of non-biodegradable containers such as aluminum cans and plastic bottles.

- Require the rehabilitation of junked automobiles not being utilized by auto parts dealers and scrap metal firms, and prohibit specifically the private disposal of automobiles.

- Employ the Maine National Guard in its training sessions to rehabilitate and fill many of the abandoned pits that exist in Maine.

Objective #3:

Restore Maine's polluted waterways to their natural status.

Accomplishments:

The 103rd and 104th Legislatures passed bond issues to provide funds for the pollution abatement effort. The $50 million bond issue passed by the 104th Legislature and the Maine people was the largest bond issue ever passed in the State. This amount and that passed by the 103rd Legislature provided $60,000 million for pollution abatement within a two-year period. These funds have provided for the building of approximately thirteen water pollution abatement facilities.

Many other efforts are being made to clean up the water in addition to the cessation of further pollution. Private groups, children, etc., have taken it upon themselves to begin to clean and preserve Maine's waterways.

Proposed Activities:

- Continue and increase the present project of planning long-range rehabilitation of the waters of four river systems within the State: the Penobscot, Kennebec, Androscoggin, and Presumpscot.

- Prevent, through statute, raw sewage and other waste waters from private homes being discharged directly into lakes, ponds, rivers, or the ocean.

- Revise State matching grant formula for sewage treatment works to 25% of the total costs of such projects in accordance with the 1966 revisions in the Federal Water Pollution Control Act thereby putting more of the burden on municipalities.

- Provide as an interim solution of present litigation a rotating fund for the clean-up of oil and toxic substances for inland waters.

- Restore and rehabilitate polluted waters to the extent that their possible uses best fit requirements of basin and sub-basin communities.

- Many other efforts are being made to clean up the water in addition to the improvement of discharges through the construction of external treatment projects.

- Continue and increase the present projects of long-range river basin planning to comprise all major basins within the state, priorities being based upon the need for initiating a plan. Provide direct control in the form of universal prohibition of private sewage disposal to lakes, to streams feeding lakes within a short distance and sensitive tidal areas.

HOUSING

HOUSING

Present Overall Situation

According to a recent study by the New England Regional Commission, there is a need for 65,000 new housing units in the State of Maine. The existing Maine housing stock in 1970 consisted of 398,659 units of which 337,000 were year round. 14,524 units were mobile homes. Average rental cost in state per unit was $71.00 per month. 69,374 year-round units were sub-standard.

In examining the existing stock and the widening gap between housing demand and housing supply is to review the housing "trickle down" process. Essentially, the trickle down process refers to the normal operations of the private housing market. It assumes that housing quality and costs are closely correlated with the housing resident's socio-economic status. As households experience an increase in incomes, they vacate their housing for improved and more expensive housing. The vacated housing is subsequently rented or purchased by a household from a lower socio-economic status, who is in turn improving his housing condition. While each move to a different house may represent an improvement over former residences, it can be seen that housing on the bottom of the scale is frequently old, deteriorated, and in the least attractive neighborhoods. This is the housing that has traditionally been occupied by the lowest income households.

The "trickle down" process is susceptible to many influences which impede its action. Primarily, it assumes a continuing supply of new construction which will be purchased by enough households from existing units to provide adequate vacancies lower on the housing scale. When new construction declines, or its costs increase substantially, these needed vacancies do not occur. The result is a back-up of housing demand at all levels. Deteriorating housing which is normally occupied by only low-income households, or which is left vacant because of its undesirable quality, is increasingly occupied by moderate-income households who cannot afford or locate better housing.

Housing Obstacles in Maine

a) economic poverty

b) the absence of a rural growth policy

c) the scarcity of financial resources for allocation in rural areas and/or the under-utilization of available funds

d) the scarcity of trained personnel to effectively deal with rural problems of housing and poverty

e) desire by the middle-class rural residents to maintain the status quo

f) inability of public agencies in rural areas to coordinate resources, programs, and personnel

g) the rural condition itself, i.e., widely scattered population, small communities, little massing of resources

MAJOR POLICY

ASSISTING IN CREATING A SITUATION WHICH WILL ENSURE THE ADEQUATE AVAILABILITY OF DECENT HOUSING WITHIN THE ECONOMIC REACH OF ALL MAINE PEOPLE.

GOAL 1:

Establish housing production in sufficient volume to meet the needs of Maine people.

Situation:

Maine's housing production is not sufficient to meet her needs. The 1970 Census showed Maine with the lowest percentage of sound housing in New England. Costs of construction in both material and labor have increased at a rate outstripping even the general inflationary spiral of the 1968-71 period.

A major coordinated effort to change the housing situation has only recently been started. The creation of the Maine State Housing Authority, the emphasis of the Federal Department of Housing and Urban Development, and the efforts of the State Office of Economic Opportunity have been turned to solving the complex housing problem.

Objective #1:

Encourage the housing industry to demonstrate new concepts and techniques providing moderately priced housing.

Accomplishments:

The State Housing Authority has established a demonstration project in Augusta consisting of 20 sites for single detached units of moderately priced housing. Sixteen different builders have constructed or are now constructing homes on these sites.

Proposed Activities:

- Establish, adjacent to the current demonstration project, a 108 unit multi-family demonstration project.

- As funds become available, build other demonstration projects around the State.

- Study ways to reduce the cost of construction materials.

- Encourage the use of Maine resources.

Objective #2:

Provide data and evaluation which will assist State, regional, and local planning units, as well as the housing industry, to analyze the existing housing picture and forecast changes which will necessitate adjustments in the future.

Accomplishments:

In December 1968, the State Planning Office published Housing in Maine: A Preliminary Report and Legislative Program. This report set forth the conditions, special problems and possible solutions including State actions which prevailed at that time. One suggestion was the formation of a "State Housing Authority." This was accomplished in the 104th Legislature.

In 1970, the State Planning Office, in consultation with the State Housing Authority, published an Initial Housing Element which outlined the planning program for housing in Maine.

The Housing Authority has submitted to the 105th Legislature a report on the Implements to the Construction of Low Income Housing in the State of Maine.

Proposed Activities:

- Update the Housing Element to reflect the changes in the past year as well as the more recent census data.

- Utilize 1970 Housing Data as it becomes available from the U.S. Census Bureau, with a system for annual updating of readily available statistics which is being developed.

- The State Planning Office should undertake a study of general demographic characteristics of Maine population with projections for the future.

GOAL II:

Secure private and public financing and federal supplements to bring adequate housing within the reach of the groups who are not being served by any existing program.

Situation:

Per capita income in Maine is below the New England average. A significant portion of Maine's population is not economically capable of purchasing adequate housing without some type of assistance. One of the major functions of the State Housing Authority has been to qualify for and use Federal programs which aid low and moderate income people. The Housing Authority has also worked with private lending institutions to make them aware of the new Federal programs and seek their aid in making more money available for loan to those in need of housing.

Objective #1:

Establish the apparatus for making applications for receiving and utilizing all available federal subsidies in conjunction with private institutions.

Accomplishments:

The State Housing Authority has generated a total of $15,000,000 in Federal aid. The Authority has established a working relationship with the Federal Housing Administration, the Farmers Home Administration. Through negotiations with these agencies the Housing Authority has been granted quotas for 235, 236 programs.

Proposed Activities:

- Sell $20 million in bonds.
- Continue to apply for Federal funds.
- Promote the use of home mortgages in State of Maine Trust Fund portfolios as outlined in Treasurer's Report of 1966.
- Continue to secure the necessary local involvement of local government, local banks and potential local producers and developers of housing.

- Continue to encourage Maine banks to administer more Federal assistance programs.

Objective #2:

Establish a home demonstration program and a clearinghouse service to introduce the general public to the State and Federal aids which are available.

Accomplishments:

This is a relatively new project, and little has been done in this area.

Proposed Activities:

- Publish and distribute materials providing information on available State and Federal aids.

- Provide technical advice on financing to the public.

- Through the use of innovative construction techniques and innovative finance techniques the State Housing Authority should examine ways in which the cost of homes will be lowered.

GOAL III:

Provide that housing construction will meet both the needs of the consumers and the Maine environment.

Situation:

Approximately 62% of the State population lives in municipalities, the majority of which do not have housing codes or zoning requirements. Most do not have enough standard houses to meet the needs of the people. Therefore, some residents are living in substandard, inadequate housing.

Objective #1:

Increase efforts to conform housing construction to community plans, standards, and needs.

Accomplishments:

In the past few years the Legislature has increased controls over housing developments. These controls include regulation of the size of the land, and the requirement that all land with 250 feet of water be zoned.

The 105th Legislature did establish a statewide building code to facilitate the production of factory-built houses.

Proposed Activities:

- Give special attention to areas where overall community development planning exists with housing as an integral part of such plans.

- Give special priority from the State Housing Authority to communities which are willing to provide a leadership role in establishing locally a model housing program for surrounding communities.

- Establish and administer an industrialized building code as enacted by the 105th Legislature.

- Develop a strong program of regional and urban mass housing by the State Housing Authority.

- Provide a statewide housing code and comprehensive housing standards.

- Conduct a comprehensive analysis of local zoning and land use policies affecting housing production.

- Create staff planning capability in the State Housing Authority.

Objective #11:

Provide housing assistance, both technical and financial, particularly for the elderly and low income people.

Accomplishments:

The State Office of Economic Opportunity has a full-time housing consultant who is attempting to provide assistance to low income people.

Proposals have been presented to the Legislature to provide property tax relief for the elderly. This was not accomplished; however, some assistance was granted.

Proposed Activities:

- Provide a stimulation of rent and interest supplement programs for Maine's elderly and low income residents.

- Provide a full-time housing specialist at the State level to foster development of Housing programs for the elderly and low income people.

- Expand low cost public housing throughout the State.

- Provide property tax relief to those elderly who pay rent.

- Provide regionalized information and referral programs on housing.

- Encourage the State Housing Authority, Federal Housing Authority, Farmers' Home Administration, and private lenders to develop programs of low cost rehabilitation and modernization loans for the elderly and low income people.

Objective #III:

Extend housing assistance efforts to those living in rents.

Accomplishments:

Rent escrow legislation was proposed to the 104th and 105th Legislatures, but defeated both times.

Proposed Activities:

- Provide rent escrow legislation to allow tenants to pay rent into bank accounts when landlords do not make necessary repairs.

- Clarify the rights of tenants.

- Develop more rental housing throughout the State.

Goal IV:

Formation of Technical Assistance Organizations.

Situation:

There is presently a vast void in housing technical expertise and its delivery in the State of Maine.

Objective #1:

Form Areawide, Multi-county Housing Development Assistance Organizations.

The State should encourage the formation and finance the administration of Housing Development Assistance Organizations which would assist public or private local housing sponsors in developing housing programs. The Housing Development Assistance Organizations should encompass the newly designated planning districts and fulfill those 701 housing planning requirements as enumerated by HUD. Said organizations should be non-profit in nature and give priority to those programs that achieve the State's goal.

Financing

It should be the function of the State Housing Authority to finance those projects or programs developed by local sponsors and aided by the Housing Development Assistance Organization. Priority should be given to the public housing programs which have greater depth in subsidy in order to meet the needs of the people. The function of the State Housing Authority should be that of a financing vehicle.

Coordination

The State should coordinate the housing activities of various federal, state and local housing agencies, F.H.A. and Fm.H.A., so as to avoid duplication of effort. Statewide, semi-annual housing meetings should be conducted by the State Planning Office for all those involved.

Specific tasks, including the collection, analysis and dissemination of data related to housing, including estimates of future housing demand, should be delegated to the Housing Development Assistance Organizations as said agencies fulfill 701 planning requirements.

Tenant Selection and Sponsors

Approval of a tenant selection plan shall be a mandatory precondition to the S.H.A. making a loan or mortgage commitment to a local housing sponsor. Briefly, the purpose of a tenant selection plan is to establish criteria and procedures by which the tenant will be recruited and selected to assure that selection will be accomplished with fairness and with responsiveness to the needs and interests of the citizens and community in which the development will be located.

New State Housing Assistance Program

The State should initiate new housing programs through State legislation which would complement present federal programs. As a first step, the State should consider a rental assistance program for rent subsidies for low-income persons. It would allow the State or local housing authority to rent or lease private units and to pay a rent supplement to make up the difference in the agreed total monthly rent for the apartment.

Human Services

HUMAN SERVICES

MAJOR POLICY:

TO MAXIMIZE THE HUMAN CAPABILITIES OF THE PEOPLE OF THE STATE OF MAINE BY DEVELOPING, ORGANIZING, AND APPLYING THE HEALTH, MEDICAL AND SOCIAL SERVICES FOR THE PREVENTION OR AMELIORATION OF CONDITIONS DISADVANTAGEOUS TO THE ACHIEVEMENT OF INDIVIDUAL, GROUP OR COMMUNITY POTENTIALS.

Goal I:

Expand the general scope of services offered relating to health providing accessibility to health needs and services for all segments of Maine's population.

Situation:

Since Maine is basically a rural state accessibility and understanding of health services become difficult problems. The cost of medical care is extremely high, average hospital rate in 1968 was $54 a day. This is an added burden since per-capita personal income in Maine is low.

Only four counties in Maine meet their acute facilities need, two counties meet less than 50% of the need. Again only four counties have an adequate number of physicians, while some have less than one-third of what is needed.

Objective #1:

Define adequate physical health standards for all Maine residents — attempt to meet these standards and establish services and facilities that can be expected to search the achievement of such standards.

Accomplishments:

The rise in health levels and care in Maine has been assisted by the efforts of the State Legislature, private groups, the Department of Health and Welfare and the University of Maine.

The Legislature appropriated $698,749 to extend a drug and dental program, $6,987 to provide two additional caseworkers for the blind, and a continuation of the scholarship programs which sends medical and dental students to the University of Vermont and to Tufts University.

Proposed Activities:

- Establish medical diagnostic and treatment centers, and encourage better coordination and cooperation of hospital staffs and facilities to assist in geographic areas distant from acute care hospitals.

- Initiate new programs to retain and educate presently inactive nurses who could help begin to alleviate present packets of nurse scarcity.

- Attempt to incorporate the recruitment of low income people into efforts to develop paramedical positions.

- Ensure that no one can be refused emergency care, regardless of the financial situation.

- Equalize ratio of physicans to patients in every county in Maine.

- Provide incentives for more physicians such as increased loans and scholarships.

- Investigate the feasibility of a physician aide or medic program in Maine to help meet the critical shortage of physicians in rural areas.

- Provide more extensive out-of-hospital health care facilities.

- Provide emphasis on prevention care.

- Stimulate, through guarantees of low cost loans by state health facilities authorities, the building of extended and intermediate care facilities.

- Establish a model demonstration progressive-care facility for public assistance patients to be operated in conjunction with a medical center.

- Stimulate and assist communities in developing mental health and allied services and in obtaining operational support.

- Establish a program of regionalized medical clinics in rural areas with visiting paramedical teams.

- Study the feasibility of the use of mobile clinics.

- Assist the development of emergency medical transportation and service to local public agencies and governments needing such services.

- Improve emergency transportation and emergency medical service to meet patient needs.

- Develop competence in discharge planning and referral for patients requiring post-hospital care.

- Study means to prevent delays in care because of an insurance system that will not pay for preventive or ambulatory care.

- Study health insurance problems of low income people.

Objective #3:

Identify the major types of disease problems affecting the mortality, etc., of the people of the State.

Accomplishments:

Efforts have been successful in some areas of the State to put fluoride in the water.

Proposed Activities:

- Establish multi-phase screening units for the early detection of chronic diseases.

- Provide fluoridation of public water supplies where feasible to help overcome the dental problems of Maine.

- Provide greater stimulation for Maine students to pursue dentistry and other programs of training for dental hygenists.

Objective #4:

Achieve high levels of control of communicable disease.

Accomplishments:

Most Maine children and adults have been inoculated against polio.

Efforts are now underway to inoculate against rubella.

Proposed Activities:

- Expand the state-wide program of diphtheria, rubella and polio inoculations for Maine children.

- Require private laboratories to report positive laboratory results in communicable diseases to the Department of Health and Welfare.

Objective #5:

Reduce the frequency of interference of alcohol or drugs in human productivity.

Accomplishments:

Considerable effort has been made to curb the drug problem in Maine. Governor Curtis established the Inter-agency Commission on Drug Abuse to coordinate all state-level efforts to combat the drug problem. The Commission has initiated a two year plan for controlling drug abuse. In addition to this agency, support has been given to the State Drug Abuse Council for its efforts in this area, private groups such as Operation Crisis Inc., of Old Orchard have received financial aid to assist in their program.

The State has received $8,000 from the New England Regional Commission to assist in drug education programs. Federal funds have provided the Law Enforcement Planning and Assistance Agency with $32,500 for drug abuse programs.

The State Department of Health and Welfare has four staff people working on the rehabilitation of alcoholics referred to them from the courts.

Proposed Activities:

- Provide additional resources to appropriate State agencies to improve their drug abuse programs, with particular emphasis on programs of education and prevention.

- Continue State efforts to develop state, local, and regional councils on drug abuse.

- Plead for enlightened public understanding of the nature of the drug problem within the context of the larger issues confronting society.

- Develop a public education program to promote understanding of the drug abuse problem in all its aspects.

- Provide strong enforcement of laws to reduce the marketability of drugs and narcotics and to punish and restrict the activities of the pushers of drugs and narcotics.

- Do not let police forces be the sole or primary means for dealing with the drug abuse problem, since this is primarily a social problem.

- Continue to support the Inter-agency Drug Abuse Council.

- Enact an expanded treatment program for persons suffering from drug addiction.

- Increase grants to Community Mental Health Clinics for improvement of their drug abuse treatment and control programs.

- Provide half-way houses for alcoholics on a pilot project basis.

- Encourage the establishment of more rural Alcoholic Anonymous groups.

- Encourage local counseling through the State Division of Alcoholic Rehabilitation.

- Develop programs aimed at rural and isolated areas.

Goal II:

Provide, directly or through recognizing, encouraging and/or supporting the efforts of others, a comprehensive and coordinated system of care for those with mental health and related problems so that any person in the State of Maine, regardless of his economic condition, can obtain appropriate service of good quality for his mental illness or condition promptly and without arbitrary organizational barriers to obtaining such aid, and without any personal degradation or loss of his civil rights.

Situation:

The two state hospitals attempt to provide care for mentally ill adults with inadequate staff, in buildings which do not meet fire safety standards, and with resources inadequate for the statutorily assigned responsibility for care and treatment. The hospitals are only beginning to coordinate their efforts with community resources to achieve a unified and coordinated system of care. There are grossly inadequate services for mentally ill children, and no efforts at prevention.

