

# MAINE STATE LEGISLATURE

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# ACTS AND RESOLVES

AS PASSED BY THE

One Hundred and Second Legislature

OF THE

# STATE OF MAINE

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REPORT OF THE GOVERNOR

To The

One Hundred and Second Legislature

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## The Record of Stewardship 1961-1965

As an addendum to my Biennial Message I submit to you the following report containing a resumé of my activities and some of the major improvements in state services which have been accomplished to date during this administration.

Covered in this report are the biennial periods 1961-1963 and 1963-1965. Of necessity the report is brief. A detailed explanation of many new and expanded programs for the state can be found in various departmental reports and I commend them to your study.

### THE EXECUTIVE DEPARTMENT

In addition to the administration and general supervision of the departments comprising the Executive Branch of state government, the Executive Office has assumed leadership during the past four years in many varied fields affecting the welfare of Maine.

#### Appointments, 1961-1965

During this period it has been my responsibility to appoint and reappoint over 1000 of my fellow citizens to positions of trust in our government. In addition to department heads and members of state boards and commissions, my appointments have included the judiciary and many special committees.

Major new appointments by the Governor of department heads and other executives since January of 1961 have included: David Garceau, Bank Commissioner; Leslie H. Stanley, Director of the Civil Defense and Public Safety Agency; William O. Bailey, Charles F. Bragg, II, and Vernon O. Johnston, State Board of Education; Standish K. Bachman, Commissioner of Economic Development.

Ronald T. Speers, Commissioner of Inland Fisheries and Game; Walter F. Ulmer, Commissioner of Mental Health and Corrections; Esther D. Hawley, chairman, and Earl Bibber, member, State Personnel Board; Harold A. Towle, chairman, James Blenn Perkins, member, Industrial Accident Commission.

Torben K. Andersen, chairman, Highway Safety Committee; Willard C. Ellis, chairman, Clifford L. Stimpson, member, State Liquor Commission; Roy U. Sinclair, chairman, Maine Employment Security Commission; Bertrand A. Lacharite and Carl M. Stilphen, members of the State Highway Commission; Earle M. Hillman, member of the Public Utilities Commission.

Richard Y. Chadwick, C. P. Blouin, Jr., Robert Stenger, John C. McCall, members of the Aeronautics Commission; Clifford O'Rourke and L. Keith Marshall, members of the Park and Recreation Commission.

New judicial appointments by the Governor since January, 1961 have been: Harold C. Marden, Associate Justice, Supreme Judicial Court; James L. Reid, Harold J. Rubin and William S. Silsby, Sr., Justices of the Superior Court.

Melvin E. Anderson, Robert L. Browne, Richard S. Chapman, John M. Dudley, Ian McInnes, Roland J. Poulin, Julian W. Turner, Paul A. MacDonald and George D. Varney, Judges, District Court.

**Executive Activities—1961**

At the beginning of 1961 the state was faced with the closing of Presque Isle Air Force Base. It was my responsibility to mobilize the state services available to assist this community in readjusting to its loss. Through the combined efforts of local agencies and the state the Presque Isle situation was resolved and the utilization of the former defense facility became a model project for similarly affected communities throughout the country.

Early in the year I established a policy of holding breakfast meetings at the Blaine House with executives of Maine industrial and business firms. This series has been continued and expanded to include many diverse interests.

The experience gained from the free, informal exchange of information and ideas at these breakfasts has proved valuable to me and to the Department of Economic Development in our constant quest to improve the Maine economy.

The growing rate of the fatal highway accidents in the summer of 1961 caused your Governor to call an emergency meeting of the Maine Highway Safety Committee, law enforcement officials, news media and others vitally concerned with this serious problem. The result was a stepped-up campaign of education and enforcement which increased public awareness of the seriousness of the traffic safety situation.

A crisis in ferry transportation service to the Casco Bay Islands developed in the summer of 1961. The Governor and the Public Utilities Commission devoted many hours to working with local officials and the management of the operating line to solve this problem. A satisfactory conclusion was reached through action by the Governor and Executive Council to provide funds for emergency repairs and new wharf construction.

Renewed interest developed in the proposed Passamaquoddy Tidal Power Project in 1961. To represent the state in support of this challenging proposal, I established a Passamaquoddy Development Committee, which subsequently worked closely with Federal officials, the Congressional Delegation, private enterprise and our interested Canadian friends.

In the fall of 1961, it was your Governor's pleasure to entertain all other New England Governors at a conference in Maine, the first such held in our state in 25 years.

A growing concern for the future of New England's role in the field of world trade caused the Governors to establish an import study committee at this meeting at my suggestion.

As chairman of this group I have worked with experts in the economic field to develop data and information which has proved of great assistance to all the New England states in meeting both the opportunities and the problems which foreign trade presents to our region.

Improvement of air service to Maine has been a constant challenge. In 1961 with Executive leadership, we were able to secure continued service to Rockland, Bar Harbor and Lewiston-Auburn which the only commercial airline serving the state had proposed to discontinue. At that time I established an Air Service Advisory Committee, which is continuing to study the problems of air transportation.

