

# MAINE STATE LEGISLATURE

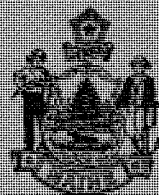
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MAINE  
LEGISLATIVE RESEARCH  
COMMITTEE

FOURTH REPORT  
to  
NINETY-SEVENTH LEGISLATURE



INSTITUTIONS

HIGHWAY SAFETY

STATE AID TO EDUCATION

January, 1955

STATE OF MAINE  
SUMMARY REPORT  
to  
NINETY-SEVENTH LEGISLATURE

LEGISLATIVE RESEARCH COMMITTEE

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Samuel H. Slosberg, Gardiner

January, 1955

To the Members of the 97th Legislature:

The Legislative Research Committee hereby has the pleasure of submitting to you the fourth and final section of its report on activities for the past two years. This report deals with Institutions, Highway Safety and State Aid to Education.

Although the entire Committee aided in gathering the material for the report on Institutions, the Subcommittee on Institutions-- Senator Miles F. Carpenter, Chairman, Honorable George D. Pullen and Honorable Louis Jalbert-- devoted a great deal of extra effort in preparing its report.

It is the hope of the Committee that the information contained in this report will be of value to the members of the 97th Legislature.

Respectfully submitted,

LEGISLATIVE RESEARCH COMMITTEE

By: Samuel W. Collins, Chairman

## TABLE OF CONTENTS

	<u>Page</u>
INSTITUTIONS	
Augusta State Hospital	1
Bangor State Hospital	2
Pownal State School	3
State Prison - Thomaston	7
Reformatory for Men	8
State School for Boys	8
Reformatory for Women	10
State School for Girls	11
State Sanatoria	12
School for the Deaf	19
Military and Naval Children's Home	20
General Conclusions	21
HIGHWAY SAFETY	23
STATE AID TO EDUCATION	25

## INSTITUTIONS

The Legislative Research Committee voted to study the several institutions and each institution was visited by the Committee. The Committee believes that this is the most difficult problem facing the 97th Legislature.

Conditions in some of our institutions are bad. We have seen investigations made by Governors, Legislative Committees, newspapers and private citizens. The time has come when the people of Maine demand that more than a casual eye be cast on the institutional system. It is our belief that this system is not up to par and we make certain recommendations along this line. We strongly urge the members of the incoming Legislature to remember that they are dealing with the happiness and destiny of people when they consider institutional problems. We believe that existing conditions can be corrected with added appropriations and efficient and proper administration.

### AUGUSTA STATE HOSPITAL

Probably the greatest single problem at the Augusta State Hospital revolves around the need for added personnel. With an inmate population of 1838 in existence and an employee population of approximately 400, it is obvious that the Legislature must recognize

the need for many more employees at this institution, if the State of Maine is to provide the quality of care and treatment that this type of patient is entitled to and requires.

In addition to the problem of personnel, this institution is still faced with serious overcrowded conditions in spite of new buildings now in the process of construction. The present patient capacity at this institution is 1270. Completion of the new building will increase the capacity of 1420 as compared to a growing population that at this time has 1838 patients. The need for added buildings at this institution, including facilities for isolation and care of patients afflicted with tuberculosis, is a problem worthy of consideration. A cafeteria for inmates, as well as employees, should also be considered.

We recommend the following items:

1. A new tuberculosis building.
2. A new general patient building.
3. New centralized kitchen with thought given to a cafeteria for both patients and employees.
4. A full-time clinical director.

#### BANGOR STATE HOSPITAL

Contrary to conditions existing at the Augusta State Hospital, the Bangor State Hospital has been operating with a fairly complete staff of employees

and for this reason is able to give its patients much of the individual attention that they need. The problem of procuring licensed physicians for the medical staff seems to be prevalent here, as it is in all hospitals. They have only one licensed doctor at this institution.

This hospital has a capacity of 1028 patients and is presently caring for 1131. Although greatly overcrowded conditions are not serious, plant expansion must be given consideration in the very near future.

#### POWNAI STATE SCHOOL

The declared purpose of Pownal State School is to educate, treat and prepare mentally retarded children of both sexes for a life of usefulness in the community; also to care for those unfortunate children who do not have sufficient power of mind, or will ever have during their lifetime, to take care of themselves.