Objective #1:

That the Augusta and Bangor State Hospitals be appropriately staffed and adequately housed in safe, comfortable, and adaptable facilities; that the hospital programs provide a variety of services appropriate for the difference in the mentally disabled seeking care; that individuals referred for care are proper candidates for the services provided by these institutions; and that admission is reserved for those whose personal needs for care can be met most appropriately by the hospitals.

Accomplishments:

Proposed Activities:

- Functional-geographical unitization of the two mental hospitals to provide a basis for relationship with community mental health care resources.

- Clearly define patient problems as a means of treatment and discharge planning, program effectiveness evaluation.

- Promote the application of new methods of care and insure that staff participate in continuing education.

- Develop an active collaborative relationship among the department, the institutions and community mental health resources.

- Insure that all patients enjoy all possible personal and civil rights and that the "least restrictive alternative" is applied to patient freedom and right to individuality.

- Maintain a patient oriented approach in treatment and administrative programs.

- Establish a foundation to promote and support research in human development and mental disease.

- Screen the gieatric patient so that those with masked depression may be treated and returned to the community.

- Develop one or more psychiatric teams capable of accomplishing with a high degree of proficiency of caring for the acute, chronic, and geriatric patient.

- Develop custodial care units for the geriatric and other chronically ill patients who cannot be returned to the community to function independently.

- Remotivate the elderly patients toward living by encouraging them not to become withdrawn, by making them feel they are members of a community and by giving them a daily work-relax routine.

- Expand the Social Service Departments of the State hospitals so that they may be more active in returning partially rehabilitated patients to the community and making arrangements for their rehabilitation to continue in the community.

- Develop a program of continual evaluation of the effectiveness of the State hospitals.

- Develop relationships with the University of Maine where the hospitals may, without jeopardizing its primary mission, offer services and training in certain specialities, and where the hospital may benefit by the stimulation provided by these relationships.

- Establish liaison with mental health services available in the community in order to provide continuity of service to patients referred from the community, and in order to assure follow-up and after-care of patients returned to the community.

- Provide funds and additional employees to allow a 40-hour week in institutions.

- Change the rigid legislative restriction on the number of employees to a flexible number of employees rigidly based on appropriated funds for personnel.

- Review Personnel Department policies regarding the educational advancement of employees in all rehabilitation agencies.

- Provide wage increases commensurate with new or advanced training of personnel.

- Develop specific plans that will encourage and provide incentive to non-professional personnel to upgrade their educational status.

- Expand the use of qualified volunteers in all State hospitals.

- Encourage insurance companies to expand coverage for care of mental illness.

- Remove discriminatory provisions in public assistance laws pertaining to the mentally ill.

Objective #2:

Provide a statewide network of mental health services offering the full range of comprehensive care within reasonable access to every Maine resident.

Accomplishments:

In the past ten years, from a beginning of four small mental health clinics, there are now four community mental health centers providing a full range of community centered and controlled mental health care, and four additional partially functional centers. Financial and program stability are still to be realized, as well as means of assessing effectiveness, and the provision of preventive services.

The 104th Legislature appropriated $115,000 for a Community Mental Health Program in Maine.

The Committee on Employment of the Handicapped and the Legislative Advisory Committee on Rehabilitation were created and continued to assist in the area of mental health in the State.

Proposed Activities:

- Provide increased and stable financial assistance from state resources.

- Provide technical and specialized assistance to the hospitals from staff of the Bureau of Mental Health or from consultants.

- Centralized professional recruitment assistance.

- Establish and enforce operational and professional standards set for the state hospitals.

- Develop methods of assessment of program effectiveness, based on a system of defined goals and objectives, correlated with a data collection system for the Bureau of Mental Health within the Department of Mental Health and Corrections.

- Correlate regional mental health with comprehensive health care and human services planning.

- Promote the maximal utilization of Federal funding resources in the expansion of services offered by the State.

- Strengthen community and regional programs so as to reduce to a minimum the need for institutionalization of people and the loss of freedom and dignity which institutionalization necessitates.

- Establish that mental health and related agencies extend services to outlying communities providing clinical services, or by arranging visiting transportation.

- Develop a local mental health information resource to direct people with mental health problems to the services they need.

- Provide more research money for the Bureau of Health within the Department of Mental Health and Corrections.

- A hospital for residential care of emotionally disturbed children should be made available in the Bangor Area.

- Make provisions for traveling clinics where permanent clinics are not feasible or practical.

Goal III:

Assure that all people have available the means and resources by which their economic, social, and physical needs for living in reasonable standards of health and comfort may be met.

Situation:

Presently there are a great many people in Maine who totally or partially depend on the State for some financial assistance. The needs of these people must be met either through financial assistance or technical assistance.

Objective #1:

Provide financial and technical assistance that will assist those people who are dependent on the State in maintaining a decent, comfortable standard of living.

Accomplishments:

Aid to Dependent Children has increased in the past four years along with the caseload.

	1966-67	1969-70
Caseload	5,322	7,755
Average Monthly Payment	$111.26	$129.68

Many steps have been taken to increase this aid, to give aid to children of unemployed fathers, and to increase the medical assistance for these needy, but all failed.

State assistance to the elderly in Maine has increased in the past four years:

	1966-67	1969-70
Caseload	10,299	10,492
Average Monthly Payment	$53.66	$61.76

In addition to the increase in monthly grants, support has been given to the increase in Social Security payments.

The Governor's Committee on Aging initiated a comprehensive survey of the elderly's needs and recommended a program relating to these needs. A medicaid program which would have assisted the elderly with their medical problems, and a property tax relief program which would be of immeasurable assistance were proposed, but rejected.

State Assistance to the Blind has increased:

	1966-67	1969-70
Caseload	226	222
Average Monthly Payment	$74.02	$87.75

Aid to the Disabled has increased along with the caseload.

	1966-67	1969-70
Caseload	2,294	3,383
Average Monthly Payment	$72.15	$91.50

Proposed Activities:

- Expand the public assistance program of AFDC of UF by open-ending the appropriation of relief.

- Extend the State's Title IX, Medicaid Program, to cover all of the medically needy in Maine and include payments for drugs.

- Remove discriminatory provisions in public assistance laws pertaining to the mentally ill.

- Payments for aid to Dependent Children and aid to the aged, blind, and disabled should be based on an adequate budgetary standard.

- Provide property tax exemption for the elderly, who own or rent.

- Study the feasibility of combining Federal Old Age Assistance with existing State Retirement System.

- Develop and support programs designed to bring retired persons back into the economy and to increase, generally, their productivity and self-esteem.

- Ensure that the financial income of all Maine elderly people is adequate to meet their basic cost-of-living needs.

- Replace the present policy of granting widows only a portion of her husband's benefit by granting widows the full benefit available to her husband.

- Allow the recipients of Old Age Assistance to earn a greater minimum without having their benefits reduced.

- Make social security information more readily available to retirees and other elderly.

- Expand Child Welfare services to children services to children in regard to special assistance and voluntary placement.

- Provide better placement in foster homes for children who need it.

- Provide financial support and supervision for special care of children under age 18 with problems, without the necessity of commitment to child welfare.

- Provide social services to divorce court cases involving children.

- Provide nursery schools and child day-care centers in communities with many working mothers.

- Provide rural Day Care Centers where a family pays according to their means.

- Consider establishing a Big-Brother, Big-Sister volunteer program to assist children with social and environmental problems.

- The Division of Child Services should become more "prevention" oriented to some children before the need arises for committed services.

- Increase payments for foster care and efforts to develop day care undertaken.

- Strengthen the Governor's Committee on Employment of the Handicapped through adequate funding and staff.

- Reporting of all handicapped persons in need of rehabilitation services should become mandatory for State agencies.

- Mandatory reporting of all handicapped persons in need of rehabilitation services for State agencies.

Objective #2:

Provide financial and technical assistance to those people dependent on the State for financial assistance, yet who may have some income.

Accomplishments:

The bill presently before Congress that would provide for a minimum income will help solve this problem.

The 104th Legislature did appropriate $45,364 for caseworkers to work out of three area offices, and $59,159 for 14 new homemakers to assist in child care.

Proposed Activities:

- Transfer the responsibility of administration of general assistance from the municipalities to the State.

- Increase assistance payments and make benefits available to all low income families.

- Create a system in which general assistance payments would be made entirely by the State without regard to place of residence.

- Undertake plans for statewide implementation of the food stamp program.

- Expand homemaker services to cover all areas of the State.

- Allow the right of appeal for denial, or delay, of general assistance.

- Permit public assistance recipients to retain maximum amount of earnings available under Federal regulations.

- Devise procedures so that the method of payment be changed from the present practice of monthly payments to semi-monthly payments.

- Establish a state-wide general assistance program to be administered under the auspices of the Dept. of Health and Welfare.

- Expand surplus food variety to include more useful food.

- Increase public assistance grants to a level that enables recipients to avoid social and family deterioration.

- Revise the general assistance and pauper laws so that all individuals in need shall have their right to assistance defined, and have some rights, privileges, and immunities enjoyed by other persons.

- Support passage of federal legislation which will alleviate many of the problems relating to income, food, etc., of low income people.

Objective #3:

Develop and support programs designed to bring retired persons into the economy and to increase, generally, their productivity and self-esteem.

Accomplishments:

Considerable effort has been made to better the lives of Maine's elderly. The Governor's Committee on Aging, created to develop a program for the aged, completed a comprehensive survey of the elderly's needs and recommended an action program to meet these needs.

A Senior Citizens Coordinator and a Senior Citizens Corps were created in the Executive Department to develop programs for the elderly.

Five Regional Task Forces were created to study regional problems and operate programs. These programs are run by the elderly for the elderly.

State and Federal funds were allocated for the support of 80 Senior Citizen Centers.

Proposed Activities:

- Establish a Maine league of Arts and Crafts with several showrooms placed strategically throughout the State to sell senior citizen arts and crafts.

- Foster the development of such activities for the elderly as Golden Age Clubs, Friendly Visitory Program, Activity Centers, etc.

- Expand senior citizens multi-purpose centers to cover all of Maine and encourage them to expand their services.

- Offer more courses from the University of Maine and other institutions of higher learning appropriate to senior citizens.

- Establish a Maine Inter-departmental Council on Aging to further cooperation and assistance among State agencies offering services to senior citizens.

- Revise the current policies regarding the hiring, and also the mandatory retirement of older workers.

- Additional staff should be funded for the Community Services unit of the Maine Department of Health and Welfare for development specialists in the area of employment opportunities for older people.

- Utilize Maine's Education Television Network to provide information to elderly persons.

- Provide housekeepers to go into homes of such as elderly welfare recipients and do their marketing, laundering, cleaning etc.

- Multi-purpose senior citizen centers and other programs for elderly Mainers should be developed.

- Local mental health agencies should plan greater emphasis on services to the elderly.

- Greater stimulation of private efforts in the field of boarding homes should be undertaken by the State Housing Authority and other housing agencies.

- Replace present eight-food corridor regulations with a more realistic standard.

- Revise nursing home standards to place greater emphasis on care.

- Further stimulation of intermediate-care facilities must take place to adequately meet the needs of Maine's elderly citizens.

- Because of the exceptionally high proportion of persons age 65 and over in Maine's population, provision of more extensive out-of-hospital health care facilities must be provided to reduce rapidly increasing medical costs.

Goal IV:

Provide adequate and sufficient services to the public offender which will result in his successful reintegration into society; these services are to take place in the community when possible or, when public safety is a factor, in an appropriate institution.

Situation:

The five state correctional institutions typically confine about 900 men, women and children on any one day and serve approximately 2,000 different clients in the course of a year. The probation and Parole Division supervises close to 2,400 cases daily, with almost 5,000 different clients served in a period of 12 months. These figures do not include those in county jails or local lockups. The public offender exists in Maine, and is a very high taxconsumer. Reading the above goal would reverse the picture, making the offender a taxpayer, contributing to his community.

Objective #1:

Give comprehensive leadership, support, guidance and coordination to all institutions and divisions responsible for treating offenders through the Bureau of Corrections of the Department of Mental Health and Corrections.

Accomplishments:

The Bureau of Corrections secured its first director as a new Bureau early in 1966. Since that time there has been a new Director on three occasions; it is hoped that with continuity of philosophy and procedure that real objectives can be realized.

Proposed Activities:

- To plan and implement a "strategy of change" for a predominantly community-based correctional system.

- To develop a bureau organization with a high capacity for achieving change while still retaining required stability and effectiveness.

- To develop managerial and executive skills of leadership within the Bureau so that all activities are effectively coordinated toward a common goal.

- To establish policies and procedures on a Bureau level which are consistent with civil rights, dignity of the individual and humane treatment of those in our care.

- To conduct a statewide comprehensive survey of state and county correctional facilities and programs to bring forward factual information and data concerning the status of the physical plants and programs being operated.

A. An analysis of its statutes, policies, rules, regulations dealing with the correctional system.

B. Analysis and evaluation of the correctional programs now in existence.

C. Establish specific needs as they relate directly to the required corrective actions of the correctional system.

D. Analyze and identify alternate approaches to meet or most nearly meet stated needs.

- To review and update the standards and guidelines for county jail facilities.

Objective #2:

Conduct as much of the correctional process as possible in the community rather than in institutions.

Accomplishments:

Probation and Parole services need much more staff to give realistic and needed supervision; work release and furloughs have increased in the most recent years and halfway house opportunities are now only available to women and girls.

Proposed Activities:

- Increase and improve probation services to adults, to allow caseloads for more adequate supervision and to give more opportunities for service to the courts prior to sentencing.

- Expand parole opportunities for adults, making the requirement of parole consistent with typical community expectations, realistic caseload for officers and supporting services in the community.

- Expand the use of the work release, furlough and rehabilitation statutes wherever feasible, while still protecting society, to the more effective treatment of the offender.

- Enlarge and expand the existing halfway house programs to include men and boys.

- Review release and pre-release procedures and policies of all institutions.

Objective #3:

Develop, maintain and use extensive community based employment, training and education programs for all offenders.

Accomplishments:

The rapid increase of vocational and academic programs is noted in all institutional programs. This could be enriched by more community participation for individual and expanding services to probationers and parolees.

Proposed Activities:

- Continual review of existing programs and careful evaluation of new programs at all institutions to measure effectiveness and avoid duplication of services already available to the offender in the community.

- Develop and encourage integrated and coordinated programs with both public and private employment resources, for better job opportunities for the offender.

- Develop realistic supporting services and supervision for the offender to enable him to succeed in the community.

- Consistently review academic and vocational programs within institutions to assure they are geared to community requirements and needs.

Objective #4:

Develop state-wide youth services for more effective treatment of the juvenile offender.

Accomplishments:

Service to juveniles is fragmented; with boys and girls having a different quality and quantity of supervision leaving the institutions and only a few probation alternatives available prior to commitment.

Proposed Activities:

- Separate adult probation and parole from juvenile and youth after-care and probation services.

- Merge all community oriented employees now working for the Bureau of Corrections into a single, operating youth services division. (This involves aftercare workers at Boys Training Center, some Probation Parole Officers, some social workers, etc.)

Objective #5:

Provide maximum opportunity for staff recruiting, training, education and development.

Accomplishments:

The universities, up to now, have not involved themselves in the field of corrections. Both pre-serve and in-serve training has been the responsibility of individual institutions and divisions. There is little incentive potential within current State Department of Personnel policies.

Proposed Activities:

- Increase involvement in a curriculum for corrections at the university level, leading to AA or BA degree.

- Encourage present staff to participate in such programs (by promotion opportunities, scheduling, educational leaves, etc.)

- Upgrade both pre-service and in-service training for all staff in all divisions of the Bureau.

- Continue development of staff knowledge and skills by participation and attendance at appropriate seminars, conferences, institutes and meetings.

Objective #6:

Encourage citizen involvement in corrections.

Accomplishments:

Individuals and organizations are becoming much more interested in the offender on a routine information basis, as well as the typical crisis periods.

Proposed Activities:

- Support development and growth of the statewide volunteer program.

- Creation of an Advisory Committee on Corrections.

- Involve community organizations and individuals in institution programs.

- Encourage and support more phases of institution programs to take place in the community.

Goal V:

Provide, directly or indirectly through reorganization or the supporting of the efforts of others, a comprehensive and coordinated service system that responds to the needs of the mentally retarded and their families.

Situation:

With the establishment of the Bureau of Mental Retardation as a separate entity from the Bureau of Mental Health, recognition was given to the fact that the needs of the mentally retarded cannot be met within what is generally considered the intent and purpose of a Mental Health Program. Further, due to the diversity of the needs of the mentally retarded as well as the number of agencies serving the mentally retarded, it was intended for the Bureau to serve as a liaison, coordinator and consultant to other State and local agencies serving the retarded rather than as a provider of direct services.

The Bureau of Mental Retardation was staffed with its first Director in April 1970. The major emphasis over the past year has been to identify present and potential services for the mentally retarded and develop comprehensive regional and State service system plans for the mentally retarded. The Bureau, although engaged in a change process, retains major responsibilities to maintain appropriate programs and to terminate others only when appropriate alternatives are available.

Objective #1:

Pursue the development of state-wide services for the mentally retarded who are or will be under the jurisdiction of the Bureau.

Accomplishments:

The Elizabeth Levinson Developmental Center has been completed and will serve as a residential facility for the severely and profoundly retarded. Initial steps have been taken to implement the Guardianship Law. The Bureau of Mental Retardation was designated by the Governor as the sole State agency for administration of the Developmental Disabilities Services Plan. State-wide service system planning for the mentally retarded and individuals afflicted with cerebral palsy or epilepsy has been initiated by the Bureau through the use of Federal funds.

Proposed Activities:

- Through reorganization, implement a community based state-wide aftercare program for individuals under the jurisdiction of the Bureau through the Guardianship Law or as a result of residential care.

- Regionalize the two State residential facilities, with the Levinson Center serving north of Augusta and Pineland the remainder of the State, with each center providing appropriate short and long term programs for the severely and profoundly retarded individuals.

- Pursue the development of highly specialized single state-wide programs at Pineland for such groups as the blind retarded that require residential programs and are not appropriate candidates for the Levinson Center.

- Consider the feasibility of developing a pediatric program at Pineland.

- Consider the feasibility of developing a program for those retarded delinquents and offenders who may be more appropriately served within a mental retardation program rather than within a correctional program.

