

# MAINE STATE LEGISLATURE

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LEGISLATIVE RECORD

OF THE

*One Hundred and Sixth*

*Legislature*

OF THE

STATE OF MAINE

1973

KENNEBEC JOURNAL  
AUGUSTA, MAINE

**HOUSE**

Thursday, January 11, 1973

The House met according to adjournment and was called to order by the Speaker.

Prayer by the Rev. Mr. Paul Pare of Augusta.

The journal of yesterday was read and approved.

**Papers from the Senate**

From the Senate: The following Communication: (S. P. 48)

**STATE OF MAINE**

Legislative Research Committee  
State House  
Augusta, Maine

January 3, 1973

To the Members of the 106th Legislature:

The Legislative Research Committee hereby has the pleasure of submitting to you its report on activities for the past two years. This summary, designated as Volume I, deals with both assigned and unassigned studies and contains the findings and recommendations pursuant thereto.

The Committee was unfortunate in the loss of its original vice-chairman, the late Representative John E. Gill of South Portland. In his death on July 23, 1972, the State of Maine lost an able public servant. We of the Committee gratefully acknowledge our indebtedness to his ability and his contribution to the work of the Committee.

The Committee also wishes to acknowledge with appreciation the countless public and private individuals, organizations and agencies without whose assistance and cooperation the Committee would not have reached its conclusions.

The members of the Committee appreciate having been chosen to participate in this work and sincerely hope the results of many hours of work and devoted study transmitted here will prove beneficial to the members of the Legislature and ultimately to the citizens of the State of Maine.

Respectfully submitted,

(Signed)

JOSEPH SEWALL  
Chairman

Legislative Research Committee

Came from the Senate read and with accompanying papers ordered placed on file.

In the House, the Communication was read and with accompanying papers ordered placed on file in concurrence.

At this point, pursuant to a Senate Order, a message was received from the Senate, borne by Senator Berry of Cumberland, proposing a Joint Convention of both branches to be held forthwith in the Hall of the House, for the purpose of administering to the Honorables: Richard W. Logan, Deane A. Durgin, Howard W. Mayo, Harvey Johnson, Clyde A. Hichborn, Herald J. Beckett and Harold G. Clark, the oaths required by the Constitution to qualify them to enter upon the discharge of their official duties; and for the purpose of extending to His Excellency, Governor Kenneth M. Curtis, an invitation to attend the Convention and make such communication as pleases him.

Thereupon, the House voted to concur in the proposal for a Joint Convention and the Chair appointed Mr. Simpson of Standish to convey a message to the Senate to that effect.

Mr. Simpson subsequently reported that he had delivered the message with which he was charged.

From the Senate: The following Communication: (S. P. 49)

STATE OF MAINE  
Department of Audit  
Augusta, Maine

January 10, 1973

To the Members of the 106th Legislature:

Pursuant to Senate Order Number 756, dated February 9, 1972, I hereby submit a Special Report by the State Department of Audit concerning the Hospital Improvement Program at Pineland Hospital and Training Center.

Respectfully,

(Signed)

RAYMOND M. RIDEOUT, JR.  
State Auditor

Came from the Senate read and with accompanying papers ordered placed on file.

In the House, the Communication was read and with accompanying papers ordered placed on file in concurrence.

From the Senate: The following Communication: (S. P. 50)

STATE OF MAINE

One Hundred and Fifth Legislature  
Committee on Legislative Ethics

January 4, 1973

To Members of the 106th Legislature

We are pleased to submit for your consideration the report of the Committee on Legislative Ethics with respect to their study of the bill: An Act Relating to Disclosure of Economic Interests by Legislators, House Paper 1572, Legislative Document 2029.

The Committee has devoted a good deal of time and study to the document which relates to disclosure of economic interests by legislators and is of the opinion that present statutes sufficiently accomplish the purpose of the legislation. The Committee does, however, approve of the concept of meaningful disclosure provisions.

(Signed)

KENNETH P. MacLEOD

President of the Senate  
Chairman, Committee on  
Legislative Ethics

Came from the Senate and with accompanying Report ordered placed on file.

In the House, the Communication was read and with accompanying Report ordered placed on file in concurrence.

From the Senate: The following Order: (S. P. 52)

WHEREAS, the Hawks of Marshwood High School are the winners of the 1972 Southern York Association and Co-Class C Football Championship of the State of Maine; and

WHEREAS, this spirited group of courageous young men have demonstrated a style of sportsmanship and skill only possessed by champions; and

WHEREAS, the Towns of Eliot and South Berwick can be justly proud of this winning team and its individual stars; now, therefore, be it

ORDERED, the House concurring, that the members of the 106th Maine Legislature now assembled in regular session, take this opportunity to commend the Hawks of Marshwood High School and coach, Rod Whitten, for winning the Southern York Association Championship and for being Class C Football Co-Champions for 1972; and be it further

ORDERED, that a suitable copy of this Order be transmitted forthwith to SAD 35 and the principal and coach of Marshwood High School.

Came from the Senate read and passed.

In the House, the Order was read and passed in concurrence.

From the Senate: The following Order: (S. P. 53)

WHEREAS, On December 30, 1972, Maine's Forest Commissioner, Austin H. Wilkins of Augusta, retired from the service of the State; and

WHEREAS, history will record over 44 years of continuous service as a guardian of our stately pine and forest; a record which includes and is further distinguished by 14 years as Commissioner; and

WHEREAS, during this period he has been of great assistance to the Members of the Legislature and all the Members in turn have appreciated his kind service and friendship; now, therefore, be it

ORDERED, the House concurring, that the One Hundred and Sixth Legislature extends to Commissioner Wilkins its very sincere best wishes upon his retirement and commends him for his long and distinguished service to the State of Maine; and be it further

ORDERED, that a suitable copy of this Order be transmitted forthwith to Mr. Wilkins to convey this message of thanks and appreciation.

Came from the Senate read and passed.

In the House, the Order was read and passed in concurrence.

Bills from the Senate requiring reference were disposed of in concurrence, with the following exception:

Bill "An Act Relating to Animal Welfare" (S. P. 42) (L. D. 98)

Came from the Senate referred to the Committee on State Government.

In the House: On motion of Mr. Evans of Freedom, referred to the Committee on Agriculture in non-concurrence and sent up for concurrence.

At this point, the Senate entered the Hall of the House and a Joint Convention was formed.

#### In Convention

The President of the Senate, Kenneth P. MacLeod, in the Chair.

On motion of Senator Wyman of Washington, it was

ORDERED, that a message be sent to the Honorables: Richard W. Logan, Deane A. Durgin, Howard W. Mayo, Harvey Johnson, Clyde A. Hichborn, Herald J. Beckett and Harold G. Clark, informing them that the two branches of the Legislature are in convention assembled, ready to administer to them the oaths required by the Constitution to qualify them to enter upon the discharge of their official duties.