The Committee has been much concerned over recent reports given out by the head of that institution regarding the conditions as they exist here today. Pownal has an inmate population of 1450 and a present staff of slightly in excess of 200 employees. This institution, like many other institutions, is inviting trouble. With proper treatment, 35% of these patients could return to their homes and undoubtedly earn part of their livelihood. In order to accomplish this, it would be necessary for the school to have additional



instructors; namely, a speech therapist, a medic psychiatrist, and additional social workers. We believe this would be profitable for the State, inasmuch as it would eventually cut down the number of patients in that institution.

A maximum security building is a necessity to the school to assist in keeping control of the patients that are criminally minded.

We do not believe, however, that the conditions at Pownal State School, which were recently outlined in our daily state newspapers, are due wholly to the lack of funds. The Committee believes that a greater part of this difficulty lies with the inefficient administration in this institution from the top levels down.

Pownal represents a very complex problem because so many different mental types are confined there. The question of giving them adequate care is complicated by the fact that the 91st Legislature, nearly 15 years ago, enacted a law permitting municipal judges to commit to Pownal mentally-retarded juvenile delinquents. Some of these undoubtedly were, or later became, criminal psychopaths, and to this extent the security aspect was magnified. Enactment of repeal legislation for the purpose of eliminating this practice is a must. We recommend the following items for your consideration:

1. A maximum security building.
2. Additional living quarters for employees.

3. A separate tuberculosis building to accomodate 40 or 50 patients.
4. A school gymnasium.
5. More social workers to visit the families of these children.
6. A speech therapist.
7. A comptroller.

The Committee feels that a thorough explanation of the Pownal problem is best brought out by the following reproduced editorial. (Portland Press Herald, October 25, 1954)

"Three Conclusions on the Pownal Situation

The problem of improving conditions at Pownal State School and at the State's other correctional institutions is with us, and will remain with us until some radical changes are made. This is apparent now that so many key politicians and people in other walks of life have become aroused by reports of inadequate treatment.

Not all the problems in all the institutions have been revealed. That will be taken care of later, we confidently expect, in view of the number of official and unofficial investigations now under way. But enough facts have come to light to give basis for a discussion of remedies, and it seems to us that three general conclusions can be made at this time.

1. More money is needed, but more money will not solve all the problems.
2. An expert survey is needed to determine whether or not certain types of treatment and certain methods of supervision and discipline have become antiquated.
3. Certain problems will remain insoluble, even if more money is appropriated and no matter how many surveys are conducted.

As for the first conclusion, it is altogether too easy to say that a million dollars, or 25 million, will suddenly transform a home for feeble-minded children, or a school for wayward boys, into a model institution. More money would, up to a certain point, attract better personnel and provide better facilities. And to the extent that it will help we should be interested in larger appropriations. But there are other problems, having nothing to do with finances, which need answering.

Here we come to the necessity for a survey to determine the nature of treatment received by under-privileged and handicapped inmates of our institutions. Are attendants adequately trained? Are the curables getting what is needed to help them bac' to normal lives? Are disciplinary measures, like the use of solitary confinement at the Pownal and South Portland institutions, doing more good than harm? Are modern methods of treatment used as widely as money will allow? These are questions that cannot be answered by newspaper reporters, by politicians or by tax experts. They can only be answered by people skilled in institutional care, and until the resources of such people enter the picture in Maine we will be a long way from knowing exactly what should be done in the way of making the Pownal and South Portland schools in particular, and other institutions in general, greater credits to the State of Maine.

Finally, some problems never can be solved. Let's not fool ourselves on that one. A school for the feeble-minded is not the happiest of places to work, and no amount of coin can attract adequate numbers of trained personnel. Many a trained person, unless he be dedicated, would prefer other employment with less money than to work at Pownal at a higher salary. Here is a limitation not all are aware of as they talk glibly of the wonders money can perform at Pownal.

These three conclusions should be clear enough by now, and they should form the basis of the next steps. It has taken the State about a year to become interested in the plight of its institutions; armed with at least some of the more important facts, we may in the next year see some substantial improvements made."

STATE PRISON - THOMASTON

The state prison, at the moment, houses some 434 prisoners which is the approximate average there at all times. To take care of these 434 prisoners, they have 67 employees which is definitely insufficient.