Objective #2:

Pursue the development of integrated regional service systems involving diagnosis, evaluation, treatment and aftercare for the retarded.

Accomplishments:

Through the use of Federal monies a survey of agencies serving the retarded or with the potential to serve the retarded within each of the five mental retardation regions have been accomplished and regional service planning has been initiated. Mental retardation regional coordinators, supported by Federal grants, have been placed in three of the mental retardation regions (Bangor, Waterville, and Lewiston). The Presque Isle facility has been completed and will serve individuals requiring residential accommodations while attending the Central Aroostook Opportunity Training Center or academic school. Initial plans have been made with the directors of five of the Mental Health Centers to have their agencies serve as the focal agency for many of the following proposed activities.

Proposed Activities:

- Develop, within the next year, comprehensive regional and state-wide mental retardation service system plans.

- Develop methods for evaluating both regional and state-wide services for purposes of efficiently utilizing the resources of the Bureau.

- Staff the remaining mental retardation regions with coordinators to serve as local or community extensions of the Bureau for the purpose of developing and coordinating regional services for the retarded.

- Pursue the development of a coordinated evaluation and prescriptive follow-up system between the pre-school clinics and the Mental Health Centers.

- Pursue the development of programs which utilize the Mental Health Centers as the regional referral and outpatient centers and for pre-admission, placement and follow-up programs for the two State residential centers.

- Explore the feasibility of establishing a pre-school diagnostic and evaluation clinic in Aroostook County.

Objective #3:

Pursue the further development of appropriate domiciliary and housing programs for retarded individuals who are unable to live in their natural homes, or must leave their home in order to receive services, and are not appropriate candidates for the State residential centers.

Accomplishments:

The Presque Isle facility, operated by the State, and the Ingraham House, operated by Abilities and Goodwill, provide living accommodations for retarded individuals requiring such while attending educational and/or vocational rehabilitation programs. There is an ever increasing number of boarding and nursing homes providing services to those retarded individuals who require living accommodations and who are not appropriate candidates for the two State residential facilities.

Proposed Activities:

- Continue efforts to obtain State, local, and/or Federal monies for the purposes of developing community supported and operated group homes and halfway houses.

- Continue to explore methods to assist private boarding and nursing homes in their efforts to establish recreational and other appropriate programs for their retarded clients.

- Develop Program standards to supplement the Health and Welfare standards for those boarding and nursing homes providing services to individuals under the jurisdiction of the Bureau.

Objective #4:

Pursue and/or assist in the further development of educational and training programs for the mentally retarded.

Accomplishments:

Through the efforts of the Department of Education the number of classes for the educable retarded have increased over the past eight years from approximately 60 to approximately 200. In addition, 30 work study programs at the high school level will be in operation this fall. Through the efforts of private agencies, with partial grant-in-aid support, approximately thirty-two (32) private programs, in addition to public school programs for the trainable have been established. The University of Maine-Farmington has established the state's first two year program for teachers of the trainable child.

Proposed Activities:

- Pursue mandatory education legislation for the handicapped and the supportive services (e.g., group homes) to allow appropriate regionalization of educational programs.

- Pursue a policy which requires educating the retarded within an integrated program when appropriate.

- Continue, in conjunction with the Department of Education, to determine the feasibility of further developing standards for the staff and programs of the special education classes.

- Continue in a cooperative effort with the Bureau of Vocational Rehabilitation to further development of the five community vocational programs as well as the program at Pineland.

Objective #5:

Pursue the further development of programs for retarded individuals who are neither eligible nor appropriate candidates for present educational and training programs.

Accomplishments:

Through the cooperative efforts of the Department of Health and Welfare, the Bureau and other agencies, monies have been made available to private agencies for the purpose of establishing day care centers for the retarded in Bangor and Lewiston. The Presque Isle facility will conduct a day care program. Post-school sheltered work programs, for a limited number of individuals, have been established by private organizations with partial support through grant-in-aid.

Proposed Activities:

- Pursue, in conjunction with the 4-C agencies and the Diocesan Bureau of Human Relations, the development of additional pre-school and day care centers for the retarded.

Proposed Activities:

- Continue with efforts to obtain Federal monies to support sheltered work activities programs for the adult retarded who are not appropriate clients for vocational rehabilitation programs.

- If mandatory education legislation is passed, pursue, with the advice and consent of the Associations for Retarded Children, the feasibility of utilizing their present facilities for pre-school, day care, and post-school programs.

Objective #6:

Develop informational and educational programs for professionals and the public concerning the needs of the retarded and the methods employed to meet these needs.

Accomplishments:

Through a cooperative effort between the Department of Education and the University, a number of academic programs are made available to teachers of the retarded. Pineland conducts a number of workshops for specialized groups such as parents of physically handicapped retarded children and boarding home operators.

Proposed Activities:

- Pursue the development of formal and informal educational and training and educational programs at the Levinson Center and Pineland for the general public and individuals involved in or concerned with programs for the retarded.

- Develop an identifiable core of consultants among the present staffs at the Levinson Center and Pineland whose services would be available to individuals and agencies throughout the State.

- Pursue the further development of the relationships between the academic institutions and the two State residential facilities. This would include internships, practicums, joint-appointments, etc.

Objective #7:

Pursue policies that support the position that mental retardation in and of itself is too rarely sufficient reason for institutionalization.

Accomplishments:

Through legislative intent, the establishment of the Bureau provides a mechanism for encouraging alternatives to institutionalization through its responsibility for planning, promotion, coordination and development of a complete and integrated state-wide program for the mentally retarded. Initial steps have been taken to identify services and develop a plan for coordinating these services. Initial negotiations with a number of agencies have resulted in not only a greater awareness of the need for additional community services but also an increase in these services.

Proposed Activities:

- Pursue the aforementioned "proposed activities" in order to obviate the need for institutionalization of mentally retarded individuals who should or could receive services in the community.

- Support the development of admission policies of the two State facilities which are consistant with the intent and purpose of residential care for the retarded and reflect the general and unique needs of the retarded individuals in Maine requiring such care.

- Continue to pursue the development of alternatives to institutionalization.

Manpower

MANPOWER

MAJOR POLICY:

CREATE A FIRM STATUTORY AND ADMINISTRATIVE BASE TO INSURE THE RIGHTS OF THE WORKING MAN, TO IMPROVE WAGE LEVELS, TO PROTECT FROM THE HAZARDS OF OCCUPATIONAL ILLNESS OR ACCIDENT, TO ASSURE JOB OPPORTUNITIES, THE RIGHT OF BARGAINING COLLECTIVELY, AND TO RECEIVE COMPETENT ASSISTANCE IN JOB PLACEMENT AND EMPLOYMENT SERVICES.

Goal 1:

Provide State laws supplementing Federal coverage to guarantee every employee a minimum wage, security of compensation in case of sickness or injury, and safe working conditions.

Situation:

Presently the minimum wage is only $1.60 an hour, which, for the average worker, does not provide an adequate living income. Many of Maine's workers are subject to this poor wage and insufficient compensation if they become ill or injured. Many changes relating to unemployment will soon become effective as a result of Federal laws passed.

There is duplication of some activities such as data and statistical reporting by the MESC and the Dept. of Labor and Industry. If the proposed new agency of Manpower is approved then some of this duplicated effort may be eliminated and more time and money may be spent on areas such as providing greater safety for workers.

Objective #1:

Ensure the right of every Maine citizen to earn a fair and living wage.

Accomplishments:

The 103rd Legislature increased the minimum wage to $1.50, the 104th Legislature increased this to $1.60. Other wage reform measures such as coverage for construction projects, small business, and severance pay were presented but not enacted.

Proposed Activities:

- Expand the current coverage to $2.00 an hour for more workers, including State employees and employees of small businesses.

- Other existing exemptions to the minimum wage law and overtime requirements should be continually reviewed.

- Require that the law governing the prevailing wage for construction projects be extended to all construction work which has State financial assistance.

Objective #2:

Provide all workers with compensatory benefits adequate to meet at least their minimum and just living needs.

Accomplishments:

Unemployment benefits were increased to 52% of the annual weekly wage or $57 by the 104th Legislature. It also increased the amount of compensation for permanent disfigurement to $5,000 maximum. The 103rd Legislature extended workman's compensation to cover all illnesses and diseases contracted in the course of employment.

Proposed Activities:

- Expand coverage of employees under the unemployment compensation and workmen's compensation laws.

- Amend the unemployment compensation law to provide benefits for workers unemployed because of lock-out by an employer.

- Provide additional benefits for injured workers based on family size.

- Increase the benefits under the unemployment compensation law to the level of benefits under the workmen's compensation law.

- Prohibit discrimination by employers against any employee for filing a claim or testifying under the workmen's compensation law.

- Require employers to either notify their employees adequately in advance of cessation of operations, or to pay severance pay.

- Make the Workmen's Compensation Law mandatory, instead of elective.

- Provide unemployment compensation and workmen's compensation for employees of small businesses (fewer than four employees).

- Eliminate the waiting period for the receipt of unemployment benefits.

- Increase the number of weeks during which a person can receive unemployment benefits from 26 to 39 weeks.

Objective #3:

Protect the right of employees to organize and bargain collectively with their employers.

Accomplishments:

The Municipal Employees Labor Relations Law was enacted by the 104th Legislature.

Proposed Activities:

- Make appropriate changes to ensure the improvement of the Municipal Employees Labor Relations Law.

- Continue opposition to "Right-to-Work" laws.

- Establish the policy of collective bargaining for State employees, in areas not covered by national laws.

Objective #4:
Increase safety protection for all workers.

Accomplishments:
An Occupational Safety Rules and Regulations Board was created by the 104th Legislature. The 104th Legislature also provided for an Industrial Safety Engineer to be placed in the Dept. of Labor and Industry.

Proposed Activities:

- Provide more frequent and more thorough safety inspections of working sites.

- Encourage more business to have an employee trained in first-aid to be present in case of an accident.

- Punish employers, through whose negligence or violation of safety rules workers are injured.

- Provide statistical reporting division to the Industrial Accident Commission.

Objective #5:
Raise the standards of pay and benefits of public employees to at least match those of employees of the private sector.

Accomplishments:
The 104th Legislature increased the pay of State employees by $9.00 a week.

The 104th Legislature also increased the retirement benefits for State employees from 1/70 to 1/60 based on average of highest three years wages rather than five plus a guaranteed $80 minimum for those with 10 years of creditable service. The Special Session of the 104th Legislature appropriated funds to pay 59% of health insurance for State employees. The 103rd Legislature created an arbitration board for disposition of State employee grievances.

Proposed Activities:

- Review and revise as desirable the State Personnel System.

- Give State employees the right to bargain collectively.

- Free hospital and surgical insurance for State employees.

- Standardize the 40 hour work week for all State employees.

- Improve pay and benefits for public employees to assure retention and recruitment of able personnel.

- Assure overtime is paid for work over a 40 hour week for State employees.

Goal II:

Emphasize and increase job and employment opportunities, and the State service of vocational and manpower training essential to achieving this goal.

Situation:

Presently there are many job-training activities within the State. There is a need to bring together these training programs, and then make a hearty effort to find jobs for the trained. More emphasis could be placed on providing facilities and opportunity for every citizen to up-grade his education and skills. Due to the present economic situation the need now is not in job-training but in job location. There just are no jobs.

Objective #1:

Provide job training and re-training services to Maine citizens.

Accomplishments:

A major portion of the job-training effort in the state is the increase in the number and programs of the Vocational Technical Institutes, and the Regional Vocational High Schools that are located throughout the State. Other training efforts are being made through the Rural Youth Corps and Manpower Development Projects. The Dept. of Labor and Industry also sponsors an active Apprenticeship Council which has over 1,500 presently enrolled in its program, training for over 65 industries. The object of this program is to train journeymen.

Proposed Activities:

- Better coordinate training programs relating to the job-training effort.

- Consolidate training programs under a comprehensive State Plan.

- Improve work skills to assure advancement for the workers and any new job that may become available.

- Provide a better delivery system of trained personnel to jobs.

- Provide greater utilization of federal funds earmarked specifically for occupational development and placement.

- Up-date an inventory of labor resources and plan training programs accordingly.

- Continue to keep a current census of manpower needs of employers.

- Develop an on-going system of forecasting occupational needs, and provide this information to those who require training, and instructors.

- Have the Maine Employment Security Commission develop a current file of out-of-state interviews to create a file of personnel living out-of-state who would like to settle in Maine, what their skills and aptitudes are, and income information.

- Computerize information on training, job experience, and minimum salary and make this information available through the MESC and the DED for services to employers.

- Develop a policy to measure the opportunities and best utilization of skills available in Maine, and their wisest long term deployment.

- Establish a state program to give jobs in areas and industries we want to encourage in Maine, assisted by the vocational schools and federally funded manpower programs.

- Create trainee programs for students who have demonstrated management aptitudes to work in industries which show a need for such people.

- Increase programs that teach new skills and enable a person to up-grade existing skills, and include this in the State's philosophy towards manpower.

- Expand work experience program of Dept. of Health and Welfare to assist those on relief into meaningful jobs with up-to-date pay.

Objective #2:

Provide every qualified job applicant needing assistance adequate State services concerned with placement.

Accomplishments:

Numerous steps have been taken to increase employment services of the State. In the effort to match employees and employers Operation Native Son was begun, and the Maine Employment Security Commission began to

Accomplishments (Cont'd):

use a computerized job bank. In addition to a Manpower Conference held in 1969 to study the manpower policy in the State, several committees have been established to improve the coordination of manpower programs, and a Manpower Coordinator was appointed to the State Planning Office. A Manpower Advisory Committee and the Vocational Education Council were created to advise in the area of training and employment services. To assist the unemployed the MESC has 16 local level offices which all share the job bank facilities in Augusta.

Proposed Activities:

- Adopt a sound, long-range, comprehensive state manpower policy and delivery system.

- Refine the method of most efficiently matching job applicants with job openings.

- Increase the effort of the MESC to meet the needs of the people it services.

- Study manpower utilization with particular attention to the problem of technological unemployment.

- Establish more satelite offices and mobile teams of the MESC at the local level to help in order to reach more people who need their assistance.

- Study means by which industry's needs and high school guidance councillors can better coordinate their needs.

- Continue efforts such as Operation Native Son to match more prospective employees and employers.

Military & Civil Defense

MILITARY, CIVIL DEFENSE AND VETERANS SERVICES

MAJOR POLICY (Mission):

1. FEDERAL OR STATE: TO PROVIDE MILITARY UNITS ORGANIZED, EQUIPPED, AND TRAINED TO FUNCTION EFFICIENTLY AT EXISTING STRENGTH IN THE PROTECTION OF LIFE AND PROPERTY AND THE PRESERVATION OF PEACE, ORDER, AND PUBLIC SAFETY UNDER COMPETENT ORDERS OF FEDERAL OR STATE AUTHORITY.

11. FEDERAL: TO PROVIDE TRAINED UNITS AND QUALIFIED INDIVIDUALS AVAILABLE FOR ACTIVE DUTY IN TIME OF WAR OR NATIONAL EMERGENCY IN SUPPORT OF NATIONAL WAR PLANS AND AT SUCH OTHER TIMES AS THE NATIONAL SECURITY MAY REQUIRE AUGMENTATION OF THE ACTIVE MILITARY FORCES.

111. FEDERAL (MILITARY SUPPORT TO CIVIL AUTHORITY): TO PROVIDE, IN THE EVENT OF A CIVIL EMERGENCY INVOLVING NUCLEAR ATTACK ON THE UNITED STATES, AVAILABLE RESOURCES, NOT BEING USED IN ESSENTIAL COMBAT, COMBAT SUPPORT AND SELF SURVIVAL OPERATIONS: TO SUPPORT CIVIL DEFENSE OPERATIONS WITHIN THE STATE OF MAINE: TO ASSIST IN RESTORATION OF ESSENTIAL FACILITIES, PREVENTING UNNECESSARY LOSS OF LIFE, AND ALLEVIATING SUFFERING: TO BE PREPARED TO TAKE ACTION TO RESTORE CIVIL CONTROL WHERE IT HAS BECOME INOPERATIVE, AND TO BE PREPARED TO SUPPORT CIVIL DEFENSE OPERATIONS IN ADJACENT STATES ON ORDER OF COMPETENT AUTHORITY.

IV. FEDERAL (AIR DEFENSE): TO PROVIDE FOR THE AIR DEFENSE OF THE NORTHEASTERN UNITED STATES BY MAINE AIR NATIONAL GUARD FLYING UNITS AS DIRECTED BY APPROPRIATE OPERATIONAL PLANS; TO PROVIDE OPERATIONALLY READY UNITS PROPERLY MANNED, TRAINED AND EQUIPPED TO THE ACTIVE AIR FORCE IN TIME OF CRISIS UPON THE DIRECTION OF THE PRESIDENT; AND TO BE PREPARED TO SUPPORT THE REQUIREMENTS OF THE STATE GOVERNMENT IN TIME OF LOCAL EMERGENCY OR DISASTER.

Goal 1:

To provide for the organization, reorganization and/or redesignation of Maine National Guard and Maine State Guard units in support of such Federal and State requirements for National and State Military Forces as are authorized by law.

Situation:

The State of Maine presently is authorized thirty-four federally recognized Company/Detachment size units, and twenty-eight Company/Detachment size units, (twenty-one of which are activated at cadre strength, ten percent of full strength) in the State Guard. The mission requirement, unit structure and strength level of these units is subject to periodic review and change in accordance with revised Federal and State priorities.

Objective #1:

To maintain an adequately organized federally recognized military force and a State militia force adequate to support the potential demand for Federal and State Military Forces.

Accomplishments:

All MeARNG TOE and UMD units have been evaluated for conversion to a modified TOE organization. Proposed changes and recommendations were forwarded to the National Guard Bureau.

MeARNG TOE units have been evaluated as to the impact of their conversion to a modified TOE under the "G" series organization as announced by Department of the Army.

Selected units of the MeARNG were reorganized by General Order to implement those changes to unit TOE as directed by National Guard Bureau reorganization authority.

Proposed Activities:

- The Maine State Guard is currently being reorganized. Units are being organized and redesignated to provide for an improved command and control structure and readiness posture to replace National Guard units in a National emergency.

- It is anticipated that all MeARNG units will be reorganized under modified TOE G/H series during this current Fiscal Year.

Goal 11:

Provide qualified personnel trained and functioning effectively within the TOE spaces of units authorized by the National Guard Bureau. Accomplish the management and supporting administration of members of the Maine National Guard as individuals and assisting other staff officers in the processing and solving of personnel problems within their functional areas.