The Chairman appointed the Sergeant-at-arms to deliver the message.

Subsequently, the Sergeant-at-arms reported that he had delivered the message with which he was charged.

Thereupon, the Honorables Richard W. Logan, Deane A. Durgin, Howard W. Mayo, Harvey Johnson, Clyde A. Hichborn, Herald J. Beckett and Harold G. Clark entered the Hall and in the presence of both branches of the

Legislature in Convention assembled, before the President of the Senate, took and subscribed the oaths required by the Constitution to qualify them to enter upon the discharge of their official duties.

The Councilors then withdrew amid the applause of the Convention.

On motion of Senator Sewall of Penobscot, it was

ORDERED, that a Committee be appointed to wait upon His Excellency, Governor Kenneth M. Curtis, and inform him that the two branches of the Legislature are in Convention assembled, ready to receive such communication as he may be pleased to make.

The Chairman appointed:  
Senators:

BERRY of Cumberland  
KATZ of Kennebec  
BRENNAN of Cumberland

Representatives:

SIMPSON of Standish  
BIRT of East Millinocket  
KELLEY of Machias  
BAKER of Orrington  
MARTIN of Eagle Lake  
McTEAGUE of Brunswick  
WHEELER of Portland

Senator Berry, for the Committee, subsequently reported that the Committee had discharged the duties assigned it, and the Governor was pleased to say that he would forthwith attend the Convention.

Whereupon, Governor Kenneth M. Curtis, attended by the Executive Council, entered the Convention Hall amid prolonged applause, the audience rising.

The Governor then addressed the Convention as follows:

Mr. President, Mr. Speaker and Honorable Members of the 106th Maine Legislature:

For the past six months, in coordination with my staff and State agency personnel, I have extensively reviewed the financial resources of the State of Maine, the needs of our citizens and the many programs that have been initiated and proposed to answer those needs.

This long and arduous effort has produced the Budget Message I present to you today in accordance with my responsibility as Governor to prepare and bring before the Legislature a two-year financial plan for the State.

## The State of the State

As American life becomes more complex, confronting our people with a myriad of problems inconceivable in simpler days, American government has grown at a pace at once a target of public criticism and a product of public demand.

Maine State government today reaches into more areas and affects the lives of more people than ever before, and its role will continue to expand so long as problems exist that cannot be solved by individuals alone. But this is the proper function of democratic government: To attack conditions which deprive the people of their right to the benefits of a democracy, to a life free of the bondage of poverty and despair, of prejudices and fear, of insufficient education and the abasement of their environment.

While we still are not free of many of these conditions in Maine, we have made substantial progress. And this has been possible because Maine's people and Maine's economy have continued to display the durability and the resolution to meet the challenges and to overcome them.

It is my hope that our problems are passing the crisis stage and that we may now seek solutions with better planning and on a more gradual basis.

As we come together now to chart our directions and set our goals for the next two years, we should take stock of some of our past achievements as well as our failures and shortcomings so that we may better prepare for the task at hand.

In the prime field of education, the joint efforts of the executive and legislative branches of Maine government in the past six years have placed an additional 7,200 full-time students in the University of Maine and our vocational technical schools, with about an equal increase in enrollments in adult and continuing education programs. At the same time, the State has moved strongly in support of local education with school subsidies now totaling more than \$57 million a year, or nearly thirty percent of the General Fund budget.

Since 1966, a new social consciousness, Federal law changes and court decisions have added 12,000 families to the rolls of those receiving Aid to Families with Dependent Children, and have greatly broadened the scope of all social programs. These same forces are bringing long overdue changes in policies and services in the field of mental health and corrections. Rapidly disappearing is the ancient practice of hiding the mentally ill or the criminal offender from society.

The rights of our elderly citizens are being slowly recognized with such things as tax and rent relief and homemaker services, senior citizen centers and meals on wheels programs. A curtailment of funding on the Federal level for many of these undertakings presents us with a new challenge to be faced by this Legislature.

The challenge of preserving what is good about the Maine environment and improving what is bad has been attacked on a widespread front. We now have strong State and Federal programs to clean up our rivers and our air, to halt undesirable practices of the past and to build the sewage treatment plants and the antipollution devices too long overdue.

Controls over development of our forest regions and lake and coastal areas have been enacted and now need to be fairly and wisely implemented to ensure that what we gain on the one hand in terms of air and water quality is not lost on the other through detrimental development.

In all that we have done — and recognizing there is so much more to do — our efforts have been and will continue to be aided by governmental reorganization. As approved by the 105th Legislature, this streamlining of the government has bolstered our ability to move faster and more directly to the heart of the problems that confront us.

On the economic front, we can look ahead in the next two years to additional employment and income promised by forecasts of national economic growth.

Despite recent inflation and economic slowdown, per capita buying income in Maine has been growing faster than cost-of-living increases. This growth last year amounted to about nine percent, compared to 5.8 percent the previous year. Unemployment in recent months dipped to 5.6 percent of the labor force, compared to a high of eight percent during the early part of 1972. The end of the fiscal year saw more than 397,000 people employed, an increase of 5,500 jobs over the previous year.

These figures, taken together with statistics showing 38 new business enterprises locating in Maine in the past year, with another 40 expanding, and with business activity increasing in many sectors, are signs of advance in the Maine economy and prospects for a higher standard of living.

It would be nice to report that it has been all success, but it has not. We are still plagued with periodic plant closings. And while the standard of living may be improving overall, ten percent of Maine families remain below the poverty level. So, adequate job opportunities with decent incomes remain as Maine's number one problem.

Meanwhile, the State is running well in the black on the revenue return from its taxes. At the end of the last fiscal year, General Fund revenues exceeded estimates by \$10.5 million and have continued to outpace our financial expectations in every month of the current fiscal year.

Reforms which would give great flexibility to our tax system, expanding as the economy expands, hold a promise of future revenue yields with which we can continue to progress.

## GENERAL FUND APPROPRIATIONS

### The General Fund Budget is Balanced

I am pleased that for the first time in 20 years, a Maine Governor is able to recommend a General Fund budget that does not require new or increased taxes. As shown in Charts 2 and 3, this budget includes: \$487.1 million for Part I to continue Current Services authorized by previous Legislatures; a high priority Supplemental Services budget of \$38.2 million in Part II with a capital program of \$18.3 million; and \$2.9 million for emergency measures in the current fiscal year.

I have deliberately curtailed the number of new programs to be introduced, in order that we might concentrate on the consolidation, effectiveness, and efficiency of existing ones. By such action, I am able to recommend that \$29.8 million be returned to the taxpayers through property tax reform utilizing the funds from Federal Revenue Sharing.

### Part I of the General Fund Budget — Current Services

Just as this period of high national inflation increased our revenue yields, it has increased our administrative and program costs.

Requests to cover authorized services in Part I totaled \$539.4 million, or \$135 million more than was appropriated to cover General Fund Current Services during the current biennium.