The buildings are kept in good condition; however, there seems to be a lack of space that is needed to carry on a well-regulated rehabilitation program. More recreational facilities are needed, and for the protection of the public more guards should be employed on the walls during the daytime.

Farms of the institution seem to be doing a good job. There is a lot of canning done there which is consumed on the premises, and also any additional may be purchased by other institutions.

The workshops, where furniture and various gadgets are made, seem to be a very necessary part of the prison.

The food in the prison seems to be average and the morale of the prisoners appears to be high.

Some thought can be given to a separate building and grounds for the segregation of sex perverts.

We recommend acquisition of the properties that are adjacent to the prison and that are now serving as a filling station and factory building. These could be turned into a sales room and more recreational quarters for the inmates, thus doing away with the prison store directly across the street. This would place the entire

housing program of the prison under one roof.

In support of the acquisition of these pieces of property, it is to be noted that the present showroom has been condemned.

#### REFORMATORY FOR MEN - SOUTH WINDHAM

The Reformatory for Men has congregate housing facilities which means that these inmates are housed at night in two large unpartitioned rooms with limited supervision, regardless of age or crime for which they were committed to the institution. The sleeping arrangement makes it practically impossible to control the evils inherent with this type of housing, and we believe that single housing facilities is a recognized need. A good-sized gymnasium for indoor recreation and assemblies is suggested.

The farm program at this institution is excellent. They not only supply their own needs, but sell a good quantity of the products to other institutions.

We recommend the following:

1. A new gymnasium.
2. Single sleeping units for each inmate.

#### STATE SCHOOL FOR BOYS - SOUTH PORTLAND

The State School for Boys was established for the rehabilitation of boys under 18 who have become involved in minor misdemeanors. There is little evidence to

indicate that the State School for Boys has achieved its purpose, or deserves the title of a school.

It is apparent that the educational program, the vocational training program, and recreational facilities at the South Portland institution are inadequate. Persistent reports of maltreatment and inadequate concern for the inmates of the State School for Boys raise serious questions about the general quality of the personnel now employed. Congregate sleeping quarters, without adequate supervision have contributed to the homosexual problem at the school.

The Committee recommends a building program at the State School for Boys, aimed at more adequate facilities for education and vocational training, recreation, and more appropriate dormitories. The Committee also recommends a complete reorganization of the institution, with reorientation of the aims and program of the administration. Appropriate personnel changes should be made, wherever maltreatment of inmates is shown.

A gymnasium is very badly needed, together with a sound athletic program under the supervision of a teacher-coach.

We believe the public and the 97th Legislature should recognize the fact that rehabilitation at the School for Boys at South Portland, at the moment, simply does not exist. Instructors should be employed who have a deep and sympathetic understanding of boys

and their problems. Before boys are released to go back to their homes, we believe that a social worker should call on the families to find out just exactly what type of environment they are returning to.

#### REFORMATORY FOR WOMEN - SKOWHEGAN

The inmates at present number 96 and the buildings can accomodate 125. The institutional farm gives the women an opportunity to work in the gardens. They take care of the gardens, and some 8,000 quarts of vegetables and pickles are canned each year which are consumed on the premises.

The number of employees at the reformatory is 42. Three male employees take care of the farm, twenty-six act as custodians, and the balance comprises the office staff.

The grounds and buildings of the institution are immaculately kept. Excellent dental and medical care is given. If any expectant mother is admitted, she may go to a nearby hospital for the birth of her child so that no stigma of being born in an institution can ever be attached to it.

A new laundry is being completed which will help facilitate the handling of all the laundry. Thought can be given to a new centralized storeroom for stock so that closer supervision can be given and a more accurate audit can be taken when the auditors arrive.

This institution also handles all the women that are sentenced to the State Prison at Thomaston.

Some thought should be given to a separate building for felons.

STATE SCHOOL FOR GIRLS - HALLOWELL

The School for Girls at Hallowell plays a very important role in taking care of the young girls who have committed misdemeanors and need proper instruction and teaching to enable them to get the right attitude in life, so that they may live as good citizens once they attain the age where they will be released from the school.