Situation:

The National military manpower procurement of the past few years has been largely accomplished through extensive use of Selective Service draft calls. This policy has minimized the National Guard manpower problems since young men sought out the Guard as a means of satisfying their military obligation in lieu of other options. The national proposal to convert to a "Zero Draft" environment by July 1973 will remove this major motivating factor and cause greatly increased emphasis on recruiting through salesmanship to meet required strength levels.

Objective #1:

To prepare and implement a program to minimize attritional losses of trained personnel upon expiration of their obligation and to attract and recruit new personnel as required to fill all authorized vacancies.

Accomplishments:

Designated an officer whose primary function will be devoted to attaining the objective.

Implemented an in-service recruiting program whereby personnel on active duty may be released up to 90 days early by enlisting in the National Guard.

Established liaison with Active Army/Air Force recruiters in regional seminar to embark on a mutual aid program.

Engaged in direct correspondence with recently commissioned ROTC graduates.

Created a program of personal communication from the Adjutant General enjoining the continuation of enlisted personnel whose term of enlistment is soon to expire.

Proposed Activities:

- Designation of two recruiters per unit and their attendance at a two day school of 16 hours instruction in successfully proven recruiting techniques and procedures.

- Continuation of those on-going programs identified in Accomplishments.

- Provide requested and developed data in support of several packages of incentives presently before the Congress of the United States designed to motivate retention and enlistment in the Reserve Components.

- Implement and administer those programs receiving Congressional approval.

- Increase public awareness of the positive contribution of the National Guard to the several communities through a stepped-up public information program.

- Emphasize the proven appeal of the innovative active duty in-state and Canadian training programs.

Goal 111:

To train individuals of the Maine National Guard to a degree that will allow for their proper assimilation into operational units.

Situation:

Members of the Maine National Guard are recruited from several sources. A large number of recruits have no prior service. They require training in the military art from general basic training through specific individual skills in order to develop military occupational specialties. A limited number of enlistees have prior service; have received their basic and advanced individual training; and require only refresher training as an individual. Additional training for high skill requirements must be provided for individuals assigned to certain positions through an advanced Army/Air Force school system.

Objective #1:

Provide quotas within the reserve enlisted training program at the several active Army/Air Force installations for all non-prior service enlistees for basic and advanced individual training.

Accomplishments:

Quotas have been established and provided by Secretary of the Army/Air Force annually to assure training of all non-prior service personnel enlisted in the Maine National Guard. Thus all such individuals do receive basic training and selected specific training in a military occupational specialty.

Proposed Activities:

- Provide training spaces for all new non-prior service enlistees in the Maine National Guard.

Objective #2:

Provide a system whereby all prior service personnel receive refresher training in the basic and advance skills of a soldier.

Accomplishments:

Service schools at active military installations are utilized to a degree that approximately 15 percent of the prior service personnel do attend.

Army/Air Force Area schools are conducted within the Army/Air Force area and provide special refresher training for approximately 10 percent of assigned prior service personnel.

Unit schools conducted by our own organizations within the State of Maine provide special training in advanced individual military subjects for approximately 20 percent of prior service enlisted personnel.

An extension course system is operated by Secretary of the Army/Air Force. It has encouraged enrollment of approximately 20 percent of prior service personnel who have received training in specific military subjects through this system.

Proposed Activities:

- Expand the opportunities for all individual members of the Maine National Guard to receive service school, Army/Air Force area school, extension course, and unit school training.

Goal 1V:

Increase the proficiency of intelligence personnel of the Maine National Guard, further the knowledge of all other personnel in intelligence and counterintelligence procedures; reduce the potential to damage or destroy, through vandalism or sabotage, federal and state facilities and equipment under the jurisdiction of the Maine National Guard, and provide basic and advance training for personnel assigned to intelligence positions.

Situation:

It is the responsibility of intelligence personnel to advise the commander on all military intelligence and counterintelligence matters and in a non-active duty status to provide the commander with information and intelligence during civil disturbances or public disasters.

The early phases of all past wars, to include the most recent conflicts of Korea and Vietnam, experienced the lack of effectively trained intelligence personnel at the combat level and early intelligence concerning the enemy was not developed.

This same situation has existed when military personnel have been committed in support of public agencies in the protection of life and property and the preservation of peace, order and public safety, when timely information and intelligence may have changed the course of events.

Objective #1:

Improve the capabilities of intelligence personnel.

Accomplishments:

In addition to the continuous self-training (on-the-job training) of intelligence personnel, civil disturbance Command Post Exercises (CPX's) have been conducted in conjunction with law enforcing agency to develop coordinated intelligence procedures.

Intelligence activity actions have been utilized during military exercises to improve the effectiveness of Maine National Guard intelligence personnel.

Active Army intelligence service schools and correspondence courses are available and are being utilized to a degree.

Proposed Activities:

- Examine the self-training (on-the-job training) of intelligence personnel to determine the effectiveness and progress.

- Participate in scheduled CPX's in support mission to law enforcing agencies to further coordinate and develop information collecting, processing and evaluation techniques and means for the rapid dissemination of intelligence.

- Increase participation in Active Army/Air Force service schools and correspondence courses by intelligence personnel.

- Improve information reporting techniques and the urgency for timeliness.

Goal V:

Increase the knowledge of all Maine National Guard personnel concerning intelligence and counterintelligence procedures.

Situation:

A primary product of battlefield intelligence in a military situation and a source of information in a civil disturbance situation is the individual. Therefore, it is mandatory that he have basic knowledge regarding the techniques of gathering information and the need for timely reporting of such information.

The individual soldier is the ultimate counterintelligence agency. Defensive counterintelligence operations depend upon his ability to carry out proper security, camouflage, deception and observation in his daily activities, whether in a military situation or in support of law enforcing agencies in a civil disturbance situation.

Objective #1:

Increase the knowledge and capability of the individual soldier in gathering and reporting military information.

Accomplishments:

The fundamentals of map reading, message writing, patrolling, security, reporting and the handling and evacuation of POW and captured documents are integrated into the tactical training of each unit.

Proposed Activities:

- Provide intelligence gathering type training to the individual during all his phases of training, whenever possible.

- During field tactical exercises develop and provide situations that will require the individual to exercise his knowledge and practice intelligence gathering and reporting techniques.

Objective #2:

Improve the capability of the individual to employ counterintelligence actions.

Accomplishments:

During all tactical training exercises, the counterintelligence techniques of local security, camouflage, light and noise discipline, use of challenge and password and all other techniques are stressed and practiced.

In addition to the tactical training, a program termed SAEDA (Subversion and Espionage Directed Against the U.S. Army/Air Force) is conducted which alerts military personnel to the techniques of subversive and espionage actions that may be employed against them or their dependents and the means to report all such incidents.

Proposed Activities:

- Continue integration of counterintelligence activities during tactics training for all individuals.

- Insure that SAEDA orientations are conducted for all personnel at least once annually.

- Interject counterintelligence training into CPX's whenever possible.

Objective #3:

Improve and increase individual awareness to the need for intelligence gathering and the employment of counterintelligence actions when in support of local law enforcing agencies in a civil disturbance situation.

Accomplishments:

Scenario for previous civil disturbance CPX's between Maine National Guard personnel and law enforcing agencies provided suitable information for intelligence gathering, i.e., dissident persons, organizations, etc., that may be involved in the disturbance.

Orientation of military personnel prior to CPX's, to the fact, that the gathering and reporting of information in a local civil disturbance situation is the same as for any other situation.

Proposed Activities:

- Establish situations during future CPX's to enable individuals to further exercise the techniques of information gathering and to employ counterintelligence activities.

Goal VI:

Provide that all authorized personnel have appropriate security clearance and are trained in the care and safeguarding of classified defense information.

Situation:

Many operational and contingency plans and missions provided the Maine National Guard by the Active Army/Air Force is classified defense information. In order to implement these plans, plans must be promulgated by individuals of the Maine National Guard who have appropriate security clearances.

There is the requirement for security clearances for individuals who occupy certain TOE/UMD assignments in order that the individual and unit may be immediately functional upon mobilization into active service.

Objective #1:

Provide that all individuals who occupy positions that require security clearances have appropriate clearances.

Accomplishments:

Approximately eighty-five percent (85%) of these individuals who occupy TOE/UMD positions that require a security clearance have now been cleared.

Proposed Activities:

- Survey all TOE/UMD positions in Maine National Guard units that require security clearances. Security clearance administrative action will be initiated for all individuals who do not have appropriate clearance.

Objective #2:

Provide training in the care and safeguarding of classified defense material for all individuals who are cleared to handle classified information.

Accomplishments:

Indoctrination is conducted annually for all personnel who are cleared for access to classified information.

Proposed Activities:

- Insure that appropriate security indoctrinations are being conducted.

- Provide inspection of classified document records to insure accuracy and compliance procedures.

- Stress the requirement that classified defense information is released only on a "need-to-know" basis.

- Increase the use of correspondence courses which are available on this subject.

Goal V11:

Improve the security of Maine National Guard installations to reduce the potentiality of thefts of State and Federal property and/or damage or destruction of facilities.

Situation:

Theft of property and the conscienceless destruction or damage to equipment and facilities has increased in all areas of our society. The past few years the focus of these actions have been increasingly oriented toward all echelons of Government and toward the military.

The organization of the National Guard, being primarily military, is also now identified as part of the so-called "establishment" and the Maine National Guard could well become a primary target for vandals or saboteurs at any time. There are considerable quantities of military equipment located at armories, which are widely dispersed throughout the State, that are vulnerable to the determined vandal or saboteur.

Objective #1:
Improve the security of the Camp Keyes/Bangor International Airport areas.

Accomplishments:

An internal security plan has been formulated and published to provide guidance to all Section Chiefs for the day-to-day security of the area.

The Camp Keyes area is entirely enclosed by security fencing.

Automatic security lighting has been provided along the perimeter of the area.

Night watchmen provide protection during non-work hours.

Access into the Camp Keyes/Bangor International Airport areas during normal working hours is limited by the closing of all access gates not necessary for daily operation.

Military sentries with communications are being utilized during training periods to prevent unauthorized persons from entering the area.

Proposed Activities:

- Increase the automatic security lighting along the perimeter and within the area.
- Strive to increase personnel manning to include a security guard for internal security during normal work hours.
- Continue to review the security of the Camp Keyes area to provide remedial action in vulnerable areas.

Objective #2:
Improve the security of State Armories.

Accomplishments:

Security guidance has been provided every commander to guide him in his security activities. This includes the security of keys and inspection of the armory during work and after work hours.

All but three (3) of the twenty-seven (27) State Armories are provided with approved small arms vaults for the protection of weapons.

Intrusion devices are to be installed within the small arms vault of six (6) armories in the near future.

Automatic security lighting has been provided in critical areas at a few armories.

Security fencing for the security of military vehicles and equipment has been provided to all but three (3) armories.

Security screening has been applied to all supply room windows that are accessible from outside the armory.

Proposed Activities:

- Provide small arms vaults at all armories.
- Provide intrusion devices within all small arms vaults.
- Increase automatic security lighting as funds become available.
- Provide security screen on windows and reinforce wooden doors by metal sheeting in all vulnerable areas.
- Continually review and improve local security plans.

Goal VIII:

Train organized units of the Maine National Guard so that they can function efficiently and effectively in any assignment within prescribed unit capability.

Situation:

Units of the Maine National Guard are authorized by type within a Department of Army/Air Force established troop basis and allocated to the several states based on an equitable share of the total 502,000-man National strength authorized the Army/Air National Guard. Assigned company-size units in the Maine National Guard total 34. These include by type, service support, engineer construction and combat units, headquarters units for command and control, as well as fighter-interceptor, electrical installations, and mobile communication units. The varied and detailed training requirements present a difficult training problem.

Objective #1:

Provide for proper organization and training of units.

Situation:

Each authorized unit of the Maine National Guard is organized under an appropriate Department of the Army Table of Organization and Equipment (TOE)/Air Unit Manning Document which establishes the number and type of personnel to be assigned within the unit and the appropriate equipment the unit will be issued. Further, each unit of the Maine National Guard is trained under a system established by an Army Training Program (ATP); other supplemental training directives promulgated by the Continental Army Command and First US Army; and Air Training Command, Randolph Air Force Base.

Accomplishments:

Trained individual officers and men have been assigned to all authorized units of the Maine National Guard in proper organizational spaces under the standard tables of organization. Unit training has been conducted and continues with the overall objective of melding these individuals into effective operational teams within the total unit organization. Trained teams are trained to support each other, thus forming an efficient total operational unit.

Training of units requires a never-ending program to include refresher type training of individuals through Army/Air Force service and area schools and unit operated schools.

The training progresses at a steady rate. The final objective is the development of units capable of deployment to an operational status within a very few weeks following arrival at mobilization station. Present units of the Maine National Guard vary in readiness status from no further training requirement to 12 additional weeks required.

Proposed Activities:

- Provide timely advance issue of appropriate TOE/UMD for study.

- Assure that proper guidance relating to organization and training of units is provided.

Objective #2:

Provide proper guidance and supervision of units in the areas of organization, operations and training.

Situation:

Each unit must accomplish many and varied tasks to provide for proper organization and training. A system outlining requirements for guidance and supervision has been established. Unit commanders are required to read and be knowledgeable about all organization and training directives. They must apply the requirements established by directives to their units.

Accomplishments:

Organizational and training directives from higher headquarters, supplemented as necessary by HQ, Maine National Guard, are provided to the units with the requirements for accomplishment of objectives. Conference periods are provided for all commanders at necessary intervals so they may have an opportunity to clarify any specific point or any misunderstanding regarding the guidance provided through written directives.

Supervision of units throughout the authorized annual 48 four-hour training periods and the annual two-week period is provided through staff visitations and inspections at all levels of organization. These visitations and inspections provide a means for progress measurement. They assist the unit by pointing out areas which require emphasis. Finally, guidance and supervision of units is enhanced by utilizing after action type summary reports initiated at unit level relating to the total readiness level of the unit. These reports delineate unit strengths and weaknesses. Commanders utilize this information in the development of further guidance and during inspection of units.

Proposed Activities:

- Continue to improve organizational and training directives for issue to units.

- Establish a system for visitations and inspections which will provide for a more timely and accurate measurement of unit progress.

Goal 1X:

Provide the Maine National Guard with all items of equipment and supplies authorized by Department of Army, Department of Air Force and State of Maine required in support of the mission.

Situation:

The mission of the Maine National Guard requires extensive support in the area of equipment resources to adequately train its organizational elements and provide adequate material to sustain an operational force.

The equipment and supplies allocated must be properly maintained, stored, and accounting records accomplished in accordance with established standards.

Objective #1:

Increase the level of equipment allocations on hand in support of troop units.

Accomplishments:

Equipment resources have been increased by approximately 30% in the past 12 months.

New and more effective types of equipment have been made available in support of the Maine National Guard.

Additional personnel and facilities are being provided to support additional equipment allocations.

Proposed Activities:

- Increase training level of personnel required to operate and maintain new equipment.
- Develop adequate budget justification to support fund requirements.

Objective #2:

Provide new facilities and modify existing facilities to support increased level of equipment and supplies.

Accomplishments:

A statewide, long-range facilities and maintenance program has been developed.

Current priority construction needs have been documented and funded.

Proposed Activities:

- Review and update facilities functional areas for compatibility with newly acquired equipment levels.

- Prepare legislative appropriation requests in support of the current 2 year program.

Objective #3:

Maintain property and fiscal accounting records to reflect auditable transaction documentation involving all equipment and funding allocations.

Accomplishments:

Property records are maintained on all equipment resources in accordance with applicable guidance from responsible agencies and accountability maintained and supervised as prescribed by law.

Financial transaction records are maintained as prescribed by appropriate allocation agency and as dictated by generally accepted accounting principles.

Budget documentation is prepared in support of each activity and programming and budget systems are followed with review and analysis to measure accomplishment.

Proposed Activities:

- Provide additional training at all accountability levels in order to improve total management responsiveness in the economical utilization of resources.

- Seek more effective and timely methods of maintaining property and fiscal records.

- Installation of a new data processing computer which will update the present ADP equipment.

Goal X:

Operate a U.S. Government Field Printing Plant in support of the National Guard Bureau, Washington, D.C.

Situation:

The Maine National Guard has been assigned responsibility for operation of a Field Printing Plant, under license from the Joint Committee of the Congress.

This plant has the personnel and equipment resources capable of producing printing requirements of the National Guard with a capacity totaling approximately 100,000 impressions per day.

Objective #1:

Provide and maintain equipment and stock adequate supplies necessary in the operation of this plant's accomplishments.

Accomplishments:

Printing needs of the National Guard in 50 states, D.C., and Puerto Rico are produced in this plant.

Recent plant modernization has increased the capacity and effectiveness of the production output.

A revised personnel manning document has been proposed to meet present plant operation.

Proposed Activities:

- Additional new replacement equipment has been authorized.
- Expanded printing jobs are being proposed for this plant.

VETERANS SERVICES

MAJOR POLICY:

PROVIDE ALL POSSIBLE ASSISTANCE TO VETERANS AND DEPENDENTS IN SEEKING AND ACQUIRING THE SPECIAL BENEFITS AND SERVICES AVAILABLE TO HIM FROM FEDERAL AND STATE SOURCES, BY FOSTERING AND SUPPORTING STATE PROGRAMS ABETTING HIS AND HIS DEPENDENT'S GENERAL WELFARE.

Goal 1:

Provide a claims service to assist any person desiring to file a claim with the federal government for any benefit provided on account of previous service in the armed forces of the United States and further provide a central agency that shall serve as a clearing house on all matters pertaining to veterans affairs.

Situation:

Maine's 130,000 plus war veterans and their families are located throughout the State of Maine. They and their families constitute nearly half of the state's population. The federal Veterans Administration offices in Maine are at Togus with the exception of a one man office in Portland. Maine's veterans (and their dependents) need information on what benefits are available and assistance in filing for them in the areas in which they live. The federal Veterans Administration has not furnished a field claims service in many years. Federal veterans benefits are big business in Maine and last year eligible Maine citizens received over $50,000,000 of such benefits.

Objective #1:

Provide a claims service for veterans benefits available to anyone without charge.

Accomplishments:

The Bureau of Veterans Services provides the only statewide professional claims service by means of 7 field offices and a claims office at the VA Center, Togus.