Careful and uniform examination of these requests by the Budget Office, using the guidelines in Table I, has reduced the Part I needs from the General Fund by \$52.3 million to my recommended \$487.1 million.

**TABLE I**  
**Guidelines for Budget Preparation**

1. Strict scrutiny of agency requests.
2. Tightening of travel expenditures by State personnel as directed by the 105th Legislature.
3. Appropriate use of State funds to generate Federal dollars.
4. Reduced emphasis on low priority programs.
5. Restricting allowances for equipment to replacements, except in hardship cases.
6. Transfer of funds for State employee retirement from a lump sum appropriation to inclusion in each agency budget to more nearly reflect the cost of each program and effect savings to the General Fund.
7. Realignment of the budget to reflect governmental reorganization approved by the 105th Legislature.



8. Increased use of program explanations in the budget to clarify the uses of State funds.
  9. Restructuring of the budget to enable future use of electronic data processing.
  10. Inclusion of only the most pressing projects for human services among the many requests for new programs.
  11. Elimination of dedicated revenues within the General Fund.
  12. Utilization of available funds for new buildings and other physical improvements.
- 

The reductions were made possible by:

—Closing the Women's Reformatory at Skowhegan and transferring its functions to other programs within the Department of Mental Health and Corrections.

—Elimination of agency requests that exceeded definitions of authorized current programs.

—Referral of inappropriate Current Services requests for consideration in the Part II Budget review.

—Payment of \$8.5 million for local school construction and \$1.5 million for construction of regional technical vocational centers from the bond issue previously authorized for this purpose. This follows the practice of the last two bienniums.

In spite of our best efforts, the cost of carrying out our programs has greatly increased. A careful analysis will explain the situation we face.

Of the \$83 million Current Services increase, \$25.3 million is for school operating subsidies to cities, towns and SAD's. An additional \$22.2 million is necessary for debt retirement. Added State employee retirement costs amount to \$3.5 million. A sum of \$6.4 million is needed to fully fund the last State employee pay increase. A fund of \$2.8 million is required for tax relief for the elderly for both years of the next biennium. An additional \$7 million is needed from sales and income tax revenue for the Local Government Revenue Sharing Fund. These unavoidable items alone total \$67.2 million.

The remaining increased funds are required for commodity price rises, welfare caseload increases, and staffing of institutional and vocational training institute buildings opened this biennium.

These major increases are listed on Chart I which also shows the make-up of the Part I Budget.

### **Part II of the General Fund Budget — Supplemental Services**

In an attempt to slow the rate of increasing governmental costs, I have reduced requests for supplemental services from \$129.4 million

CHART I  
INCREASES OF GENERAL FUND CURRENT SERVICES  
RECOMMENDATIONS OVER APPROPRIATIONS BY THE 105TH LEGISLATURE

Description	Appropriated Biennium 1972-73	Recommended Biennium 1974-75	Increase
Education and Cultural Services —			
Subsidies to Local Governmental Units	\$115,225,813	\$140,492,184	\$ 25,266,371
University of Maine	53,237,955	62,355,354	9,117,399
Vocational Technical Institutes	7,755,412	9,757,303	2,001,891
Maine Maritime Academy	1,905,000	2,185,684	280,684
Other Education and Cultural Services	27,297,280	28,040,214	742,934
Sub-total Education	\$205,421,460	\$242,830,739	\$ 37,409,279
Mental Health and Corrections	49,933,002	58,427,027	8,494,025
Health and Welfare	68,725,622	79,292,842	10,567,220
Debt Service	12,688,316	34,906,371	22,218,055
All Other Appropriations	67,598,814	71,622,253	4,023,439
Total	<u>\$404,367,214</u>	<u>\$487,079,232</u>	<u>\$ 82,712,018</u>

NOTE: In the 1972-73 biennium, appropriations totalling \$27,120,110 were made from the unappropriated surplus account of the General Fund. These surplus appropriations were designated for various recurring and non-recurring purposes including debt service and equipment purchases for most State agencies. These amounts are not reflected above.

to \$38.2 million. This Part II Budget represents what I consider to be the minimum additional effort we must make during the next two years, if we are to continue to progress at all. These requests are designed to meet needs we cannot ignore or postpone. At the same time, revenues are available to meet these costs now, and should be in the future without additional tax increases.

The high-priority areas outlined in my recommendations are: expansion of our efforts to provide new job opportunities; protection of our environment; creation of additional educational opportunities; expansion of programs for the disadvantaged; protection of basic human rights, and meeting the minimum economic needs of State employees.

Details of each recommendation are included in a special section of the budget and in the Supplemental Appropriation Act in the back of the Budget Document.

Chart II compares present appropriations with Current Services and Supplemental Budget Recommendations for the 1974-75 biennium.

Chart III shows major General Fund recommendations for both Parts I and II as a percentage of the total.

### **Expansion of Job Opportunities**

In order to increase Maine exports and, thereby, create additional job opportunities, I have recommended that \$92,000 be appropriated for a Division of Foreign and Domestic Marketing in the Department of Commerce and Industry. This program was previously authorized by the Legislature, but was never funded.

In addition, I have recommended \$250,000 to continue the eight DCI district offices currently funded by Federal dollars under the Emergency Employment Act.

So that jobs will not go unfilled for want of trained workers, I have also recommended that \$200,000 be appropriated to provide immediate training for current and potential employees of new and expanding industries not covered by existing State and Federal programs.

In order to promote research and development projects that show promise of creating new employment, increasing the standard of living and otherwise benefiting the general welfare of Maine people, I recommend that \$200,000 be appropriated to create a Maine Research Fund. This seed money will bring funds from Federal and private sources to help stimulate the economy through the application of modern technology.

Maine has the longest coastline in this country, yet in recent years we have witnessed a decline in many areas of our marine industry.