The school buildings are kept in immaculate condition. The rooms that the girls occupy when they are not in the study hall or in other types of work are very cheerful. The rooms are all furnished and nicely decorated. The girls have an opportunity here to study and learn various things that will be profitable to them once they get out on their own.

They have the best of medical and dental treatment. Visitations by parents and friends are permitted once every two weeks.

The Committee recommends, however, that more care and more time should be given when decisions are reached, declaring an inmate "incorrigible." If such is the decision, she is sent to the Reformatory for Women at Skowhegan.



The Committee also recommends that a continuous program of repairs be carried out to avoid costly maintenance bills in the future.

#### STATE SANATORIA

##### HEBRON - PRESQUE ISLE - FAIRFIELD

The problem of tuberculosis control in Maine is of continuing importance to the public health and economy of the State.

At the present time there are about 2,175 persons carried on the central case register who are classified as tuberculous and who require some degree of service or supervision. Included among these are between 270-280 hospitalized patients in state sanatoria and more than 250 currently at large with active infectious disease. An additional number of patients are under treatment for tuberculosis in state mental hospitals. There is also an unknown reservoir of active disease yet undiscovered which some authorities estimate to be as high as three cases for each newly discovered case.

Tuberculosis is a contagious disease. It spreads from person to person. Its eventual eradication depends upon a dynamic, continued and coordinated program of education, case-finding, treatment (in isolation), follow-up care and rehabilitation.

Since 1947 there has been a sharp decrease in the number of tuberculosis deaths but there has not been a

corresponding decrease in the number of new cases, although they have lessened. The saving of lives has probably resulted from earlier case-finding and improved methods of treatment including surgery and chemotherapy.

To combat the problem caused by tuberculosis the State maintains three TB Hospitals. Their capacities, average populations and per diem costs as of June 30, 1954, were as follows:

	<u>Capacity</u>	<u>Average</u>	<u>Daily Cost</u>
Central Maine	134	99	\$13.45#
Northern Maine	120	97.1	8.45
Western Maine	119	95.5	9.55

#It should be pointed out that per patient day costs at Central Maine Sanatorium are higher than at the other hospitals because all surgery for the three institutions is performed at this facility.

In addition, the State maintains beds for the tuberculous in mental hospitals, the facilities at Bangor State Hospital appearing to be fairly adequate, but the facilities at Augusta State Hospital and Pownal State School being totally inadequate. In neither case are the facilities designed to provide maximum care to the tuberculous mentally ill.

All of these institutions providing care for the tuberculous patient are under the supervision of the Department of Institutional Service.

In addition to the foregoing, the State also maintains within the Department of Health and Welfare (Bureau of Health) a tuberculosis control program

including case-finding and diagnostic service, public health nursing and case registration.

Patient populations in the TB Hospitals have decreased during the past few years. The 1953-54 average TB Hospital population was 292 as compared with 373 in 1950-51. A few years ago there were waiting lists. However, because of the nature of tuberculosis, because of its infectious qualities and because there are more known cases of tuberculosis in need of treatment than there are beds, this does not, in our opinion, mean that there is an immediate need for fewer beds.

The lessened average population in these hospitals may be attributable to several factors, among them being:

1. Employment has been at a relatively high level and many people with disease are reluctant to sacrifice regular income for an extended period of hospitalization.
2. Many patients are undoubtedly being treated by private physicians since the discovery and introduction of chemotherapy.
3. The cost of hospital treatment either to themselves or to their families is too great or a reluctance to place themselves on town support in the category of pauper.

The Committee feels that because of the importance of tuberculosis to the public health and its relatively high cost in terms of tax dollars; because of the apparent trends in mortality, morbidity, patient populations and other medical and epidemiological factors; that the following recommendations should be presented for consideration:

1. That an exhaustive and comprehensive study of the total tuberculosis problem as it relates to public responsibility be undertaken by a team of qualified experts; that such a study include analysis of the problem, evaluation of program activities and services, the study of personnel requirements and other pertinent matters considered of importance in realizing a tuberculosis control program of maximum effectiveness and efficiency within the State.

In the Committee's estimation, such a study would include careful analysis of the many factors concerning the problem of maintaining three tuberculosis hospitals at maximum effectiveness, and would provide logical and scientifically sound answers in support of the desirability or lack of desirability of any consolidation. Therefore, until the completion of such a study, the Committee recommends no action on this matter.