The last fiscal year of record, the Bureau had just under 50,000 contacts, nearly 1300 claims were awarded, and $2,000,000 in new awards were received by veterans or their dependents wherein the Bureau handled the claims.

The Bureau initiated and maintains regular (usually weekly) contact service in major points outlying from field offices. This enables each veteran's counselor to serve many more individuals than he could on a piecemeal basis.

Regular training programs and methods are employed to insure that personnel of the Bureau are at all times aware of the new law and regulation affecting veterans benefits.

The Bureau compiles and maintains over 200,000 records of service in the Armed Forces of Maine veterans. This is the only source in Maine.

The Bureau prepares and publishes pamphlets and other informational material on available benefits and where assistance is provided in obtaining benefits.

Each newly returned Maine veteran receives a certificate of appreciation and a welcome home message from the Governor and pamphlets on benefits and employment.

A Governor's Task Force on Veterans Job Opportunities has made a detailed study of the veteran's situation in Maine and presented its findings to the Governor.

Proposed Activities:

- Publish and distribute a new all-inclusive pamphlet to be sent to new veterans listing what is available and where to seek assistance. The pamphlet will be as brief as possible and include all educational and training opportunities for veterans.

- Regular public information should be supplied to all news media and veterans organizations on available benefits and opportunities.

- A WATS line should be installed at a central knowledgeable source such as Veterans Services where a veteran could call free of charge and receive authentic information and be guided to proper sources.

- The so-called "War Orphans" or dependent's educational assistance program be transferred from the Education Department to the Bureau of Veterans Services which should have greater affinity to the program inasmuch as it is purely a veterans benefit.

- A central source, i.e., the Department of Veterans Services should be designated to settle disputes and provide information on Maine veteran's reemployment rights and the law should be further clarified.

- The Bureau of Veterans Services should continue to compile records of military service of all Maine veterans as no other agency is compiling such useful information in the area of veterans affairs.

Objective #2:

Provide a central location to coordinate activities of matters pertaining to veterans and military affairs.

Accomplishments:

The consolidation of all such functions was studied by the State Planning Office. The 105th Legislature created the Department of Military and Civil Defense to house these activities.

Proposed Activities:

- Support the consolidation effort of all military, veterans, and civil defense functions into one department.

- Have the veterans division serve as a central point and clearing house on all matters pertaining to veterans affairs in state governments.

- Work for increased efficiency within the Bureau in order to provide better services for the people they serve.

- Insure that the Bureau has adequate personnel consistent with an increased veteran population to provide first class service.

Goal 11:
Provide financial aid when need arises among veterans dependents.

Situation:

When a financial emergency arises in a veteran's family as a result of his incapacity or death, the dependents would have no place to go for help except a municipal welfare office if the State did not provide a special program. Federal benefit programs are not designed for emergency situations as described.

Objective #1:
Provide emergent relief for families of veterans.

Accomplishments:

The State, through the Bureau of Veterans Services, provides an emergency financial aid program for needy veterans. Last fiscal year, nearly $440,000 was expended on needy veterans families. These funds preserved the fiscal integrity of the family until the veteran could resume his regular employment, or until such time as a regular income could be established after the death of the veteran. This program (World War Assistance) is for dependents who served in World War I or a subsequent war.

The Bureau also administers a small financial aid program for dependents of war veterans who served prior to World War I.

Proposed Activities:

- Extend efforts to locate needy veterans, and provide them with assistance.

- Assist those receiving aid in finding jobs.

- Continue to provide assistance for needy dependents of war veterans.

Goal 111:

Establish and maintain memorials honoring Maine's war veterans as reminders to the citizenry that the maintenance of freedom requires sacrifice to defend our nation from foreign encroachment.

Situation:

The State of Maine previously has done little to memorialize war veterans of Maine since the Hall of Flags was dedicated to the memory of Civil War participants. Most veterans memorials in Maine are locally sponsored and in fact, even today, Civil War statues predominate. As there is not even one national cemetery in all of New England, Maine had a unique opportunity to establish a veterans memorial in the form of a state cemetery--a utilitarian memorial.

Objective #1:

Maintain and develop Maine Veterans Memorial Cemetery.

Accomplishments:

A superintendent was employed, personnel were hired, and equipment and supplies necessary to operate the cemetery were acquired.

Maine Veterans Memorial Cemetery was dedicated in the spring of 1970. Already 250 Maine veterans or their next of kin lie in honor in this cemetery.

Rules and regulations governing eligibility, burial, and operations of the cemetery were promulgated.

Additional funds were provided by the 105th Legislature to allow year-round burials and to keep the cemetery open to the public during evenings, holidays and weekends.

Proposed Activities:

- Continue and expand the present landscaping program.

- Provide an attractive border to the grounds alongside Old Belgrade Road, the side visible to the public passing in motor vehicles.

- Acquire additional land bordering Route 27 and contiguous to the cemetery. Primarily, this would provide a right of way and new main entrance to the cemetery from the vicinity of the Augusta-Belgrade interchange on Interstate Route 95. The additional land would also provide for future cemetery expansion.

- Provide a dwelling for the cemetery superintendent on cemetery land. This would allow greater supervision of the cemetery during the time the cemetery is closed and limit the opportunities for vandalism or malicious mischief.

- Encourage the fund drive to build an additional memorial in the form of a non-denominational chapel that would become a focal point of the cemetery plan and provide a worthwhile benefit in the form of committal services sheltered from inclement weather.

Natural Resources

MAJOR POLICY:

PROVIDE FOR THE EFFECTIVE UTILIZATION OF MAINE'S NATURAL RESOURCES, BY STRIVING FOR AN OPTIMUM BALANCE BETWEEN ECONOMIC EXPLOITATION AND ENVIRONMENTAL PRESERVATION OF THE WATER, AIR, WILDLIFE, AND LAND RESOURCES OF THE STATE.

Goal I:

Provide coordinated management of all State activities relating to Maine's natural resources.

Situation:

Presently the natural resource activities of Maine State government are conducted by numerous department and agencies which leads to duplication and overlap of functions and responsibilities.

Objective #1:

Consolidate all State programs concerned with research, planning, conservation law enforcement, and management of forests, recreation, water bodies, fish, wildlife, land and water resources.

A Department of Natural Resources which would consolidate natural resource activities in the State has been proposed and rejected by a Special Session of the 105th Legislature. The Department to be would include the major natural resource oriented departments, but omit smaller agencies and functions of other departments which relate to natural resources.

The State of Maine, through the Departments of Inland Fisheries and Game and Sea and Shore Fisheries joint planning unit with the State Planning Office has developed and tested a computer-oriented natural resources information retrieval and analysis system which will act as a management and planning system as well as a tool for research and update of information relating to the environment. The computerized information has been gathered for some 300 files maintained by more than 20 local, state, regional, federal, and private organizations, groups, agencies, and corporations.

Proposed Activities:

- Support the proposed Department of Natural Resources.

- Continue the consolidation and overall direction of all state natural resource functions.

- Support and expand implementation of Inland Fisheries & Game/ Sea and Shore Fisheries system as the state environmental resources information base through added financial support from the general fund.

Goal II:

Maine must develop a unified comprehensive Air, Water, and Related Land Resources Planning Program to maintain and improve these resources through the maintenance of a rational balance between conservation and development.

Situation:

Many of Maine's natural resource activities are conducted separately and often in isolation from one another; however, coordination and cooperation among the agencies can assure the comprehensive direction needed to accomplish the overall State goals.

Objective #1:

Air, Water, and Related Land Resources Policy should be strengthened by unifying certain organizational activities and goals in State and regional government providing the necessary common aim required for natural resource activities in Maine.

Accomplishments:

The State Planning Office with the aim of improving the coordination and effectiveness of planning efforts in the State has developed a plan dividing the State into eight planning districts based upon river basin boundaries.

The Department of Inland Fisheries and Game and Department of Sea and Shore Fisheries joint planning unit, in conjunction with executive and legislative branches has developed a Master Block Indexing Procedure (MBI) which will facilitate the retrieval and comparison of information from one natural resource area to another. (See document entitled "Technical Design Report (MIDAS), Maine Information Display Analysis System," 1971, p.22, paragraph 3,4,5.

The Department of Inland Fisheries and Game and Department of Sea and Shore Fisheries joint planning unit, in conjunction with the executive and legislative branches, had developed a Master Block Indexing Procedure (MBI) which will facilitate the retrieval and comparison of information from one natural resource area to another.

Proposed Activities:

- Support the organization of all natural resource activities along functional lines in the new Department of Natural Resources.

- Provide institutionalized liaison between the agencies in the Natural Resources Group and Environmental Protection with respect to water resources, since both agencies would be inextricably involved and such a liaison would be necessary to effectively unify water resources activities.

- Elicit public views and interests in water and related land resource activities through public hearings and other concurrent planning.

- Create better liaisons between the University and Government through the University of Maine's new Division of Water Resources, its Center for Environmental Studies and the Research Institute of the Gulf of Maine (TRIGOM). The Director of the University's Water Resources Center could be formally designated to coordinate University work on water resources for more effective input into the State's programs for water resources.

Objective #2:

Compile and record complete and updated information about Maine's water resources.

Accomplishments:

The State Planning Office in the process of developing the Maine Coastal Development Plan is conducting coordinated inventories of coastal resources; the Comprehensive Plan for Fish, Wildlife and Marine Resources being conducted cooperatively by the Departments of Inland Fisheries and Game and Sea and Shore Fisheries is assisting in the Coastal effort as well as collecting and analyzing data for the remaining inland portions of the State.

Proposed Activities:

- Support the U.S. Geological Survey's programs of producing maps in the $7\frac{1}{2}$ minute series, the inventory of ground water in Maine, the effort to complete small-scale maps for those sectors not yet covered.

- Create a State Committee to determine the geographic place names and coordination of nomenclature with the U.S. Board on Geographic Names.

- Reactivate the technical map coordination committee to review, standardize, and combine mapping programs for natural resource and land and water use mapping.

- Support and encourage acceleration of the modern standard soil survey and accompanying soil suitability guides for Maine conducted by the Soil Conservation Service of the U.S. Department of Agriculture.

- Within the framework of the Maine Coastal Plan utilizing the resources of the Maine Information Display Analysis System (MIDAS), identify shoreline areas where major and impending conflicts may occur and indicate priorities for immediate action.

- Support and encourage the Maine Coastal Development Plan and its long range efforts to conduct a detailed inventory of coastal and marine resources.

- Expand the coverage and expedite the currently existing research projects of the Fisheries Division of the Department of Inland Fisheries and Game and the Research Division of the Department of Sea and Shore Fisheries in describing Maine's Inland and Coastal water resources.

- Compile a list of waterways and suitable coding to show interrelationships.

- Support and encourage the continuation of a field inventory of wetlands and impoundments on Maine's waterways.

- Compile a general and detailed framework of Maine's river basins to bring planning into better focus and to provide other governmental agencies with better information than now being compiled.

- Enumerate population according to river basin and the proposed regional planning districts during the current census.

Objective #3:

All water, air, and related land resource development activity should be tempered by the need for environmental protection.

Accomplishments:

The opportunities to coordinate and integrate activities pertaining to natural resources with those of environmental protection were enhanced by the 105th Legislature's creation of a Department of Environmental Protection.

Other steps taken by the 105th Legislature to preserve Maine's natural resources include strengthening the Wetland Control Board, the Environmental Improve Commission, and the Maine Land Use Regulation Commission, by requiring mandatory zoning of all land within 250' of any navigable water way, excepting streams, in Maine, and the strengthening of the realty subdivision qualifications.

The Great Pond Act recently passed by the 105th Legislature provides protection of fresh water shores of great ponds. Shores of brooks, streams, and rivers capable of floating watercraft have similar protection under the authority of the Department of Inland Fish and Game.

Proposed Activities:

- Coordinate natural resource needs and uses with the activities of the Environmental Management Protection Agencies.

- New legislation or judicial review should be investigated to regain effective control of fresh water wetland development.

- Criteria should be formulated to insure that appropriate open space permeates all development. The use of easements should be considered along with purchase for preservation of open space whether for parks, watershed protection, hunting lands, game refuges, river corridors or wild rivers.

- Propose regulations and controls to insure that coastal resources will be used consistent with their natural character and ecological relationship.

- Conserve and preserve estuarine and wetland environments to sustain and enhance their nursery value, their wildlife habitat value, and their commercial value.

- Restore coastal water quality through pollution abatement of upstream fresh water.

Objective #4:

Comprehensively plan for ultimate and complete management of water and related land resources in order that development proceed orderly, efficiently and be of maximum benefit to future generations.

Accomplishments:

The State Planning Office has developed a plan dividing the State into eight regional districts based on river basins which will greatly facilitate resource management. In addition the State Planning Office works with local and regional planning groups in developing their comprehensive plans and strengthening their community services programs.

The joint plan of the Inland Fisheries and Game Department and the Sea and Shore Fisheries Department will, through a modeling capability, greatly facilitate the consideration of development and its effect on Maine's natural resources.

Proposed Activities:

- Fund fully established regional planning districts designated according to river basins to undertake the required comprehensive planning. These districts would be forerunners of formal river basin districts which could be created at a time when river basin development might become extensive enough to require more coordination and supervision.

- Provide full support of state-wide planning to inland and coastal areas that are unable or unwilling to undertake comprehensive planning.

- Conduct a groundwater inventory including instituting measures to protect groundwater from contamination.

- Determine which lakes in Maine are suitable for foreseeable domestic water supply and begin process of acquisition of surrounding land to protect the quality of water supply.

- Plan for balanced maximum water storage for fish and wildlife benefits, and for larger and regulated flow on major rivers for industrial supply and agricultural irrigation.

- Consider possible reuse of domestic and industrial water for agricultural irrigation.

- Study the feasibility of increasing and regulating the supply of water through climate control measures.

- Encourage and emphasize establishment of flood plain zoning rather than planning protective structures.

- Incorporate urban renewal plans for zoning of 100-year flood level encroachment controls.

- Plan new flood control impoundments, protective structures, and reservoirs where necessary.

- Investigate the possibilities for the export of water, costs and benefits for the several sources of water for export presented.

- Conduct large-scale investigation and pilot program for the use of heated water from coastal power plants as an aid to aquaculture, especially in view of predicted long-term lowering of mean temperature of Maine's coastal water and the projected increased need for power generating facilities.

- Establish and maintain effective interstate and state-local coordination of inland and coastal planning and management programs.

- Prepare and propose institutional arrangements, state legislation and local ordinances necessary to implement the Maine Coastal Plan as it develops.

Goal III:

Review and expand the commercial and recreational use of Maine's water resources by giving attention to existing and potential commercial activity, to promotion of new products, and to a more carefully controlled recreational experience for visitors to Maine's recreational water resources, thereby minimizing environmental intrusions.

Situation:

Maine's commercial fishing is generally an economically disadvantaged industry suffering from subsidized competition from abroad, environmental changes, overfishing by Europeans, as well as inadequate and unsustained public and government support.

The total catch of Maine's commercial fishermen for 1968-1969 was 410,043,994 with a total economic value of $180.7 million compared to 397,829,053 lbs. and $160.8 million in the previous two-year period. The slight increase experienced does not, however, reflect an expanding industry, but rather increased record shrimp catches and increased value attributed to Maine crustaceans.

Species will change in value and yield higher total income with increasing human population pressures on protein food supplies, and as marine resources gain status as scarce and luxury foods.

The vacation-travel industry in Maine is a rapidly expanding one. Little information exists, however, as to the contribution and significance of this industry to the Maine economy and its effect on the environment.

Objective #1:

Improve and increase the profitable production and processing activities in Maine fisheries now operating.

Accomplishments:

The Department of Sea and Shore Fisheries, for 25 years, has carried out a wide variety of research, marketing, and data collection activities related to commercial fisheries. A continuing research program includes studies on the significance of climatic cycles to the marine environment and on lobsters, shrimp, shellfish, oceanography, general estuarine resources, marine worms, and anadromous fish.

Proposed Activities:

- Devise legal encouragements to stimulate investments and production in specific fisheries and aid technical developments to increase efficiency in harvesting techniques and to help in resolving inter-jurisdictional conflicts.

- Increase State expenditures on research in the field of fisheries, particularly into habitat, processing techniques, new products and improved and new marketing technical areas.

- Analyze and report on the financial impact of recreational and commercial, fresh-water and marine, fisheries on the State economy.

- Study the current financing of Maine fresh-water and marine fisheries and analyze the possible needs for new fiscal machinery for insuring ready entry of new businesses and individuals into the field where it is determined that capital and labor can be economically invested.

- Continue to emphasize inter-state and international cooperative activity in the area of research, on fishing rights, both recreational and commercial, fresh-water and marine.

- Continue and expand monitoring of environmental contaminants in fish and fish products to insure acceptable quality of the State's fresh-water and marine species.

- Continue to document shellfish grounds that are endangered by human pollution. Assess the value of the resources that can be cleaned up and economic losses that annually occur as a result of pollution from human sources.

- Continue to give attention to preservation of coastal wetlands through a strengthened Wetlands Control Board with particular attention to impact of wetlands on other living resources.

- Continue biological and economic research as a foundation for legislation to prevent over-fishing or pressures on economically valuable species.

- Provide quality classifications of Maine fishery products to assure that these products are not hazardous to health and implement recent legislation relating to fish and fisheries product inspection.

- Provide for the dissemination of information regarding knowledge gained from research, study, or investigation so that it better reaches the fishing industry.

- Establish a Public Aquatic Library Center, where books and periodicals are available to the public.

- Continue Department of Sea and Shore Fisheries 15 years of efforts to supply resource education material to coastal public or private schools.

Objective #2:

Improve the potential for anadromous fisheries within Maine rivers for both sport and commercial purposes.

Accomplishments:

The commercial salmon fisheries in Maine are non-existent due to the limited resources available. The twenty-three-year-old program of restoration of the salmon to Maine by the Atlantic Sea Run Salmon Commission has increased presence of the salmon from 5 to 9 of the once 35 rivers and streams where salmon naturally occurred. Current expenditures include $58,000 annually for the Commission with a $1.4 million expenditure on the part of industry and the Federal government in the Penobscot River program funded by the U.S. Anadromous Fish Act of 1965. In addition to increasing the number of rivers where salmon have been restored, the Commission has carried on research, tagging, construction and maintenance of 5 water control structures, and created coordinated activities with State agencies, Canadian agencies, the U.S. State Department, and the U.S. Bureau of Sports Fisheries.

Proposed Activities:

- Continue to expand the activities of the Atlantic Sea Run Salmon Commission or consider establishing an Anadromous Fish Commission.