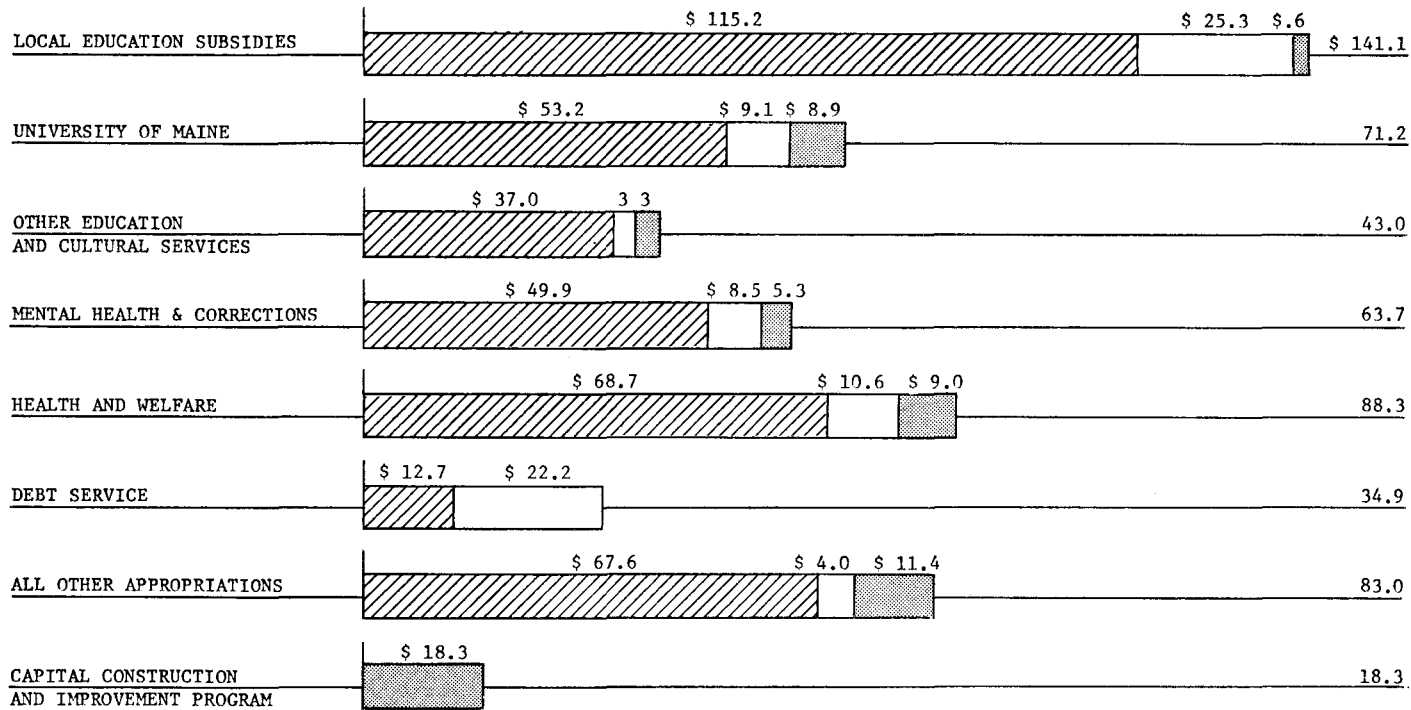
In order to promote the development of Maine's marine industries, I recommend that \$400,000 be appropriated to the Department of Sea and Shore Fisheries. This appropriation will provide staff and

CHART II  
STATE OF MAINE  
GENERAL FUND

PROPOSED BUDGET FOR THE 1974-75 BIENNIUM  
(Millions of Dollars)

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LEGISLATIVE RECORD—HOUSE, JANUARY 11, 1973



TOTALS: PRESENT APPROPRIATIONS \$ 404.4    CURRENT SERVICES INCREASE \$ 82.7    SUPPLEMENTAL \$ 56.5    TOTAL BUDGET \$ 543.5

PRESENT



CURRENT

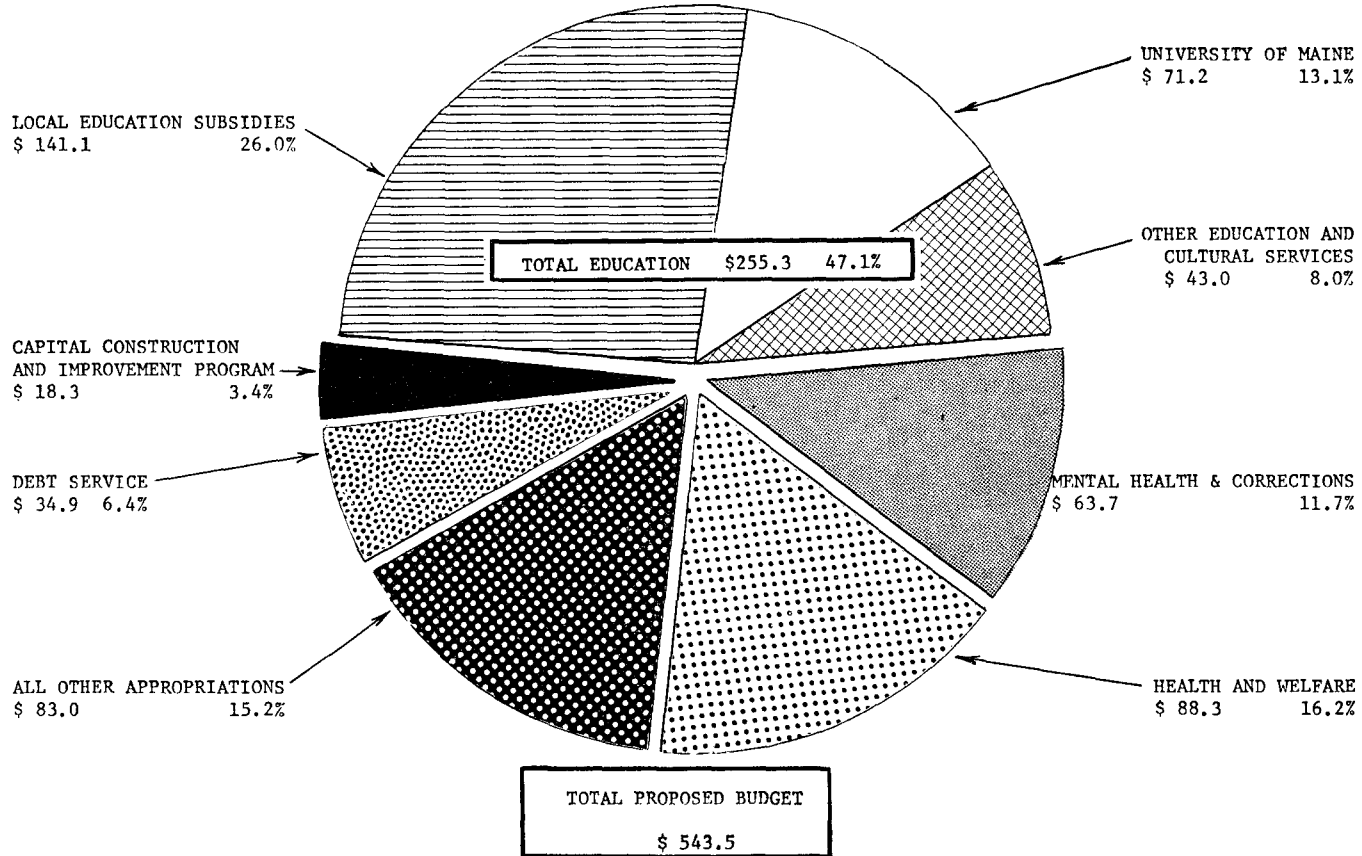


SUPPLEMENTAL



STATE OF MAINE

MAJOR GENERAL FUND RECOMMENDATIONS WITH PERCENTAGES OF TOTAL  
1974-75  
(Millions of Dollars)



operating funds for the development of marine resources and coastwide monitoring of Red Tide shellfish poisoning. A portion of these funds will be matched with Federal dollars.