The opportunity for great advancement through the utilization of educational television was presented in 1961. I assembled an advisory group of highly qualified experts to study aspects of this proposal which was ultimately brought to reality through action by the Special Session of the 100th Legislature called in November of that year.

In the closing days of 1961, plans were finalized for the implementation of our new District Court System. In order to insure the Governor of the best qualified appointees to these judicial positions, I requested, and the Maine Bar Association agreed, to establish an evaluation committee to rate each aspirant on qualification. This procedure has proved most satisfactory and helpful to me.

The second year of my administration closed on a promising note when I was able to recommend the establishment of a vocational-technical institution in Northern Maine. The need for such a school was apparent and the former Presque Isle Air Force Base offered an ideal site. This school today is a reality.

### **Executive Activity—1962**

The prospect of raising sugar beets as a cash crop in Maine offered a challenging economic opportunity in 1962, as, indeed, it does today. I proposed early that year the expenditure of state funds for research in sugar beet growing. The Governor and Council and the Legislature subsequently made such funds available.

Considerable good will and publicity was generated for Maine by a program I instituted to bring foreign correspondents to the state in 1962, to spend time visiting our people and observing Maine life. We were the first state to undertake such a project and received national recognition for it.

Units of the Maine Army National Guard were activated in 1961 as a result of the Berlin Crisis. In April 1962, your Governor travelled to Fort Campbell, Kentucky to inspect their training.

Later that year at executive direction the readiness capabilities of the various state agencies concerned with public safety and recovery from nuclear attack were tested during the Cuban Crisis. At that time the Civil Defense Agency was moved permanently to the basement of the State Office Building for greater protection.

One of my major concerns during the year continued to be the problem of highway safety. Two measures of note taken at gubernatorial direction were the installation of safety seat belts in all state owned vehicles and the elimination of the drivers' license as proof of age in purchasing alcoholic beverages.

To further enhance our economic prospects, I also felt that more should be done to improve the general appearance of our state. In 1962 I established a Governor's Committee to Keep Maine Scenic. With a modest appropriation this group has worked tirelessly in anti-litter education and promotion and for greater citizen compliance with the automobile junkyard and anti-littering laws which were strengthened by the Legislature on my recommendation.

As a result of this effort the State of Maine has received an award from Keep America Beautiful, Inc., for having the best anti-litter program of any state in the nation.

Twice, in 1962, I felt it my duty to appear before the Civil Aeronautics Board in Washington to support Northeast Airlines' request for permanent certification of its Florida route, which is vital to improved air service to Maine.

Anticipating that action would be required of the 101st Legislature to reapportion the House of Representatives, I requested the Maine Constitutional Commission, which was established at my request, to study the reapportionment question and make recommendations. This distinguished body carried out that assignment and reapportionment was accomplished.

### **Executive Activity—1963**

The Governor was named to the Executive Committee of the National Governors' Conference early in 1963 and assumed an active role in policy-making for this important body.

I was among the Governors called to the White House by the President following the assassination of President John F. Kennedy to discuss federal-state relationships under the new administration.

As a member of the National Governors' Conference Advisory Committee on the National Guard, I was called to Washington to testify at Congressional hearings in support of the fiscal budget for this vital reserve arm of our national defense establishment.

In the summer of 1963 the Governor and other state officials entered into discussions with the Secretary of the Interior and members of the Congressional Delegation on the proposed Passamaquoddy-St. John Hydroelectric Power Development.

Shortly thereafter I reconstituted the State Passamaquoddy Committee and staffed it full time with a well qualified individual from the Department of Economic Development.

The growing importance of Maine as a recreation state is becoming more fully realized. To provide counsel on the best course for the state to follow in developing her great natural attractions, your Governor established an Advisory Council to the State Park and Recreation Commission in 1963.

Maine subsequently became the first state to submit its facility inventory forms to the Federal Bureau of Outdoor Recreation.

Efficiency is the key to economy in government. With this in mind I directed the Commissioner of Finance and Administration to undertake a study of various methods to save our taxpayers' dollars.

As a result travel and expense account regulations have been revised, and new positions in state service are being screened by the Governor.

During the fiscal year 1964 there occurred a substantial increase in lapsed balances.

### **Executive Activity—1964**

A number of significant state issues were resolved by your Governor during 1964. Early in the year, hourly wage increases were granted to 1,000 State Highway maintenance men, an equalization measure which I supported.

The Governor established a study group of highly qualified professional experts to review procedures employed to insure state owned property. They have submitted a plan that, if implemented, would save the state many thousands of dollars.

In recognition of the increasingly important role played by women in our national life a Commission on the Status of Women, patterned after the Presidential Commission, was appointed by the Governor. This distinguished body is currently assessing the position of Maine women in business, professional, social, legal, homemaking and other fields.