- Increase the staff of the Atlantic Sea Run Salmon Commission in order to speed its program of restoration.

- Strengthen water quality standards to prevent additional discharges of wastes into rivers and streams where Atlantic Sea Run Salmon Commission programs are underway or scheduled.

- Enforce appropriate fines or penalties so that discharges into rivers can be stopped.

- Continue to encourage federal establishment, by 1973, of a second Atlantic Salmon Hatchery so that supply of stock needed to carry out the Commission program will be available.

- Establish commercial Atlantic Salmon fishing when excess harvest is available over that needed for sport fishing purposes.

- Encourage the development of alewife fishmeal industry.

- Encourage through public investment the continued development of technology of salmon culture to develop lower-cost and higher, more productive hatchery techniques.

- Establish and develop striped bass, alewife, smelt and shad resources in conjunction with Atlantic salmon restoration project.

- Strengthen water quality standards and provide for removal or by passing of obstructions detrimental to anadromous fish runs.

- Encourage greater angler utilization of all anadromous species as runs develop and increase.

- Increase the distribution of anadromous species to provide for greater sport and commercial fishery opportunities.

- Decide what rivers are going to be set aside, by name, and are going to be used for anadromous fish restoration.

Objective #3:

Invest the necessary research and development necessary to initiate full-scale experimentation and pilot commercial activity in the field of aquaculture in order to fully explore the known potential of the State's coastal area for supporting growth of marine organisms.

Accomplishments:

Aquaculture is currently a very limited activity in Maine although much work has been done in research. Considerable research activity by the University of Maine's Darling Research Center, TRIGOM, and the Department of Sea and Shore Fisheries falls into the aquaculture area. The overall field is one of the unrealized potential, needing the attention of government to preclude exclusion of this use through increasing competition for marine resources from other present and potential coastal uses.

Through the efforts of the Maine State Planning Office, legislation to encourage aquaculture in Maine waters was introduced to facilitate research and commercial cultivation of Maine fish resources. However, this was not accepted by the 105th Legislature.

In addition, studies were undertaken by TRIGOM and the State Planning Office to clearly outline constraints and potentials of aquaculture activity in Maine.

Proposed Activities:

- Develop the institutional framework that will allow aquacultural activity.

- Pass legislation allowing aquaculture in Maine including provisions for leasing tidal and sub-aqueous land, and encouragement of commercial and public activity for experimentation and production, to assure that Maine's efforts in the field of marine resources becomes constant rather than sporadic and uncoordinated as in the past.

- Encourage private industry to experiment and make financial investments in aquacultural developments in Maine coastal and inland waters at all levels of production from hatchery culture to maturing selected species in natural environments.

- Form an "urban development corporation" for the State to facilitate private-public cooperative activity for multi-use development of coastal resources including aquaculture.

- Research and develop procedures for the use of thermal effluent from power plants as an integral developmental resource for aquaculture.

- Investigate the potential use of domestic effluents as an enrichment source for fish and algae fish food culture.

- Investigate ways and means of alleviating potential pollution from intensive aquaculture operations in coastal areas by strengthening current State-Federal sanitation control programs.

- Encourage integrated use of depuration facilities to cleanse and utilize shellfish from moderately polluted areas in the production of high quality products.

- Continue to assist and expand assistance in marine organism culture research through both expenditure on the part of the State and through securing grants from various Federal and private sources for such activity.

- Up-grade the existing Aquaculture Committee appointed by the Governor to the status of a Board with funds to make grants for pilot projects affecting marine resources.

Objective #4:

Identify and preserve coastal areas with potential for future aquacultural uses.

Accomplishments:

Through the efforts of the State Planning Office and the Department of Sea and Shore Fisheries investigation of aquaculture potentials in Maine, preliminary environmental and resource requirements for various probable aquaculture species have been outlined and such resource inventory procedures have begun as part of the developing Coastal Plan.

Proposed Activities:

- Prepare elements in the Maine Coastal Plan identifying coastal geographic locations that possess the characteristics necessary for aquaculture uses, in conjunction with the Fish and Game/ Sea and Shore joint plan. (MIDAS)

- Identify immediate and potential threats to proposed or existing aquaculture sites along the coast from developmental pressures or pollution.

Goal IV:

Maintain, improve, and utilize the land resources of the State while insuring against over-development with its attendant abuse and irreversible harm of these resources.

Situation:

Development of Maine's land is proceeding at a rapidly accelerated pace as the pressures from the North Eastern megalopolis continue to bring people to Maine in search of seasonal homes and better quality living and recreational environments.

Objective #1:

Develop and insure a coordinated approach to land use planning and regulation.

Accomplishments:

The 105th Legislature passed laws requiring mandatory zoning of land near water, increased sub-division control and significantly strengthened the Maine Land Use Regulation Commission, which provides control and management of the State's unorganized territories.

The techniques developed through the joint planning efforts of the Fish and Game/Sea and Shore Departments will facilitate accomplishment of better land utilization and management.

Through the efforts of the Maine State Planning Office and the Department of Environmental Protection in conjunction with regional and local planning groups, guidelines and procedures for effectuating better land use controls in shoreline areas are being devised.

The forest-related industry is a basic economy of the State. Trees are Nature's greatest renewable natural resource. Commercial forest lands occupy some 17½ million acres or 87% of the total land area. Both forest and shade trees are not only basic to other forms of life in the environment but contribute greatly to improving and maintaining man's environment. Thus the total complex values of trees warrant (1) protection against fire, insects, diseases and improper cutting practices, (2) regeneration of non-producing lands, and (3) the development of better utilization methods.

Proposed Activities:

- Support the Maine Land Use Regulation control over the unorganized territories in Maine.

- Conduct a comprehensive survey of existing land uses, using techniques developed under the Fish and Game/Sea and Shore Fisheries joint plan and the Coastal Plan.

- Encourage more coordination of land use planning among the planning boards in a region.

- Prevent excessive over-development, or undesirable duplication by State coordination of natural resources.

Objective #2:

Protect and preserve forests, shade and ornamental trees, and forest products against insects, diseases, mismanagement and other injuries to alleviate environmental and economic losses or annoyance to Maine citizens.

Accomplishments:

Maine has a good record of assisting in the protection of its forest and shade trees against pests, and advising on organisms affecting man and his property. The State has an organized forest detection system to determine when protection measures are needed. It has the trained personnel to carry out cultural control methods or advise on them, large scale chemical control projects, and the introduction of biological control agents.

More recently the State has initiated a program of advice and financial assistance to municipalities in planting public shade trees as a means of improving man's environment.

Proposed Activities:

- Conduct detection and assessment surveys.

- Maintain taxonomic, reference, and laboratory facilities in conjunction with the Fish and Game/Sea and Shore Fisheries joint plan.

- Conduct research on bionomics of pest species and application of biological, cultural and chemical control methods.

- Advise on insect and disease control.

- Determine and execute, if appropriate, control procedures for specific problems.

- Provide guidance in horticulture and ornamental tree plantings to home owners, municipal tree wardens, and commercial arborists.

Objective #3:

Provide fire protection at the least cost with minimum damage to all forest and intermingled lands.

Accomplishments:

Modernization of the forest fire detection system is being realized. Forty fire towers have been replaced by airplane detection. Continued addition of woods roads are making woodlands more accessible to greater numbers of people wanting to get into the back country. This demands constant alertness in publicizing care with fire, in maintaining campsites for safe lunch fires, and in discovering fires. Maine must continue to maintain its good fire prevention record, its system of forest fire danger measurement, and its fine radio communication system effective not only in detection and reporting but also in actual fire suppression.

Proposed Activities:

- Continue to annually execute, on a District basis, a fire protection action plan covering prevention, pre-suppression and suppression.

- Maintain a record on the cause and location of forest fires.

- Maintain a campsite program in the Maine Forestry District as a means of reducing occurrence of man-caused fires.

- Carry out an educational and law enforcement program aimed at specific fire causes.

- Maintain a fire detection system of towers and aircraft patrol with duty schedules based on fire danger indices.

Objective #4:

Conduct a public information program on the nature and extent of forest resources, their impact on the economy, the need for protection and improvement, and related action programs.

Accomplishments:

Forestry activities by the State are accomplished by good publicity to educate the public in proper care and protection of forest and shade trees. This is particularly true with fire where the main attempt is to prevent people from starting fires. Extensive publicity is given to the need for proper management of woodlands and planting of non-producing lands to prevent their growing up to trash trees. In the case of pest problems and general care of trees the department has a well-rounded series of technical publications for public distribution.

Proposed Activities:

- Maintain photographic and informational files and film library.
- Provide publicity on current events.
- Plan, coordinate, and carry out annual programs of publicity and exhibits, publications, conservation education, and tree farms.

Objective #5:

Improve and maintain the economic and social values of forest lands through multiple-use management, harvesting, marketing, and processing of forest products, and good timber harvesting practices.

Accomplishments:

Continuing effort to promote good forest management and harvesting practices so the land is producing at its best. Prime target is the farm and small woodlot owner of which there are 76,800 owning some 7 million acres. Demand for forester assistance increases annually. Foresters cooperate in federal programs supporting forest conservation and environmental improvement. Considerable effort goes into improved marketing by the producer and manufacturer and toward expanded utilization.

Proposed Activities:

- Assist owners in the development of their woodlands to produce maximum quality and quantity of forest products by application of reforestation, timber stand improvement, and timber harvesting.

- Provide technical assistance on all phases of logging, manufacturing, utilization and marketing of wood products.

- Give recognition to the compatibility of timber production and harvest (forest products use) with other goals of the land-owner, including forest recreation, water production, and wildlife habitat.

- Provide technical assistance in the use of trees for beautification and urban forestry.

- And encourage municipalities and provide assistance to municipalities and other public and private agencies to develop lands for purposes of wood production, forest education, and demonstration.

- Encourage owners to use professionally trained private and public foresters in managing forest lands.

- Inform owners of the need for locating and identifying property boundary lines and encourage the use of registered land surveyors.

- Provide information on specialty products and the proper selection and use of Maine tree species, sizes, and grades of trees and lumber.

- Provide current statistical data on forest industries and on timber growth and drain for use in local planning and development.

- Continue to push for the best standards of forest management.

- Promote productivity and current use as the basis for forest land taxation to encourage long-term forest management objectives.

- Determine, encourage and conduct needed research in forest resource and shade tree management.

- Provide forest seedlings to the public at a cost that will encourage planting to meet reforestation needs.

Objective #6:

Manage public reserved lots for the township in which located until it is incorporated as a municipality.

Accomplishments:

Public reserved lots were inherited from Massachusetts when Maine became a State. Thus the State is obligated to maintain the intent of them.

Proposed Activities:

- Provide for preservation of open space.
- Practice scientific forest management for long-term benefits.
- Maintain and record systematically all boundary lines.
- Issue cutting permits and leases through the Augusta office based on bids or prevailing rates for similar materials and uses.
- Require that leased areas on which living quarters are placed shall provide space to meet all statute and plumbing code requirements.

Goal V:

Promote the wisest and fullest use of Maine's resources for recreation and preserve the quality of the outdoor environment in order to satisfy the needs of the residents of Maine, the seasonal visitors, and the short term vacationer to Maine.

Situation:

Between 1962 and 1971 visitors to parks in Maine increased from 710,000 to over 2 million people per year. Maine presently has a total of 44,250 acres of land for recreational use. Twenty-three developed State Parks include 40, 936 acres, 12 undeveloped parks include 2,823 acres, and 23 memorials encompass 482 acres. These figures do not include Baxter State Park. Of these amounts 10,949 acres are on the coast, with 14 miles of shoreline. Since recreation pressures have begun to multiply these recreational opportunities will have to be expanded, and a broader spectrum of recreational facilities and activities should be developed. The efforts of the Department of Parks and Recreation in this area have been hindered by the 1969 rejection of a bond issue for the development of park land already purchased.

Objective #1:

Increase the emphasis on the planning and coordination of the programs of the various State agencies concerned with recreational activities, which, in addition to increasing the quality and efficiency of their activities, will allow better coordination of local, federal, and private recreation plans with State plans.

Accomplishments:

The Department of Parks and Recreation has developed a Statewide Comprehensive Outdoor Recreation Plan (SCORP) for the acquisition and development of State and local outdoor recreation areas and facilities.

- Automate and load court and criminal records compatible with other law enforcement files to support and augment the activities of conservation law enforcement.

- Complete the Statewide Land and Water Use Inventory including vegetative cover typing for habitat analysis and a sport fishing harvest and use questionaire.

- Automate habitat inventory data for inland waters (lakes, rivers, etc.), the wetlands inventory, posted land survey, and wildlife habitat assessment.

- Set up methods for systematic review of proposed Departmental projects and programs by the planning staff, in conjunction with the respective divisions, to increase efficiency of operations and expenditures as well as meeting overall Department goals.

- Expand studies on species abundance.

- Conduct use-opportunity studies.

- Project estimates for future land and water use, habitat, species abundance, use-opportunity, and human demand to specified future dates.

- Create a license division with Snowmobile and Watercraft Registration, hunting, fishing, and any other related licenses which may be issued.

- Coordinate all available state-level information assistance and guidance to aid in the identification of problems and the meeting of needs for regional and local government planning units through the use of a state-wide environmental data bank. Work on a data bank is now proceeding under the joint planning program of the departments of Inland Fisheries and Game and Sea and Shore Fisheries.

- Design and employ wording of data collection to analyze the effect of out-of-state recreational visitors, and, from such a study, develop proposals to serve this segment of the recreation public.

- Investigate the priorities to be given in recreational development so as to determine whether emphasis should be place on Maine citizens, or on tourism.

- Assist the recreational planning effort by developing use and design standards consistent with maintaining a satisfying outdoor experience in Maine.

- Define and implement a larger state role than has been traditional in helping sponsor local government and local non-profit efforts to provide and maintain outdoor recreation facilities and annual events of a state-wide significance

Objective #2:

Increase the accessibility of recreational facilities in the State, according to need and impact of increased accessibility and pressure on the resources involved as well as its economic contribution.

Accomplishments:

Increased promotion of Maine as a recreational area, and continuous improvement of major tourist routes into Maine along with improved ferry service to Maine's offshore islands have increased accessibility of some recreational facilities. Also a new tourist information center to be located in Kittery has been planned.

Proposed Activities:

- Study and ascertain whether continued tourist-oriented recreational expansion in Maine is economically and environmentally justifiable.

- Provide more roads to open up lakes and ponds, as determined by study of need and impact of increased accessibility on resources, in conjunction with the Technical Road Committee of major land owners.

- Improve the state roads to the ski areas, and assist in improving the access roads.

- Give state aid in maintaining roads for recreational use in timbered areas where private companies can no longer continue maintenance.

- Consider mass transit to keep highway traffic and air pollution at a minimum.

- Explore possibility of dedicating a percentage of highway funds for development of urban trail systems.

- Provide maximum effort toward the most productive expenditure of State and Federal funds to acquire and construct boating access sites.

Objective #3:

Provide adequate, good, scenic, and aesthetically pleasing recreational areas and facilities increasing the availability of general public use of beaches, scenic areas, rivers, lakes, and forest areas.

Accomplishments:

The 103rd Legislature and the Maine people approved a $4 million bond issue. This money is being used to purchase land according to the purposes set forth in the preamble of the Act creating the Parks and Recreation Commission. In addition, more land has been acquired along the coast and inland for future development of swimming and boating facilities.

Proposed Activities:

- Encourage development of marinas along the coast by providing financial assistance to developers.

- Provide conveniently spaced marinas with adequate docking facilities, boat services and restaurants all along the coast.

- Encourage facilities by providing low-cost state loans or partial subsidies, or through direct investment in ownership or leasing of these facilities along the shoreline to attract summer boaters to Maine.

- Provide more boat ramps, and more swimming areas on the seacoast, lakes, and ponds.

- Acquire land for public use at reasonably frequent intervals along the coast, lakes, and near major highways or urban areas.

-Purchase additional parkland in the southern part of the State for camping sites and related outdoor recreational needs.

- Establish a State trail system and a system of youth hostels.

- Continue research and analysis of snowmobile effects on forest and field fauna and flora.

- Devote more money to the establishment of well planned snowmobile trails.

- Continue technical assistance to the private sector with regard to camping.

- Continue to encourage development of well designed and supervised privately owned camp grounds.

- Set aside flood plain areas not now in use other than for forestry, for recreation river corridors. The Saco, upper Androscoggin, upper Kennebec, main stem Penobscot are appropriate locations.

Objective #4:
Make all recreational activities as safe as possible for all participants.

Accomplishments:

The 105th Legislature has made fluorescent clothing mandatory in a test area of southwestern Maine.

Warden Service of the Inland Fisheries and Game Department has a search and rescue unit including divers; and all other warden personnel are also trained in search and rescue work; Warden Service pilots are skilled in aerial search methods.

An expanded hunter safety program began July 1, 1971, financed largely by federal aid funds. The Fish and Game Department also conducts a snowmobile safety campaign.

Boating safety programs are encouraged and coordinated by the Bureau of Watercraft Registration and Safety.

Proposed Activities:

- Investigate the feasibility of requiring the presence of competent adult guides for wilderness trips such as canoing, and hiking.

- Provide uniform marking of the water areas of the State through the use of regulatory markers.

- Remove hazards to boating when necessary for the safe passage of watercraft.

- Continue hunting, boating, and snowmobile safety programs.

Objective #5:
Insure that adequate land in each region of State is open to sportsmen.

Accomplishments:

The Department of Inland Fisheries and Game has in recent years been developing wildlife management areas, which now include 20,374 acres and number 19 areas, almost all of which are open to hunting, trapping, and fishing, as well as activities involving cameras and observation.

The Fish and Game Department is working with landowners in a program designed to open up land now posted against hunters and fishermen.

Proposed Activities:

- Continue support for preservation of uninhabited islands for open space and wildlife management areas.

Objective #6:

Maintain fish and wildlife resources at the highest optimum level.

Accomplishments:

The Department of Inland Fisheries and Game has maintained the fish and wildlife resources of Maine, both game and non-game species — for the past century. Financial resources for fishery and wildlife management and research programs were provided by license revenue from hunters and fishermen ($21,000,000 in the past 10 years).

The 105th Legislature authorized the Fish and Game Commissioner to set small game, bird, and furbearer seasons and bag limits, and to curtail the deer season as necessary.

Proposed Activities:

- Legislative action to authorize Fish and Game Commissioner to set seasons and bag limits on all species of fish and wildlife.