### **Environmental Protection**

The responsibilities of the Department of Environmental Protection have increased dramatically in recent years. These responsibilities have been imposed not only by State law, but by the Federal government. They include establishment and maintenance of a statewide air quality surveillance network, enforcement of land related regulatory statutes, development of a solid waste management program, and enforcement of State and Federal water quality standards. At the same time, the Department of Environmental Protection has **not** been provided with sufficient additional funds and personnel to carry out these new duties. In order that existing State and Federal laws be adequately implemented and enforced, I have requested \$1,072,978 to add 36 staff positions and operating funds for the Department of Environmental Protection.

I also have recommended \$100,000 to enable the State Planning Office to continue the development of a Coastal Plan; \$211,461 more in operating funds for the Department of Parks and Recreation, and \$74,752 in additional operating funds for the Land Use Regulation Commission.

### **Education**

During the next biennium, we must continue to upgrade and expand education programs at the elementary and secondary level. Particular emphasis must be placed on adult and vocational education. In this regard, I have recommended \$620,000 in additional funds to make vocational education programs available to all secondary students in Maine and to expand adult education programs.

In addition, I have recommended that \$1,521,376 be appropriated for the vocational technical institutes. These funds will create spaces for up to 500 new students during the biennium and provide additional student aid funds.

I have also recommended \$40,000 to provide guidance services in the six unorganized territory schools, \$150,000 to improve educational services to Indian children, and \$149,000 to enable the Governor Baxter State School for the Deaf to meet national standards of accreditation.

The demand for increased and diversified post-secondary educational opportunities continues unabated. We must respond to this demand and at the same time assure that educational opportunities are made available without regard to one's economic condition. To accomplish this, I have recommended a Part II appropriation for the University of Maine that will provide additional student aid funds, an increased enrollment of 1,800 students, and higher funding for the Bureaus of

Public Administration and Labor Education. I have requested \$5.7 million to provide these additional services, including \$200,000 for medical school support and \$200,000 to help modernize our Maine Public Broadcasting Network facilities.

The budget anticipates the University making cooperative arrangements to use more of the resources of private Maine colleges.

### **Social Services**

I recommend that \$5.3 million be appropriated for the Department of Mental Health and Corrections. These funds are urgently needed to improve the quality of treatment at our State hospitals, to establish a juvenile section in the Bureau of Corrections, to expand community mental health services, and to provide additional guards and rehabilitation programs at our correctional institutions.

Presidential and Congressional action will result in a loss of Federal funds for some social service programs. In order to preserve these vitally important programs for the next two years, I have recommended that \$2.7 million be appropriated to replace a portion of these Federal funds.

I have also recommended that \$3.6 million be appropriated to expand dental and eye care programs for children and to assist the medically indigent. Of this money, I have earmarked \$1.9 million for a limited State-funded program of medical assistance to those faced with medical costs beyond their ability to pay.

To provide prevention, treatment and rehabilitation services for alcoholics, I recommend that \$435,000 be appropriated to the Bureau of Rehabilitation. Additional funds of \$565,000 also are recommended for the expansion of rehabilitation programs for the blind and disabled.

I recommend that \$664,000 be appropriated to the Bureau of Health. This appropriation will provide for the creation of programs for lead poisoning and emergency medical services. In addition, it will provide funds for improved laboratory services for the pesticide control program, operation of a virology laboratory, and better evaluation of plans for medical facilities.

To continue and expand the fight against drug abuse, I recommend that \$198,000 be appropriated for the staff of the Maine Commission on Drug Abuse and for grants to community based programs.

### **Human Rights and Indian Affairs**

The caseload of the Human Rights Commission has increased steadily since its creation, and indications are that it will continue to expand during the next biennium. To ensure that every complaint is adequately investigated and resolved, I recommend that an additional \$18,000 be appropriated.

I have also requested that an additional \$184,728 be appropriated to the Department of Indian Affairs. This money will provide operating funds and increased support for reservation housing authorities.

### Government Operations

During the past two years, State employees and their families, like everyone else, have felt the bite of inflation. As a minimum step to counteract these inflationary pressures, I have recommended an across-the-board \$8 per week pay increase in each of the next two years for all State and public higher education employees. An appropriation of \$5.4 million for the biennium will be required to carry out this cost of living adjustment for State employees. A sum of \$3.2 million is needed to give equal treatment for employees at the University of Maine and the Maine Maritime Academy.

I have also recommended modifications in the State Retirement Plan to enable State employees to retire after 25 years of service at age 60. In addition, I am proposing that a person eligible for retirement benefits receive a minimum of \$100 a month.

Although the payroll deduction from each employee will be increased, the greater earnings realized by investment of the Retirement Fund will enable us to provide these benefits without a State appropriation.

An allocation of \$30,000 in each year of the biennium is requested to help carry out the findings of the Maine Management and Cost Survey authorized by the 105th Legislature to assure maximum effectiveness and minimum cost of State Government.

Other needs totaling \$5.1 million for several other agencies are included in my program and will be detailed in the Supplemental Appropriation Act.

### IMPROVEMENT OF STATE FACILITIES

A fortunate combination of unusually large amounts from Current Revenue sources, Federal Revenue Sharing receipts and unexpended appropriations enables me to recommend an \$18.3 million dollar capital program to be financed entirely from the General Fund without the need of adding to our bonded indebtedness.

Capital improvement projects for the several state departments are listed in Table II.

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**TABLE II**  
**RECOMMENDED CAPITAL PROGRAM BY AGENCIES**

Educational and Cultural Services	\$ 2,207,800
Finance and Administration	4,626,100
Forestry	27,500
Indian Affairs	76,500
Maine Maritime Academy	1,026,000
Mental Health and Corrections	3,449,000
Military, Civil Defense and Veterans Services	312,900
Parks and Recreation	1,334,200
Transportation	1,990,700
University of Maine	3,223,000
<b>Total</b>	<b>\$18,273,700</b>



## **Education**

My recommendations in the education area have been trimmed very close to the bone. The minimum necessary to meet our obligations will be \$2.2 million for improvements at the various State vocational training institutions and the Governor Baxter School for the Deaf. The major projects are a new classroom structure and a marine technology building at Southern Maine Vocational Technical Institute and a shop laboratory wing at Washington County Vocational Technical Institute. I also recommend \$1 million for the second phase of the engineering complex at the Maine Maritime Academy.

For the several campuses of University of Maine, I recommend a total capital outlay of \$3,223,000.