2. It is well-known among tuberculosis control workers that one of the most effective ways to prevent spread of disease from sick people to those who are well is by isolation of those who are ill. It is also known that the quickest way in which to arrest or "cure" tuberculosis is to place a patient under adequate treatment as soon as the disease is discovered. It seems therefore in the public interest to eliminate all possible barriers to early isolation and treatment. The costs of treating tuberculosis are great. Few individuals can afford it. Therefore it appears economically sound, if the State must pay most of the bill anyway, to provide the treatment at a time when costs will be the least, the

treatment will be most effective and greatest protection of the public can be obtained. Such a proposal would not preclude payment to the State for hospital services by an individual, if he so desired, but it would encourage patients to enter hospitals earlier, stay until the disease is arrested and prevent many worthy people from undergoing the embarrassment of pauperism (town support).

It is therefore recommended that in the interest of protecting the people of the State from a communicable disease, and bringing tuberculosis under control at the earliest possible time, that fees be eliminated and that the tuberculosis hospitals of the State be declared open to citizens with active tuberculosis. That budgets for tuberculosis hospitals be planned in accordance with this recommendation and that the law be revised to implement such a purpose.

3. As previously pointed out, tuberculosis is a communicable disease. Also that there are persons in our communities who have tuberculosis in an active, communicable form. Many of these persons are not under proper treatment, some have left tuberculosis hospitals against medical advice, others have refused hospitalization. A few of these persons are uncooperative, careless of others and constitute a health menace to other citizens. For the public protection and for their own good they should be hospitalized and treated.

Current law regulating commitment of such patients is unsatisfactory, and health officers are reluctant to initiate proceedings. The commitment process is not specific and is complicated. There is no legal provision enabling hospital officials to keep patients in hospitals after commitment or for disciplining them if they are uncooperative and cause disturbances.

It is therefore recommended that the current statutes establishing commitment procedures be revised to be made more specific as to persons with active tuberculosis who are judged to be a public health menace and that penalties be provided for those patients who require discipline or who refuse to remain in institutions to which they have been legally committed.

4. It is apparent to the Committee in considering the problem of tuberculosis, that generally the State's interest in and involvement with patients commences with diagnosis (in some cases earlier) and continues after disease is arrested and patients are restored to self-sufficiency in their respective communities. This requires an integration and coordination of all program activities for the tuberculous which will make possible a smooth and efficient flow of service.

It has been pointed out how the TB controller and public health nurse is involved in the case-finding process. The health educator is drawn in through need to educate and orient patients and families as to the nature of the disease and what must be done.

The clinician is involved in diagnosis and consultation. The social worker helps solve outstanding family problems. The sanatorium physician must provide treatment and sanatorium staff must correlate information and services with others providing services. The rehabilitation worker assists in preparing patients for a new life. The public health nurse must provide follow-up supervision. The flow of information and cooperation between all these workers must be easy, coordinated and constant.

We recommend that the State Sanatoria be removed from the Department of Institutions and placed under the jurisdiction and administration of the Department of Health and Welfare. It is apparent that this step would provide the most effective and efficient manner of coordinating the free flow of information and interlocking services in the treatment of tuberculosis and the protection of the public from the spread of this disease.

We further recommend:

1. A sprinkler system installed at Hobron Sanatorium and the completion of the one at Presque Isle.
2. Complete electrical rewiring of all buildings where necessary under the supervision of a capable engineer.

## SCHOOL FOR THE DEAF

The facilities for the School for the Deaf at its present location are inadequate and in a most deplorable condition. An appropriation for construction of new quarters on Mackworth Island, supplemented by a generous contribution by ex-Governor Baxter, are in excess of \$1,000,000 less than the lowest possible estimate for constructing and equipping these buildings. The contribution by ex-Governor Baxter is conditional and subject to withdrawal if construction has not been started prior to January 1, 1955. Plans and specifications have been completed and construction can be started as soon as it is known sufficient funds are available. Although ex-Governor Baxter has not been interviewed, early action by the 97th Legislature to provide the additional funds as an emergency measure could possibly be sufficient reason for extending the time limit of January 1, 1955 stipulated as a condition of the contribution.