- Provide public funds (general fund monies) for management of non-game fish and wildlife species.

- Maintain fish and wildlife management and research activities, conducted according to needs as determined by exigency and organized planning programs.

- Continue to exert control over the building of dams, with regard to fishway installation.

- Provide additional district wardens to cope better with the increasing year-round outdoor activities, and to conduct special investigations year-round with emphasis on illegal hunting activity.

Accomplishments:

Public Information programs are an on-going project of the Department of Inland Fish and Game. The Bryant Pond Conservation School, in conjunction with the Department of Education, was established for teachers and young people's groups. Also many materials have been developed to answer public queries on fish and wildlife, hunting and fishing and related topics.

Safety programs are conducted seasonally on hunting and snowmobiling.

Proposed Activities:

- Expand the Fish and Game Department news program to use broadcast media more extensively.

- Maintain and expand photo and information files.

- Continue MAINE FISH AND GAME magazine; use full-color illustrations when subscription revenue makes this feasible.

- Continue to provide public information on topics mentioned under "Accomplishments."

- Continue to develop an awareness of the need for wise use of renewable natural resources and on the difference between conservation and preservation.

- Expand the information program to assist the public in their enjoyment of all wildlife resources.

Public Safety

PUBLIC SAFETY

MAJOR POLICY:

REDUCE THE INCIDENCE OF CRIME AND INCREASE THE EFFICIENCY, FAIRNESS, AND COORDINATION OF LAW ENFORCEMENT AND CRIMINAL JUSTICE SYSTEMS AT ALL LEVELS OF GOVERNMENT.

Goal 1:

Provide complete protection to persons and property from violaters of criminal laws.

Situation:

The task of protecting Maine's citizens and their property is increasing and becoming more of a challenge each day. The training and staffing of law enforcement and criminal justice agencies has not kept pace with the increase in the crime rate, and the courts protection of the individual.

The prevention of crime depends on the education and training of law enforcement personnel in the areas of causes of deviate behavior, and effective methods of prevention, especially where youth and organized crime are concerned. Half of the country's population is under 25, and a great number of these young people are turning to crime. Much needs to be done to prevent the increase in juvenile delinquency. Organized crime in the country which employs thousands of people has resulted in the most serious long-term danger to the security and principles of the country.

Objective #1:

Improve the quality, skill and competence of law enforcement personnel.

Accomplishments:

In addition to the continuation of police training at the Maine Police Academy, funds were provided for many officers to attend various courses pertaining to their work. An Associate Degree program in Criminal Justice was established at the University in both Augusta and Bangor. A Police Science Associate Degree program at SMVTI was created, also a Drug Abuse Seminar was held for some 200 officers.

To increase the competence of law enforcement personnel, 22 interns have been provided in local police agencies, and 10 copies of the Maine Revised Statutes have been provided for some local police agencies.

Proposed Activities:

- Support improvement in the selection process and increased training and education of sheriffs, local police, and other law enforcement personnel.

- Further develop Associate and Baccalaureate Degree Programs in the higher education institutions of the State.

- Develop a training program for persons working with probation and parole.

- Prepare a police handbook on interpretations of legal guidelines.

- Develop a program possibly within the University, whereby law enforcement personnel receive more training in the social causes and effects of crime.

- Provide personnel with proper communications equipment or systems and criminal information systems.

- Increase salaries, and establish minimum salary standards of the law enforcement personnel and thereby attract more highly qualified individuals.

Objective #2:

Increase public awareness of ways and means of crime prevention, and the function and problems of law enforcement personnel.

Accomplishments:

Through financial assistance from Maine Law Enforcement Planning and Assistance Agency, pilot programs are being developed to train school teachers in the law and to develop a study unit on criminal justice for use in the school system.

The Attorney General's Office has received monies too for community relations and public education lecture service.

Proposed Activities:

- Encourage public cooperation with law enforcement agencies.

- Increase public awareness of the functions of the law enforcement system.

- Provide law enforcement study units for use in public schools.

- Provide educational programs for the general public on ways of avoiding and preventing crime.

- Encourage better public understanding of the criminal justice system.

- Facilitate a closer relationship and cooperation between the public and the law enforcement system.

Objective #3:
Increase prevention of juvenile delinquency.

Accomplishments:

The task of preventing juvenile delinquency has been assisted by the availability of federal funds for the support of special activities aimed at preventing and controlling juvenile delinquency.

Three police officers from the State were sent to UCLA to receive training in the area of juvenile delinquency, while assistance was given to narcotics training, and a narcotics law seminar for police and prosecutors. Also a Drug Abuse Seminar was held for some 200 law enforcement officers.

Proposed Activities:

- Create Youth Service Bureaus, serving an individual city, or a consortium of cities or towns, to provide counseling, psychological help, social service, educational assistance and medical attention.

- Assist youth who have problems in adjusting to their homes, schools, and communities.

- Encourage programs in the schools to detect deviate behavior at an early stage.

-Better coordinate and correlate public and private programs related to youth, or directly serving youth in the State of Maine.

- Establish a "Dial-A-Counselor" project for young people in need of help using the telephone as a means of initial contact.

- Create a student tutorial program for the potential school drop-out.

- Provide facilities for the evaluation of the youthful offenders of the State.

- Eliminate training centers as detention facilities in juvenile cases.

- Establish a program whereby qualified public volunteers provide "after-care" counseling and assistance to the juvenile offender.

- Implement consistent and comprehensive evaluation of juveniles before a hearing, in order to provide the court with data useful in the disposition of the case at hand, and in the rehabilitation of the offender.

Objective #4:

Reduce the occasion for the existence of organized crime in Maine.

Accomplishments:

Organized crime has been recognized as existent in Maine, and efforts have been made by the Attorney General's Office to detect and curtail such crime.

Proposed Activities:

- Provide a continuous intelligence capability directed against organized crime.

- Facilitate and increase public participation and cooperation in the fight against organized crime.

- Establish an organized crime intelligence division in the office of the Attorney General.

- Form an organized crime council at the state level to act as the policy body for an intelligence unit, and to educate local government officials, private businesses, and the general public about organized crime.

Objective #5:

Design an effective program for dealing with emotional and psychological situations which may lead to personal and physical harm.

Accomplishments:

Through financial assistance provided by MLEPAA riot training and equipment have been supplied for over 100 law enforcement officers.

Proposed Activities:

- Improve the training and equipment of those law enforcement agencies likely to be involved in riot or disorder control.

Goal II:

Provide an administration of justice system in the state which effectively, efficiently, and justly administers the State's apprehension and prosecution programs.

Situation:

Many of Maine's law enforcement agencies presently do not possess the capabilities or facilities to adequately meet the demands for apprehension and rehabilitation of criminal offenders.

Many of Maine's county jails are inadequate to rehabilitate or even house inmates. Many towns have no police protection, nor can they afford them. Many of the court facilities in Maine are antiquated. Caseloads are increasing at a much greater rate than staffing, part-time county attorneys often are no longer able to adequately perform the job on a part-time basis.

Objective #1:
Improve the detection and apprehension of criminals in the State.

Accomplishments:

In addition to general law enforcement training, some officers have received special training in the areas of firearms and arson investigations.

Cumberland County has a mobile lab and staff for county-wide use, and Piscataquis County has a county-wide communications system. In addition miscellaneous investigation equipment has been provided.

Proposed Activities:

- Support the consolidation of existing law enforcement resources.
- Support the creation of new law enforcement capabilities as a cooperative effort between units of government.
- Provide proper equipment and facilities and staffing to enhance law enforcement agencies capabilities.
- Improve and increase the equipment for the State Police Criminal Laboratory.
- Support improvement of police equipment and staff.

Objective #2:
Improve prosecution and court activities.

Accomplishments:

To facilitate court procedure in Maine, Governor Curtis made the proposal, which the 103rd Legislature adopted, to operate the District Court System out of the General Fund, while an operation and management study of Supreme and Superior Courts was conducted.

Educational opportunities have been offered to increase prosecution capabilities. A Seminar on Criminal Justice was held, and an Associate Degree program on Criminal Justice is now offered. Also full-time court coordinator/planners for the Maine Superior Court were funded through MLEPAA in addition to four interns being provided for prosecution agencies.

Proposed Activities:

- Improve the operational efficiency of the court system and increase the effective adjudication time of the judges.

- Implement the recommendations of the Study of the Supreme and Superior Court System of Maine by the Institute of Judicial Administration.

- Establish a Court Program Coordinator.

- Provide training programs for court personnel.

- Provide 6 full-time law clerks for the Justices of the Supreme Judicial Court.

- Develop standard forms and procedures for use throughout the judicial system and in its interfaces with other agencies.

- Develop a personnel system for non-judicial personnel of the courts.

- Develop uniform court administration.

- Establish the position of State Public Defender to assist in the Defense of those charged with serious criminal offenses.

- Obtain and modify the federal jury selection programs and centralize computerized jury selection with the office of the Administrative Assistant to the Chief Justice.

- Provide a limited right of appeal by the State in criminal cases.

- Assign qualified case workers to courts and judges.

Goal III:

Increase the effectiveness of the system of corrections and rehabilitation.

Situation:

Since caseloads for the courts are increasing they are also increasing for the probation and parole people, and the correctional institutions. Many of Maine's criminal offenders are apprehended for repeated offenses indicating that the rehabilitation programs they have been exposed to did not adequately prepare them for a normal return to society.

Objective #1:
Expand non-institutional rehabilitation and correction programs.

Accomplishments:

MLEPAA has provided equipment such as recorders to facilitate the work of Probation and Parole Officers. This allows these people more time to provide effective supervision of their charges. The Department of Mental Health and Corrections has worked with social workers from the Department of Health and Welfare in the area of social offenders.

Proposed Activities:

- Establish work release and pre-release centers.
- Expand the aftercare capabilities of the State Correctional System.
- Improve and up-grade services in adult probation and parole matters.
- Reduce caseload of probation and parole workers by hiring additional personnel to permit more individual counseling and personal contact.
- Provide better coordination of the roles of the social workers in the institutions and the "aftercare" workers.
- Provide up-to-date information to prospective employers as to programs and training that have been provided at correctional centers.

Objective #2:
Provide the institutional correction and rehabilitation programs that prepare social offenders for a normal return to society.

Accomplishments:

MLEPAA has provided funds for a TV monitoring system, and equipment to provide music and indoctrination messages at the Maine State Prison. Also recreation facilities and supervision have been procured for Kennebec County jail prisoners.

Vocational training programs in all the correctional institutions in the State have been given greater emphasis, along with the particular needs of the individuals within the center.

Proposed Activities:

- Pay tuition expenses of correspondence courses for qualified inmates.

- Establish rehabilitation programs at a county jail large enough to effectively support a program.

- Increase use of diagnosis and screening for incoming inmates.

- Increase students in vocational training classes.

- Provide teaching staff, facilities, and materials for evening classroom instruction.

- Eliminate all out-moded procedures presently being followed by the correctional centers.

- Constantly re-evaluate the existing programs and recommend new or different programs to meet the needs of the client being served.

Goal IV:

Assist and effectively coordinate, at the State and local level, the administration of law enforcement activities throughout the State.

Situation:

As the U.S. Congress realizes the importance of law enforcement activities, and provides more funding to the States to combat the crime problem, it becomes more necessary to coordinate the use of these funds and their resulting programs.

Objective #1:

Provide professional and effective police and technical services, and information pertaining to enforcement plans and systems.

Accomplishments:

The 104th Legislature created the Law Enforcement Planning and Assistance Agency to allocate federal funds to local communities to assist them in law enforcement activities. Since 1969 MLEPAA has disbursed the following sums of Federal money.

1969	1970	1971 (to date)	1971 (by end)
$119,552	$970,200	$1,800,000	$2.9 million

Proposed Activities:

- Organize law enforcement seminars as a means of information distribution.

- Develop a central crime laboratory for the State with an additional mobile laboratory.

- Acquire new personnel and equipment to provide services to Maine's law enforcement system.

- Develop a standard criminal statistical system for the State.

- Undertake a study to determine the service and cost effectiveness of alternative regional systems for provision of police services, which will provide guidelines for making grants to police agencies in helping communities to regionalize their services.

- Study the most effective way to provide regional police service in various parts of the State.

- Study areas where regional police services would be effective, and initiate this service in these areas.

- Support management improvement studies and demonstration for law enforcement agencies.

Transportation

TRANSPORTATION

MAJOR POLICY:

TO MORE EFFECTIVELY SERVE MAINE'S CITIZENS AND VISITORS BY DEVELOPING A PROGRAM FOR AN ADEQUATE TRANSPORTATION SYSTEM ON LAND, WATER, AND IN THE AIR BASED ON SAFETY AND EFFICIENCY TO MEET SOCIAL, ECONOMIC AND ENVIRONMENTAL NEEDS.

Goal 1:

Orient the transportation system in Maine so that improved coordination of Maine's industrial, social, and other various needs can be developed.

Situation:

Since Maine is geographically isolated from the rest of the country, has a sparse population, and is subject to long winters, transportation of all types is often a major problem. Due to these circumstances it is very costly, and often inefficient, for public transportation to serve the state, especially the northern areas.

Objective #1:

Better coordinate the activities of all those people, agencies and municipalities who deal with transportation.

Accomplishments:

The Maine Legislature created a Department of Transportation in 1972.

Proposed Activities:

- Combine all significant state activities relating to transportation.
- Develop a statewide transportation plan to reflect intermodal needs and priorities.
- Provide improved transportation service and problem solving to the various segments of Maine's economy.
- Continue to encourage local officials to cooperate in solving mutual problems in traffic planning.
- Study and plan ways of eliminating parking problems in urban areas.
- Coordinate and centralize the regulation, licensing, and taxation of transportation modes.

Objective #2:

Provide transportation methods that will fulfill the needs of the various segments of both the urban and rural population.

Accomplishments:

Through appropriations by the 103rd, 104th, and 105th Legislatures and the Federal government, advances have been made in the state's highway system, a number of small ports, and in many of the state's small airports.

Proposed Activities:

- Improve systems of mobility for senior citizens.
- Assure an adequate means of transporting workers, especially low income and moderate income families, to places of employment.
- Provide adequate transportation for children to enable them to participate in school functions and other social and cultural activities.

Goal II:

To operate and maintain a system of highways to provide a safe and economically effective highway transportation system for the people of the State of Maine and its visitors in a manner that will protect and enhance the valued environment of the state.

Situation:

The Highway Program continues to face serious financing problems as a result of the many miles of Maine highways, severe weather conditions, and the limited population resource.

In spite of the efforts of the various safety groups, the many highway deaths which occur annually require concerted effort in order to reduce the accident toll.

Objective #1:

Provide an effective highway network for the safe and convenient movement of goods and people.

Accomplishments:

The Maine Legislature has provided significant revenue measures to assist in providing for an adequate highway program and with the people of the state have approved bond financing to supplement Federal financing for highway construction.

Proposed Activities:

- Maintain adequate surveillance over the operation of the highway system in such a manner as to anticipate possible deficiencies in that system, providing for the effective correction of such deficiencies with minimum expenditure of available resources, in a reasonable manner, and with emphasis on proper relative priorities.

- Continue to provide for adequately planned maintenance of the highway plant.

- Give greater emphasis to the rehabilitation of existing highways before constructing new highways.

- Provide for reconstruction of appropriate highways, when necessary, to assure safe and economical transportation throughout the state.

- Orient future construction to the major arterial system, shifting emphasis in major construction activity from Interstate to primary highways.

- Protect and enhance the environment through programs based on the awareness and promotion of positive aesthetic, sociological and ecological factors relating to the proper operation of the highway system.

- Continue the State program by assisting in the operation, maintenance and construction of highways falling within the primary jurisdiction of towns within the state through various Town Aid Programs.

- Provide that all transportation development is consistent with land use programs in the area, and other statewide goals and policies.

Objective #2:
Emphasize and enhance efforts to keep traveling safe.

Accomplishments:

A number of safety precautions have been issued by the safety groups. The Highway Safety Committee has provided a defensive driving course to 10,000 licensed drivers. The Committee also has assisted many towns in receiving Federal matching funds for highway safety programs. Traffic enforcement has been increased in these towns since they are now equipped with more personnel, equipment, multi-purpose vehicles, etc.

Accomplishments (Cont'd):

The Highway Commission has devised an Accident Location Reference System to identify and correct high accident locations on state highways.

The Highway Department has also implemented new safety design features in guard rails and medians, and acted to remove many fixed objects from along highways.

The State Police, Motor Vehicle agency, and other state agencies continue to make significant contributions to highway safety.

Proposed Activities:

- Expand selective traffic enforcement programs.
- Continue expansion of Alcohol Control Program.
- Investigate methods to improve adjudication of traffic law violations.
- Improve driver license controls for all drivers and potential drivers.
- Increase public information and education efforts.
- Expand and improve driver training and retraining efforts.
- Continue efforts to improve potentially hazardous locations on the highway network.
- Increase efforts to achieve greater involvement of local government in safety activities.
- Continue to improve emergency medical services.

Objective #3:
Increase and up-grade the present public transportation system to enable Maine citizens to travel within the state, and out of state, with more ease.

Accomplishments:

Local efforts have been made in the Portland and Lewiston-Auburn areas to evaluate the problems relating to public transportation. The Greater Portland mass transit system has received excise tax relief and some fuel tax relief in order to alleviate some of its financial difficulties.

Proposed Activities:

- Consider financial assistance for the larger municipalities to aid their mass transit bus systems through Federal and/or State funds.

- Initiate a study of public transportation possibilities in rural areas.

- Continue to regulate railroads and buslines so that any alteration of services requires the approval of the Public Utilities Commission.

- Retain railroad service and make improvements where warranted.

- Evaluate the possibility of the return of rail passenger service.

Goal III:

Determine airport needs and priorities, and assure the safety, reliability and convenience of air service for all persons who use these facilities.

Situation:

The State does not have adequate air service since presently nearly all air service goes through Boston.

Objective #1:

Construct new airports or improve existing airport facilities to meet the needs of areas of the state that are demanding more air service.