Briefly, these appropriations would allow for six major construction projects: \$2.5 million for an addition to the Folger Library at Orono; \$80,000 for a new student infirmary at Presque Isle; \$82,000 for a student activity center at Augusta, and \$90,000 for a physical education facility at Fort Kent. Also included is \$143,000 for roof repairs at four campuses and \$175,000 for compliance with the Federal Occupational Safety and Health Act and for building alterations to accommodate the handicapped at each of the campuses. Another \$153,000 will be necessary to take care of a large number of minor alterations and repairs throughout the University system.

## **Correctional and Mental Health Facilities**

Necessary construction at our correctional and mental health facilities will require \$3.5 million.

Significant among these are \$1.6 million for renovations at Bangor and Augusta State hospitals; \$652,000 for repairs and additions to Pineland Hospital and Training Center; \$375,000 for a new barracks and renovations at the Men's Correctional Center; \$552,000 for alterations at the Maine State Prison, and \$96,000 for a new commissary and maintenance building at Stevens School.

## **Other Projects**

Other major areas requiring capital expenditures in the next two years include \$4.4 million for a State office building to bring most State agencies back to the Capitol complex; \$1.3 million for development and improvement of State parks and recreational facilities; \$1.3 million for needed improvements to airports around the State, and \$235,000 for repairs and improvements to the several State armories. Finally, \$500,000 is recommended for purchase of property and making improvements at Portland in preparation for a major port container facility.

## **EMERGENCY MEASURES AND SPECIAL BILLS FROM THE GENERAL FUND**

Operating as we do on a two-year budget, it is impossible always to anticipate accurately expenditures for certain programs and services.

This is especially true this year as several Federal programs in our current budget have been modified or curtailed by action of the Congress or the President. To make these and other adjustments, I am presenting two emergency appropriation bills to fund essential projects.

The important Federal legislation which enacted revenue sharing also established a national limit of \$2.5 billion on Federally financed social services and restricted to welfare recipients most of the social service funds under the Social Security Act. I protested the ceiling and restrictions at the time, as did the Maine Department of Health and Welfare. We saw the unfortunate effect the restrictions would have on many important Maine programs to help thousands of needy and deserving elderly, handicapped, unemployed and poor people. However, the legislation passed. We now face an unpleasant dilemma. Either the localities or states that receive Federal revenues must fund the curtailed programs or many of these human services will end. I propose a temporary six months funding by a \$1 million appropriation. This will give the Congress and the President a chance to reevaluate their decision and, hopefully, lead to more adequate Federal appropriations. It will also give this Legislature time to review the needs in this area for the budget of the next biennium.

Items in the second emergency bill include restoration of funds lapsed by the Department of Health and Welfare. This includes \$400,000 for medical care for the remainder of this year, \$39,300 for Eye Care Services and \$16,800 for Vocational Rehabilitation. An allocation of \$480,000 is needed for the Bangor International Airport to provide an additional State share to complete the new International Arrivals Building. A sum of \$36,000 is needed by the Property Management Division for increased costs of utilities and industrial accidents that were not anticipated in this year's appropriation. I have also included emergency needs of \$500,000 for a security residence at Stevens School in Hallowell, required by the closing of the Skowhegan Reformatory, and \$300,000 to help rebuild the dairy barn destroyed by fire at the University of Maine. A total of \$102,365 is needed to operate the State Pier and State plane and \$16,233 to fund the Consumer Services Division of the Insurance Department and the Land Use Regulation Commission for the next six months.

The bills containing emergency items total \$2.9 million.

### **Funding Special Legislative Documents**

In addition, I have set aside an amount to help defray the cost of many worthy legislative documents that will be advocated at this Legislature.

Included among these is \$23,000 to refinance the three Committees on Children and Youth, Aging and Status of Women.

Another bill calls for \$25,000 to finance an interim commission to study revision in the Insurance Insolvency laws. An equal amount is requested for a current year appropriation for the Drug Abuse Com-

CHART IV  
GENERAL FUND  
SUMMARY OF UNDEDICATED REVENUES

REVENUE SOURCE —	Actual 1971-72	Estimated 1972-73	Budget Recommendation 1973-74	Budget Recommendation 1974-75
State Tax on Wild Land	\$ 2,317,829	\$ 2,105,000	\$ 5,300,000	\$ 5,700,000
Inheritance, Estate and Gift Taxes	7,390,493	5,500,000	6,500,000	6,500,000
Personal Income Tax — General Fund Portion	28,179,180	25,000,000	42,268,766	47,341,017
Corporate Income Tax — General Fund Portion	8,588,225	8,500,000	8,256,000	8,256,000
Cigarette Taxes	18,733,670	18,350,000	19,490,511	19,880,321
Sales and Use Taxes — General Fund Portion	102,677,940	104,086,639	119,270,980	128,812,718
Corporation Taxes	459,600	364,500	518,920	540,920
Public Utility Taxes	6,655,750	7,432,000	7,530,000	7,940,000
Insurance Company Taxes	5,226,451	5,158,000	6,040,500	6,441,000
Commission on Pari-Mutuels	1,195,349	1,100,000	1,169,100	1,169,100
Net Profit from Liquor	19,218,651	19,155,700	20,389,000	21,001,000
Other Revenue	9,972,095	10,280,535	11,401,300	11,805,941
Total Undedicated Revenue	<u>\$210,615,245</u>	<u>\$207,032,374</u>	<u>\$248,135,077</u>	<u>\$265,388,017</u>
Biennial Totals	<u>\$417,647,619</u>		<u>\$513,523,094</u>	

(To Chart VI)

mission. A bill for \$111,000 would create a Division of Animal Welfare in the Department of Agriculture. An amount of \$10,000 is provided to support costs of the Boards of Visitors to our institutions and \$200,000 each year for grants to assist the mentally retarded.

A balance remains to help finance other worthy measures that will be introduced to this legislative body.

## **FINANCING THE BUDGET**

In the previous sections, I have explained the necessity for the several appropriations from the General Fund. These include: \$487.1 million for Current Services; \$38.2 million for supplemental services and \$18.3 million for a capital improvement program out of available General Fund resources. In addition, I have also recommended \$2.9 million as emergency appropriations and more than \$1.5 million to defray the expense of several particularly worthy legislative documents.

Chart V details the manner in which my budget recommendation of \$562.3 million was derived from total requests of \$704.4 million.

Chart VI also shows how the recommended budget will be financed: \$513.5 million from undedicated revenues (See Chart IV), \$30 million from other General Fund resources, \$10 million from the use of authorized but unissued school construction bonds and \$8.8 million from the Federal Revenue Sharing Fund.

This leaves a balance of \$29.8 million available from Federal Revenue Sharing to the State which I will recommend be returned to the people of Maine in the form of tax relief. It would seem the health of our current economic situation gives the 106th Session of the Legislature a golden opportunity to enact badly needed reforms in our property tax system. Therefore, I will submit timely and specific recommendations in a Special Message on tax reform next week.