The school seems to be getting along quite well under the present setup and if the school moves to its new location, it will be the answer to a better school for the deaf. We recommend that this school, inasmuch as it is a school for the education of boys and girls who in no way should be connected with an institution, be placed under the Department of Education in the State of Maine and have the entire setup controlled by this department.



In support of our recommendation, we submit for your consideration the facts that the Department of Education has within its administration an excellent vocational training program, a physically handicapped program, a guidance program, as well as an extensive rehabilitation program.

It is the opinion of the Committee that in view of the fact that new facilities through construction and location concerning the School for the Deaf is to become a reality, the time for the serious consideration of this heretofore proposed transfer has arrived.

The Committee wishes in this report, in the name of past, present and future Legislatures, to commend very highly the splendid gift of one of Maine's most outstanding statesmen

Honorable Percival P. Baxter

His generosity is playing a great part in making this new school a reality.

MILITARY AND NAVAL CHILDREN'S HOME - Bath

This institution, while it provides a very useful service, raises some serious questions about discrimination against many of the State's wards, while providing exceptional facilities for a few.

This Committee recommends additional study of this problem, suggesting the possibility of placing this institution under the Department of Education.

In support of this recommendation, the Committee submits for your consideration the fact that the children at this school are educated in the public schools in the City of Bath.

#### GENERAL CONCLUSIONS

Apart from the purely technical problems of institutional operation, and those problems peculiar to individual institutions, the Committee has been impressed by the apparent failure, under the present organization, to delegate authority to various institution heads. The Committee urges that in the future more authority be given to institutional directors. In the past, very often, the needs of the individual institutions have not been adequately presented to the legislature because of inadequate coordination between the Commissioner of Institutions and his subordinate administrators.

Part of this problem undoubtedly stems from the complexity of thirteen separate institutions, each concerned with complex problems, being housed within one department. As a partial solution, the Committee has recommended removing the sanatoria and the School for the Deaf from the jurisdiction and administration of the Department of Institutions. It has also recommended the possibility of such a change for the Military and Naval Children's Home.

This Committee further recommends the creation of two new posts: Deputy Commissioner of Correctional Institutions, and Deputy Commissioner of Mental Institutions. We believe such a reorganization would help to coordinate the activities of the institutions under the two categories, and relieve the Commissioner of many needless details which occupy his time.

As a continuing control over the operation of our institutions, this Committee urges the creation of an advisory council by the Governor. This advisory council would make an accurate and up to date survey of our institutions and plan for their future needs. The council should be nonpolitical, and it should be composed of all elements of our society.

The Committee also recommends a central screening board for employees at our institutions in order to prevent the hiring of undesirable persons who may "float" from one institution to another. We believe this information should be made available to authorities in other states and that they in turn should furnish us with the same type of information.

## HIGHWAY SAFETY

WHEREAS, the increased speed and volume of vehicular traffic demands that safety be recognized as the State's primary responsibility in the design and maintenance of public highways;

AND WHEREAS, the design and maintenance of a safe highway system is of primary concern to members of both the 96th and future Legislatures;

BE IT ORDERED, the Senate concurring, that the Legislative Research Committee examine and report to the 97th Legislature possible improvement in State Highway and State Police Department policy as it affects all aspects of highway safety with special emphasis on the following:

1. Improvement and elimination, wherever possible, of historically dangerous sections of highway.
2. Posting of maximum speed limits, as authorized by the 95th Legislature, to reflect realistically capacities of new road construction.
3. Advisability of using "demerit system" as presently employed by the State of Connecticut in affecting an outstanding record of highway safety.

Highway Safety was one of the problems referred to the Legislative Research Committee for study with a view to possible legislation to reduce highway accidents.

We are aware that some of our recommendations may be included in the report of the Governor's Committee on Highway Safety.

We recommend that the 97th Legislature give serious consideration to the following suggestions:

1. That an automobile driving educational course

- be made available to every student of high school age;
2. That the State of Maine should contribute to the cost of such education on a 50-50 basis with the cities and towns;
  3. That in addition to the present prima facie speed limit of 45 miles per hour, that there be an absolute speed limit of 65 miles per hour on all open highways;
  4. That all railroad crossings over main traveled highways be equipped with automatic red flashing signal lights together with warning bell;
  5. That additional state policemen be employed for the purpose of patrolling our highways;
  6. That all commercial vehicles be equipped with mud flaps;
  7. That sections of our highways that have been extremely dangerous for years be eliminated.