Accomplishments:

The 103rd Legislature passed a bond issue, which was later approved in referendum, for $2,837,500 to construct, expand, and improve airports. This appropriation was to service the four larger airports, secondary and third-level airports. The following table lists the amounts each area received:

Portland	$1,625,000
Bangor	$ 82,500
Presque Isle	$ 100,000
Augusta	$ 322,000
Auburn-Lewiston	$ 350,000
Wiscasset	$ 30,000
Waterville	$ 40,000
Madawaska	$ 30,000
Rangeley	$ 25,000
Greenville	$ 12,500
Millinocket	$ 25,000
Old Town	$ 9,500
Sanford	$ 4,000
Norridgewock	$ 13,000
Rockland	$ 120,000
Houlton	$ 12,500

Accomplishments (Cont'd):

In addition to the appropriations of the 103rd Legislature, airports received more assistance from the 104th Legislature. The following table lists these amounts:

Augusta	$ 60,000
Presque Isle	$178,350
Bangor	$313,000
Rockland	$117,000
Frenchville	$ 57,500

The 105th Legislature continued a program of airport improvements and recommended an appropriation of $494,400 as follows:

Portland	$270,000
Presque Isle	$ 49,400
Various Airports	$175,000

Proposed Activities:

- Complete a statewide airport systems plan, supplemented by individual airport development plans.
- Continue to support the development of multipurpose, all-weather regional airports at Portland, Central Maine, Bangor and Presque Isle.
- Provide assistance to support increased development of Bangor International Airport.
- Construct a multi-purpose, all-weather regional airport in the Augusta area.
- Defer any additional development at the Augusta State Airport.
- Expand and improve second and third-level airports throughout the state.
- Improve runways and lighting systems of existing airports.

Objective #2:
Emphasize and enhance increased, efficient air service.

Accomplishments:

Steps were taken by the 103rd, 104th, and 105th Legislatures to improve and increase services, especially through increased appropriations. The transformation and development of Dow Air Force Base into Bangor International Airport has been initiated.

Studies of certain aspects of Maine's air service are being conducted.

Proposed Activities:

Continue a timely development of air service adequate to meet the air transportation needs of the state.

Objective #3:
Continue to enforce strict safety regulations pertaining to air transportation.

Accomplishments:

The State Aeronautics Department has established aviation safety policies and law enforcement procedures.

Proposed Activities:

- Continue to inspect all airports in the state.
- Inspect and certify all commercial airports beyond requirements for licensing.
- Up-grade the safety of existing airports.
- Provide a second inspector for Aeronautics Department.
- Continue to provide safety information through bulletins and speeches to aero clubs and service clubs.

Goal #4:
Improve Maine's coastal and inland ports for business, transportation, and recreational purposes by making them more accessible and responsive to the demands on them.

Situation:

The major problem in establishing healthy ports in Maine is the fact that healthy ports require large industry that will utilize their facilities. This results in the problem of deciding whether to develop ports to assist in the development of industry, or wait for the location of the industry and then construct the ports.

Objective #1:

Develop and increase the port business in Maine by improving the port's facilities and services that can be offered.

Accomplishments:

The Maine Port Authority has been and is continuing to work with the ports in Portland, Searsport, Rockland, and Eastport. The Port Authority has surveyed and studied the possibility of container ports, along with operating a promotion and development program for Maine ports.

A Waterfront Council was established to discuss port problems, in Portland, such as container development, harbor dredging, longshore productivity, pollution, new cargo, and safety of vessel movement in and out of the port.

Proposed Activities:

- Tie port development in with rail development and truck facilities.
- Develop specialized docking and unloading facilities at the head of Penobscot Bay in order that increasing quantities of jet fuel may be shipped to the Bangor International Airport by way of the existing pipeline.
- Develop pier facilities in Maine to handle container transfer between ship and shore.
- Continue to study the future needs of Maine ports, so that they will be able to compete for the water shipments of tomorrow.
- Provide piers and warehousing adequate for modern techniques of freight handling for each port.
- Initiate a study to see what the Department of Transportation can do to reduce feed grain rates.
- Plan for facilities for movement of giant super-tankers.
- Consider what role Maine ports will play in new ocean transportation methods such as LASH, SEABEE, Container, etc.

Objective #2:

Increase the use of Maine's coastal ports for pleasure and transportation purposes.

Accomplishments:

The port of Portland has recently acquired the services of a ferry service between Portland and Nova Scotia, and a study is being made into the feasibility of ferry service to New York.

Proposed Activities:

- Study areas that can be developed into a coastal marina.
- Provide more ferry services to longer distances.
- Develop more day trips to historical coastal islands.
- Provide additional attention to the State ferry service for development of additional off-shore islands.
- Provide a number of organized fishing trips along the coast.
- Develop a series of marinas along the coast (approximately 10) to draw more boaters and to service existing ones.

TOWARD A STATE LAND USE POLICY

Maine State Planning Office

Elements of a State Land Use Policy

In formulating an acceptable policy for the State of Maine on land use management and programs, we should begin by asking ourselves what state actions to improve and regulate land use would be acceptable in light of the current attitudes and behavior of Maine people. Do enough Maine people really want improved land use management when such programs will involve expert instead of individual judgment? And, when such programs will mean the substitution of collective goals in place of individual judgments? Above all, will the people of Maine begin to consider land as a community resource rather than a private commodity?

Most residents of Maine have exhibited a low tolerance for bureaucracy and centralized regulations, whether in large-scale government programs or other large-scale activities such as the State University system. In light of the fact that over four hundred units of local government in Maine still lack effective land use management controls at the local level, they also seem to resist collective action at the local level. Nevertheless, the people of Maine through action of the last two sessions of the Maine Legislature have authorized three major pieces of state level land use regulation: The Site Selection Act, Mandatory Zoning and Subdivision Control for Shoreline Areas, and the extension of planning, zoning and subdivision controls to all the wildlands of Maine through the Maine Land Use Regulation Commission. Although it is difficult to speculate on future attitudes, it seems safe to assume that if some of our present bureaucratic structures would be come less bureaucratic and less centralized the people of Maine would be more willing to accept certain kinds of central planning and collective judgments on the control of specific areas and projects in this state.

An acceptable state policy and program for land use control should be decentralized and as simple and direct as possible so that it will be easier for Maine people to adjust both their attitudes and behavior to these new conditions. But if bureaucratic structures become more intrusive in their everyday lives, if there are more restrictions and more delays in getting things done, Maine citizens will probably have a negative reaction by rejecting such controls and try to hold on more tightly to what they believe are their last few remaining areas of privacy and individual freedom. They obviously prefer to keep local government decisions close to themselves and will oppose distant sanctions or centralized coercion.

Although the increased state concern with the consequences of development is urgently needed, it is vitally important to channel this concern into areas where it will be effective in dealing with important problems without unnecessarily increasing the cost or time in the land development process. A time-consuming and inefficient procedure requiring the approval of many state or federal agencies for land use decisions of minor importance could have serious social and political consequences.

For this reason it is important to recognize that a great number of the land use decisions that should be made by Maine local governments have no major effect on state, regional or national interests. Furthermore, most of these decisions can be made intelligently only by people familiar with the local social, environmental and economic conditions. The decision on the use of a small parcel of land located at the corner of Main and Elm Streets in Waterville can only be made intelligently in Waterville, not in Augusta or in Washington.

The first task is to balance the need for expanded state participation in the control of land use with the objective of limiting this participation to those land use decisions which involve only state or regional interests while retaining local control over the smaller, community issues of only local concern. The problem of defining state interests and local interests is not an easy one, but it has been done in the Site Selection Act, the Mandatory Shoreline Zoning and Subdivision Act and the extension of the jurisdiction and powers of the Maine Land Use Regulation Commission. These legislative acts authorize the state to control certain large-scale developments, to manage a critical area and to protect an uncontrolled area.

The first major element in a state land use policy, on the basis of recent experience, is that the State government should take the responsibility for identifying areas of critical concern and to regulate those areas in the public interest. To identify such areas, the state may establish four guidelines for the selection of such areas:

First, the state may designate portions of the state which because of their natural resources characteristics or other considerations become areas of statewide concern. The shoreline areas of the Mandatory Zoning and Subdivision Act of 1971, Wetlands, an area surrounding a major highway interchange and approaches to major airports are examples of areas of state concern.

Second, some types of development may have only local impact if undertaken on a small scale, but may be of state or regional significance when undertaken on a large scale. This applies to commercial, residential and industrial development of large size as specified in the Site Selection Act.

Third, some types of development by their very nature and impact almost invariably become matters of state or regional concern. This would include major airports, public utility transmission lines, power plants and major highways.

Fourth, areas that cannot be supervised or controlled by local governments or other regulatory authorities must become the responsibility of the state. The planning, zoning and subdivision controls over the unorganized and deorganized areas of the state by the Maine Land Use Regulation Commission is an example of this type of situation. This may also include areas where local governments refuse or are unable to act over a certain period of time in the organized areas.

The second major element in the State Land Use Policy is the need to formulate and implement policy and programs for the urban areas and local communities of Maine. An essential element of this policy is that areawide, regional planning serve as a framework for local government activities. The manageable aspects of our environment and economy now come in regional packages. Furthermore, in a state as large and diverse as Maine, regional planning agencies are better able to respond to sectional peculiarities necessary for the development, acceptance and implementation of water and land use plans.

This regional approach was made official by order of Governor Curtis on January 26, 1972, when he issued an Executive Order establishing a system of official planning and development districts for the entire state. The eight major drainage basins in Maine served as the framework for the designation of these districts. Effective land and water use planning was the major criteria used in delineating the boundaries of these districts; they are large in size but small in number so that they can deal with and coordinate the many issues and relationships involved in proper land management.

The success of the river basin approach, while not utilized extensively in this nation, is apparent in many European situations such as the Ruhr Valley. It has the ecologically sensitive total land use view of a drainage system in that it allows for a comprehensive approach to environmental degradation from all sources rather than the usual approach of a site-by-site abatement program.

The estuaries of our state, where the complicated interactions between fresh and salt water occur, are prime examples where the regional implications - defined as watershed areas - are especially noticeable. If the estuaries of Maine are to be reestablished and maintained as something more than open sewers, effective planning and programs must provide for the management of entire watersheds.

Environmental, economic, social and political problems are so interrelated in the design and implementation of land use controls that we must integrate the functional with the geographic and administrative aspects of government on a consistent area basis. The proliferation of land development review and approval bodies at the local government level will increase both construction and government costs. The long run objective of a well-planned, livable environment requires that planning and project review be carried out on a regional basis.

We must, in the future, avoid the growth and multiplication of a great number of conflicting and overlapping special agencies, boards or commissions to handle in isolation one problem after anotherand in the end seriously diminish our capacity to deal with complete ecosystems in a coordinated, comprehensive and continuing manner.

This policy should also clearly define the local decisions that will be left to local communities based on information developed in consultation and cooperation with communities in Maine. The state may explore the option of developing a temporary system of land controls for these communities not ready or willing to exercise such controls until such time as local controls are enacted or brought up to state standards.

Technical assistance and financial support to the regions and local units must be expanded to have a workable program. Much of this additional support may become available from the state level land use bills introduced to both Houses of the 92nd Congress in 1971 and expected to pass next year. All bills would place responsibility for implementation on the states with provision for delegation of some responsibilities to regional agencies and local governments. There are also explicit or implied requirements in all bills for methods for inventorying, designating and exercising state control over critical areas.

It should be the policy of the state government to take direct, remedial action when local government and private landowners are powerless or reluctant to act in the interests of land management. So that there be consistent policy and direction, the state should provide guidance, authority when needed, and financial assistance to help overcome local deficiencies and disparities.

The third major element is the need to establish clear and coordinated policy, performance standards and criteria at the state level for the guidance of state, federal and local governments and private developers for effective implementation and coordinated land use planning and control.

The State of Maine may want to consider its own version of the landmark National Environmental Policy Act of 1969 to provide a general declaration of land use control and environmental policy and establish general criteria now scattered and fragmented among many state agencies, and add the definition of critical areas described in the first element of land use policy.

The development of more sophisticated impact statements at the state level can serve to assemble all relevant technical information, discover potentially irreversible effects, help evaluate planning alternatives and define public concerns. It is an extremely valuable evaluation tool and, if used in conjunction with overall land and water use planning, individual projects could be implemented with more complete knowledge of their long-term effects.

The only analysis that existed before the advent of Environmental Impact Statements was the practice of assessing dollar values as the sole basis of weighing or justifying all elements in a complex situation, the cost-benefit analysis. The limitations of this approach are now widely recognized in that they attempt to force all elements of a resource situation into a dollar framework. Such calculations have been generally used to justify a choice made rather than to determine which choice is best.

It is desirable for the state to coordinate and integrate much of the major existing laws, add new policy and criteria to provide in one law and policy the guidelines for state and local agencies. Such law and policy would require all state and local agencies to conform to the policy and standards to effectively head all agencies in the same direction and to unify federal, state and local policy on land use. Each regional agency could also determine more specifically refined standards, based upon minimum requirements and guidelines prepared at the state level for application within that particular region.

The fourth major element is a method of review and coordination of land acquisition plans and proposals for all state agencies. The recent work of the new Interdepartmental Committee on Public Lands and other recent developments points out the need for more effective coordination of land acquisition programs within state government. This could be

accomplished by expanding the present project notification and review system carried out under the A-95 procedure. It would briefly provide a central clearinghouse for: (A) all land holdings of state agencies, and (B) all land acquisition proposals of state agencies. Like the A-95 process, approval or recommendations of the clearinghouse and other relevant state agencies, plus conformance to state land policy, standards or criteria would be a prerequisite for land acquisition or disposal by the state.

In addition to federal projects, state projects should also be added to the A-95 review process to aid in the coordination of the state public improvements program and also set up a method to assess their overall impact on state land use, their environmental impact and economic consequences.

The fifth element in a state land use policy is to encourage the use of taxation at both the state and local level to reinforce and support land management goals and objectives. In general, this means that the state and local tax system should support the highest and best use of land as defined in state policy, laws, standards and criteria. In 1965, for example, the Hawaii legislature applied a tax deferral technique by allowing tax exemptions on land in their urban zones dedicated for open space, public recreation and landscaping. The negative effect of the property tax on land use and development in all communities is well known.

It is expected that this element will be a major concern of the seven-member special committee now studying Maine's tax structure. It is a major concern of the present study now being conducted by the Governor's Office on alternative methods of state financing and state revenue.

The sixth element in a state land use policy is that of providing up-to-date institutions and organizations to effectively plan and control water and land use in the state. The State Planning Office has in the last three years been developing a state planning and management system which attempts to provide for the participation of those affected for continuous planning so that plans may be revised and updated and for co-ordination so that all components are properly related at four levels of planning — federal, state, regional and local.

This system includes the following four major components:

1. State Government Reorganization
2. Official Planning and Development Districts
3. A State Comprehensive Policies Plan
4. A State Information System

None of the four components are completely developed. Early in March 1972 the First Special Session of the 105th Maine Legislature approved 10 out of 13 proposals for new departments. Although the establishment of ten new major departments is a significant and unprecedented accomplishment, it did not deal effectively with the major environmental and natural resource functions of the state.

The continued fragmentation of functions and scattering of responsibilities in these areas makes it difficult — if not impossible — for the Chief Elected Official of this state and the legislature to develop a comprehensive strategy and launch a coordinated attack on the complex problems in these vital functions of state responsibility.

Many agencies in these areas will continue to represent narrow, parochial interests. One agency may easily duplicate the work of another or all may work at cross purposes. The Governor will continue to devote a substantial part of his valuable time to resolving conflicts and dealing with details that these department heads could handle themselves if the Executive Branch were better organized.

In constructing a model for such institutions and organizations, we must avoid giving overall land and water use planning to agencies with a narrow mission or built-in bias. We should also learn from the experiences of federal agencies with this problem. The following statement by Charles R. Goldman, Director of Environmental Studies, University of California, summarizes the views of most qualified observers on this issue:

"Since the two major federal agencies responsible for planning water developments are also responsible for construction (the Corps of Engineers and the Bureau of Reclamation), it is unreasonable to expect them as a general practice to consider alternatives which would mean non-development. Further, it is unlikely that their plans necessarily reflect a wide range of interests. At the same time, despite current enthusiasm, the environmental interests are still not really well enough organized nor well enough financed to undertake their own studies of large water projects.

"it is uncertain whether new governmental agencies such as the Environmental Protection Agency and the Water Resources Council can effectively represent the range of environmental interests. There can be no doubt that governmental agencies at all levels are earnestly attempting to accommodate environmental interests in their planning. Fox (1) believes that this "in house" process of developing a concensus might leave the more committed environmental groups embittered and the decision-making process at a stalemate. He concludes that the federal government should have a separate environmental Resource Planning Agency which would actually take the lead in developing regional environmental resource plans . . . In such an organization it would be wise to include such resource

(1) Professor Irving K. Fox, University of British Columbia

agencies as the U.S. Fish and Wildlife Service who have a clear environmental involvement but not such developmental and construction agencies as the Bureau of Reclamation and the Corps of Engineers. Finally, it would be unwise for such an agency to possess any regulatory responsibility."

Comprehensive, overall planning for state water and land use should not, therefore, be located in a promotional, construction or regulatory agency.

Both water and land use planning and policy are essential as a guide for long-term regulatory activities. This was pointed out in a recent comprehensive report on innovative land use laws and programs of several states for the Council on Environmental Quality. In this report, "The Quiet Revolution in Land Use Control" by Bosselman and Collies, the following paragraph completed their analysis of Maine's Site Location Laws:

"In the long run the Site Location Law may be seen as more of a stopgap remedy than a permanent solution. The absence of any overall state planning process that provides a rational basis for regulation, and the reliance on clearly inadequate criteria for decision-making, must eventually weaken the program's effectiveness. The major question for the future is whether the state can expand the Site Location Law into a more comprehensive land regulatory system that leaves the local issues to local governments but deals with major development proposals in the framework of a broader conception of state planning than the current law contains."

In a broader sense, the need for a state land use policy also grows out of an increasing awareness of the many interrelated issues, activities and problems that confront this state. No doubt other concerns in addition to the elements listed here should be included as we proceed to provide a framework within which urban and rural development and the quality of our environment can be assessed. To provide proper perspective a state land use policy is not just a natural resource policy, it must also be concerned with the problems of economic

growth, the provision of public services and regulation at all levels of government, the allocation of public resources and the very structure of our federal system of government.

Historically, the control of land has been a local function in our federal system of government, but in recent years local units have been unable to deal with large-scale projects or handle involved proposals which require expertise more likely to be available at the state levels.

All the legislative proposals being considered by Congress recognize this trend. It now seems that there will be some form of federal land use bill and the responsibility for implementation will be on the states. State governments will be called upon to assume new responsibilities in land use management. Because of these developments, Maine must be prepared to use this opportunity and accept responsibilities for the management of its water and land resources.

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