## **HIGHWAY PROGRAM AND BUDGET**

Because highway user taxes are dedicated exclusively to highway operations, the highway budget has traditionally been developed as a separate item. Although separately treated, however, the highway program I present today has been processed and reviewed in much the same manner as were the budgets of general fund agencies.

As a result of our work with previous Legislatures, we are fortunate to find our highway program on a fairly sound basis. Revenue increases from motor fuel taxes have reduced our need for bond financing, and we are assured that current services and operating functions can be supported at existing tax rates. Altogether, the highway program, in state funds, should amount to \$126.7 million for operating expenditures and \$32.4 million for our highway construction program. These demands for State resources can be met by \$136.7 million in expected receipts from fuel taxes and license and registration fees and \$2.6 million of surplus highway funds, supplemented by an additional \$19.8 million from new highway construction bonds.

CHART V  
SUMMARY OF BUDGET REQUESTS, RECOMMENDATIONS AND FINANCING  
1974-1975 BIENNium

	Department Requests	Transfers In & (Out)	Budget (Reductions)	Budget Recom- mendations
General Fund:				
Current Services — Part I Budget	\$539,383,399	\$(15,307,577)	\$( 36,996,590)	\$487,079,232
Supplemental Services — Part II Budget	129,381,981	—	( 91,194,944)	38,187,037
Capital Construction and Improvement Program	35,640,500	( 3,466,400)	( 13,900,400)	18,273,700
Total General Fund (see Chart VI)	\$704,405,880	\$(18,773,977)	\$(142,091,934)	\$543,539,969
Other Financing:				
School Construction — Available Bonds	—	\$ 9,966,325	—	\$ 9,966,325
Federal Revenue Sharing Fund	—	8,807,652	—	8,807,652
Total Budget	\$704,405,880	—	\$(142,091,934)	\$562,313,946

# CHART VI

## METHOD OF FINANCING

General Fund:	Budget Recommendation
Available:	
Fund Balance-Surplus, July 1, 1973	\$ 32,538,107
Undedicated Revenue for Biennium (Chart IV)	513,523,094
Lapsed Balances	272,770
Repayments	66,666
Total Available	\$546,400,637
Deductions:	
Restoration of Contingent Account	\$ 1,200,000
Restoration of Group Life Insurance	100,000
Fund Balance-Surplus, June 30, 1975	1,560,668
Total Deductions	\$ 2,860,668
General Fund Recommended Appropriations (See Chart V)	\$543,539,969
Other Financing:	
School Construction-Available Bonds	9,966,325
Federal Revenue Sharing Fund — Teachers Retirement	8,807,652
Total Budget	\$562,313,946
Additional Amounts Available for Property Tax Reform:	
Unallocated Balance — Federal Revenue Sharing Fund	\$ 29,800,000

## **Highway Safety**

Of preeminent concern in the newly organized Transportation Department is the safety of the traveling public. Continued emphasis in this area will be possible, principally through the use of Federal funds. Special effort will be placed in involving Maine citizens in highway safety through expanded public information programs and the encouragement of local highway safety committees. Activities will be continued in such diverse areas as emergency care, police training, traffic records, and retraining.

In addition, I recommend that \$801,120 be appropriated to provide long overdue additions to the ranks of the State Police force. This appropriation will provide funds for 10 civilian police communication operators (freeing 10 trained officers for field duty), 20 additional State Police Troopers, 8 civilian weight control technicians, and 12 Troopers currently assigned to the Alcohol Safety Program in Cumberland and York counties. Twenty-five percent of this appropriation will come from the General Fund and 75 percent from the Highway Fund.

## **Operating Expenses**

I suggest a modest increase in highway resurfacing from the 450 miles per year in this biennium to 600 miles in 1974 and 750 miles in 1975. Bridge maintenance and construction around the State will also require increased attention this coming biennium.

I have asked that \$4.2 million be appropriated for salary adjustments for highway employees commensurate with those I have requested for other State employees earlier in this message.

By holding other operations to current levels, these added services and benefits will mean a \$21.1 million increase over current highway operating expenditures.

## **Construction Expenses**

Concern for highway development, consistent with our dual obligations to taxpayers and the environment has dictated a construction policy emphasizing smaller scale, less expensive projects which capitalize on existing highway facilities in preference to more expansive major highway additions.

Our best judgment as to what Congress and the President might do with Federal highway programs suggests that Maine will be able to continue its present highway construction pace without need to increase the level of State generated funding. Thus, with \$12.6 million available as surplus from dedicated tax revenues, a \$19.8 million bond issue will suffice. Since approximately \$10.6 million in highway bonds are scheduled to be retired in the next biennium, the net increase of \$9.2 million in bonded indebtedness for the construction program seems appropriate.

## OTHER LEGISLATIVE MESSAGES

In order to conserve your time, I will submit in writing, in addition to my proposals for tax reform on January 18, the remainder of my legislative requests on January 25.

## CONCLUSION

I conclude my budget message with a word of thanks to the Department Heads and staff of all State agencies for their assistance and cooperation in the preparation of this document.

The task has been painstaking, not only from the standpoint of increasing costs and responsibilities of the State, but from the knowledge that so many worthwhile projects that could have contributed to our common cause of improving Maine life could not be included. Only part of the work has been done. It is now your responsibility to analyze this budget and to make the revisions your collective wisdom tells you are necessary. I pledge my full support and that of our State departments in aiding the decisions you must make.

For we are all in this together: all of us here today and all those beyond these halls whose lives will be profoundly affected by the decisions we must make. I am confident that by working together we shall serve Maine best, enriching the lives of present and future generations of Maine people.

(Prolonged applause, the Convention rising.)

At the conclusion of the Governor's address, the Governor and his suite withdrew amid applause, the audience rising.

The purpose for which the Convention was assembled having been accomplished, the Chairman declared the same dissolved and the Senate retired to its chambers, amid applause of the House, the members rising.

### In the House

The House was called to order by the Speaker.

### Order Out of Order

From the Senate: The following Order:

ORDERED, the House concurring, that when the House and Senate adjourn, they adjourn to Tuesday, January 16, at 10 o'clock in the morning. (S. P. 60)

Came from the Senate read and passed.

In the House, the Order was read and passed in concurrence.

### Petitions, Bills and Resolves Requiring Reference

The following 20 Bills and 2 Resolutions were received and, upon recommendation of the Committee on Reference of Bills, were referred to the following Committees:

#### Agriculture

Bill "An Act Relating to the Licensing and Regulation of Stables for Horses" (H. P. 125) (Presented by Mrs. White of Guilford)

(Ordered Printed)

Sent up for concurrence.

### Appropriations and Financial Affairs

Bill "An Act Increasing Salaries of Justices of the Supreme Judicial Court and the Superior Court and Judges of the District Court" (H. P. 130) (Presented by Mr. Brown of Augusta)

(Ordered Printed)

Sent up for concurrence.