## STATE AID TO EDUCATION

ORDERED, The House concurring, that the Legislative Research Committee be authorized to study the problem of state aid to education, including the matter of equalization through state subsidy to municipalities under the formula now used as a basis for distribution of state aid, and such other related matters as may be involved in a comprehensive study of state educational finance; and be it further

ORDERED, that the Committee report to the next legislature the result of its study with such recommendations as it may deem appropriate.

Several hearings were held on this subject matter with the Department of Education and the State Board of Education and the State Tax Assessor.

The provisions of law upon which the general purpose educational aid is granted will be found in Section 237 of Chapter 41 of the Revised Statutes of 1954, the pertinent provisions of which follow:

Sec. 237. General-purpose educational aid. On the basis of information available in the office of the commissioner on September 1st for the 2 years next preceding the biennial convening of the legislature, as provided in returns of educational statistics required by him, the commissioner shall apportion subsidies to the cities, towns, plantations and community school districts of the state according to the following plan:

The several cities, towns and plantations shall be divided into 9 classifications according to their valuations per resident school child being educated at public expense. The valuation shall be as determined by the board of equalization in the statement filed by it, as provided in section 67 of chapter 16 and effective on September 1st, and the number of children shall be the average of the last 2 enrollment reports of pupils being educated at public expense on April 1st annually.

For each classification the subsidy allocation shall be the same for each of the 2 years of the biennium and shall be a percentage of the average educational costs of the municipality for the preceding 2 years, excluding costs of capital outlay, rent, debt service, repairs and certain equipment, and deducting incidental receipts. The cost of vocational education shall be the average of local appropriations for the 2-year period designated in the 1st paragraph of this section.

The range of classifications and the percentage allocations shall be as follows:

Class	State valuation per resident pupil		Percentage of state support of educational operating expenditures
1	Not over	\$1,500	65%
2	\$1,501	\$2,250	55%
3	\$2,251	\$3,000	45%
4	\$3,001	\$3,750	35%
5	\$3,751	\$4,500	30% of first \$20,000 25% of the balance
6	\$4,501	\$5,500	25% of first \$20,000 20% of the balance
7	\$5,501	\$6,500	25% of first \$20,000 18% of the balance
8	\$6,501	\$7,500	25% of first \$20,000 16% of the balance
9	\$7,501 and over		25% of first \$20,000 14% of the balance

That portion of the allocation made under this section to any city, town or plantation which is a member of a community school district, because of its share in the allowable operating costs of the community school, shall be paid to the community school district and shall be credited to the municipality's share of costs for the purposes specified in this section.

Under the provisions of the above law the Commissioner of Education in determining the subsidy allocation divides the several cities, towns and plantations into classifications and uses the valuation as determined by the Board of Equalization on September 1.

Therefore, the Commissioner in determining the educational subsidies for the years 1955 and 1956 will have to use, under the present law, the property valuations of 1952.

#### CLASSIFICATIONS

Under the provisions of the present law the several cities, towns and plantations are divided into 9 classifications.

Without determining the number, it is the thought of the Committee that the classifications should be increased in number with a narrower range between classifications.

#### VALUATION

As of December 1, 1954, a new state valuation as determined by the Board of Equalization under the provisions of Section 67 of Chapter 16, became effective. This 1954 valuation increased the 1952 valuation on an average of 115%. The Committee understands that the 1954 valuation was determined after careful study, and that it more accurately reflects the true valuation of the several cities, towns and plantations.

It is, therefore, the conclusion of the Committee that in order to provide a fairer and more equitable distribution of the education subsidy that the 1954 valuation should be used rather than the 1952 valuation. To provide this



subsidy from 1955 and 1956 funds it will be necessary that the law be changed so that the 1954 valuation can be used as a basis. In order to get the information for the several cities, towns and plantations which is needed for the town meetings in March, it will be necessary in order to accomplish this purpose to enact the necessary changes in the law by emergency legislation early in the session.