### Business Legislation

Bill "An Act Relating to Manner of Transferring Investment Securities Under Uniform



Commercial Code" (H. P. 136)  
(Presented by Mr. Soulas of Bangor)

Bill "An Act Relating to the Holding of Securities by Fiduciaries and by Custodians for Fiduciaries" (H. P. 137) (Presented by the same gentleman)

(Ordered Printed)

Sent up for concurrence.

### County Government

Bill "An Act Increasing Salary of Treasurer of Cumberland County" (H. P. 118) (Presented by Mr. Hewes of Cape Elizabeth)

Bill "An Act Providing a Deputy Treasurer of Cumberland County by Statute and Providing Compensation Therefor." (H. P. 119) (Presented by the same gentleman)

Bill "An Act Relating to Fees and Traveling Expenses for State Humane Agents" (H. P. 129) (Presented by Mrs. White of Guilford)

(Ordered Printed)

Sent up for concurrence.

### Education

Bill "An Act Relating to Compliance with Rules of School Administrative Units by Pupils who Attain the Age of 18 Years" (H. P. 135) (Presented by Mr. Dyar of Strong)

(Ordered Printed)

Sent up for concurrence.

### Fisheries and Wildlife

Bill "An Act Providing Complimentary Hunting Licenses to Maine Residents over 70 Years of Age" (H. P. 121) (Presented by Mr. Shute of Stockton Springs)

Bill "An Act Relating to Possession of Deer Lawfully Killed" (H. P. 128) (Presented by Mr. Parks of Presque Isle)

Bill "An Act Providing Complimentary Hunting Licenses for Persons 70 Years of Age or Older" (H. P. 132) (Presented by Mr. Dyar of Strong)

Bill "An Act Providing for a Statewide Open Season on Deer for Residents and Nonresidents" (H. P. 134) (Presented by the same gentleman)

(Ordered Printed)

Sent up for concurrence.

### Judiciary

Bill "An Act Relating to Discharges of Mortgages, Attachments and Liens" (H. P. 120) (Presented by Mr. Hewes of Cape Elizabeth)

(Ordered Printed)

Sent up for concurrence.

### Legal Affairs

#### Tabled and Assigned

Bill "An Act Defining the Boundaries of Richmond's Island Sanctuary" (H. P. 117) (Presented by Mr. Hewes of Cape Elizabeth)

(On motion of Mr. Simpson of Standish, tabled pending further consideration and specially assigned for Tuesday, January 16.)

### Marine Resources

Bill "An Act Relating to Number of Lobster Traps on Trawls in Saco Bay and Westerly, Cumberland County" (H. P. 122) (Presented by Mr. Hewes of Cape Elizabeth)

Bill "An Act Relating to Dragging of Scallops in Gouldsboro Bay, Hancock and Washington Counties" (H. P. 126) (Presented by Mr. Bunker of Gouldsboro)

Bill "An Act Relating to Use of the Lobster Fund" (H. P. 127) (Presented by the same gentleman)

(Ordered Printed)

Sent up for concurrence.

### State Government

Bill "An Act Relating to Powers of Maine Insurance Advisory Board as to Workmen's Compensation for State Employees" (H. P. 124) (Presented by Mr. Trask of Milo)

Resolution Proposing Ratification of the Equal Rights Amendment to the Constitution of the United States of America (H. P. 139) (Presented by Mr. Curtis of Orono)

Resolution Proposing Ratification of the Equal Rights Amendment to the Constitution of the United States of America (H. P. 140) (Presented by Mrs. Goodwin of Bath)

(Ordered Printed)

Sent up for concurrence.

### Transportation

Bill "An Act Providing a Full-time Office for Registration and Licenses for Operation of Motor Vehicles in the Town of Machias." (H. P. 123) (Presented by Mrs. Kelley of Machias)

Bill "An Act Relating to Lights on Motor Vehicles of Baxter State Park Rangers" (H. P. 131) (Presented by Mr. Birt of East Millinocket)

(Ordered Printed)

Sent up for concurrence.

### Orders

Mr. Drigotas of Auburn presented the following Joint Order and moved its passage:

WHEREAS, the "Red Eddies" of the Edward Little High School, Auburn, Maine have won the 1972, Class A State Football Championship; and

WHEREAS, this outstanding team has represented their families, school and community in an exemplary way both on and off the field in the true tradition of champions and

WHEREAS, the City of Auburn is justly proud of its team's and school's accomplishment; now, therefore, be it

ORDERED, the Senate concurring, that the members of the 106th Maine Legislature now assembled in regular session take this opportunity to extol and commend the "Red Eddies" of Edward Little High School, Auburn, Maine and their head coach, Lawrence "Doc" Hersom and his assistants; the Messrs. Don White, John White, and Wally Leahey for their accomplishment in the field of sports and wish them continued success in their efforts to honor their school, community and State; and be it further

ORDERED, that a suitable copy of this Order be transmitted forthwith to the principal, Alfred N. Savignano and the aforementioned coaches. (H. P. 138)

The Order received passage and was sent up for concurrence.

Mr. Talbot of Portland presented the following Joint Resolution and moved its passage:

WHEREAS, the fifteenth day of January marks the date of the birth of the late Dr. Martin Luther King, Jr.; and

WHEREAS, Dr. King was a man of our time who spoke out against prejudices and discrimination

amongst people, particularly the poor minorities; and

WHEREAS, his leadership, which acclaimed the Nobel Peace Prize, has done much to change the course of events throughout the country; now, therefore, be it

RESOLVED: That we, the Members of the 106th Legislature of the State of Maine now assembled,, take this opportunity to acknowledge the anniversary of this national leader's birth and his life's work which has attributed much to eradicate the evils of poverty, bigotry and race that have long divided America; and be it further

RESOLVED: That a suitable copy of this Resolution be immediately transmitted to the Southern Christian Leadership Conference by the Secretary of the Senate in recognition of the occasion. (H. P. 154)

The Joint Resolution received passage and was sent up for concurrence.

By unanimous consent, ordered sent forthwith to the Senate.

### Orders of the Day

The Speaker appointed the following House members to the Joint Standing Committees:

#### Election Laws

Talbot of Portland

#### Human Resources

LaPointe of Portland

Mr. Simpson of Sebago Lake was granted unanimous consent to address the House.

Mr. SIMPSON: Mr. Speaker and Ladies and Gentlemen of the House: I am sure that most of you had the opportunity last night to visit the new Augusta Convention Center. I regret I was not able to attend, but on behalf of the House I would like to congratulate the City of Augusta for their very fine convention center and to thank them very very sincerely on behalf of all of you for their very fine hospitality last night. I want to wish them the very best of success in their center and I am sure there is going to be a very fine investment for the City and for the State of Maine. (Applause).

On motion by Mr. Birt of East      Adjourned until T u e s d a y ,  
Millinocket,      January 16, at ten o'clock in the  
                                 morning.