Throughout 1964 your Governor worked vigorously in behalf of the Maine poultry industry to solve a very serious problem which it and other grain using enterprises faced with respect to freight rates to our state.

Numerous conferences were initiated by the Governor both in and out-of-state in an effort to provide relief for our hard pressed poultry producers. As a result of this action a saving of a half million dollars annually will accrue to the Maine poultry and dairy industry.

Approximately 1,000 jobs for workers were saved as a result of negotiations by the Governor to have the real estate of the Edwards Division of the Bates Manufacturing Company purchased by a local community development corporation.

Two Special Sessions of the Legislature were called by the Governor in 1964. The first resulted in favorable action to promote the mining and sugar beet industries in our state, and to reapportion the House of Representatives.

The second session was notable for the enactment of the \$25,000,000 bond issue to construct pollution abatement facilities.

During the year a number of important citizen advisory groups were created by the Governor to study and render counsel on a wide variety of subjects vital to state government.

These included a State Credit Research Committee to study methods of utilizing state credit to further promote economic expansion; a Governor's Committee for Hunting Safety; a Maine Archives Committee; a Council for the Promotion of Art and Culture; and a Council of Retired Business and Industrial Executives.

Following my annual inspection of training by units of the Maine Army National Guard at Camp Drum, New York in the summer of 1964, a strong protest was lodged with the Department of Defense with respect to deteriorating conditions I had observed at the Camp Drum installation.

I believe that so long as National Guard units from Maine train at Camp Drum, they should be provided with adequate housing and sanitary facilities by the Federal government. I have subsequently received assurances from the Department of Defense that corrective action will be taken.

Maine was one of the first states to take an active interest in the Economic Opportunity Act of 1964. Immediately after President Johnson signed this bill, I organized the Governor's Economic Opportunity Council to coordinate our state's participation in this program.

In December, by Executive Order, I created an Economic Opportunity Division within the Executive Department. At the close of the year, the program was put into operation with applications for assistance being processed.

As 1964 drew to an end, Maine was faced with the proposed closing of two major defense establishments, the Kittery Naval Shipyard and Dow Air Force Base. Your Governor has been in conference with the Governor of New Hampshire and members of the Congressional Delegation and local officials in an effort to bring about a reversal of this decision.

Failing that, I believe a long range, high level program of readjustment will be needed to offset the adverse impact that will necessarily result. I have directed that the full resources of the Department of Economic Development be utilized to assist these communities in meeting the challenge.

### **Conclusion**

In this part of my report to you I have touched on the highlights of my activity during the past four years. During this period I have personally visited a majority of the departments and institutions in state government. This policy kept me informed on their performance and up to date on their current programs.

I have also travelled tens of thousands of miles to represent the state in the councils of the nation, to promote Maine as an industrial, agricultural and recreational state second to none, to seek new industry, and to tell the Maine story at every opportunity.

It has also been my privilege to visit nearly every village, town and city from Kittery to Fort Kent and from Bethel to Eastport. I firmly believe that the Governor should be as close as possible to the people, for it is only by knowing them personally and understanding their thinking that he can formulate programs best suited to their needs. The second part of this report summarizes the highlights of my programs for Maine.

## **THE RECORD OF ACCOMPLISHMENTS**

(1961-1965)

During the past four years it has been my responsibility to present plans and programs for Maine progress to the Legislature for consideration. Not all measures have been enacted, but the record will show that positive action was taken on a majority of my recommendations.

I submit the highlights of this record to you. From these I believe you will gain an insight into the progress our government has made during this administration. Upon this record I am confident we can build an ever better state in the future.

### **Economic Development**

In the field of economic development greater emphasis has been placed on industrial and recreational advertising. Additional funds totaling \$500,000 have been appropriated for this purpose.

Maine is participating in the New York World's Fair with \$500,000 appropriated as our share of the cost of the New England Pavilion.

During the past four years we have enacted legislation to encourage mining development, established a foreign trade division in the Department of Agriculture, and have appropriated \$70,000 for extensive research in sugar beet growing.

Tax relief has been granted our railroads and the loan guaranty limit of the Maine Industrial Building Authority has been increased substantially for industrial projects.

### Education

Educational needs have posed a great challenge to state government. We have been able to increase our support of education by \$24,000,000 in the past two bienniums, including the payment of \$14,100,000 in educational subsidy funds to the municipalities.

Minimum salaries for teachers have been raised and teacher retirement benefits have been increased at a cost of \$1,800,000.

We have constructed an educational television network and provided for its operation.

New vocational training schools have been established at Presque Isle and Auburn and a new school is being planned for the Penobscot County area. A total of \$1,684,000 has been appropriated to accomplish this breakthrough in vocational education. We have also provided a new school of practical nursing.

Fort Kent Normal School has been changed to a four-year state teachers college and all colleges have received additional financial support to permit improved salary schedules and increased staff. A total of \$4,000,000 in self-liquidating bonds has been provided for student housing at the colleges.

The Maine Maritime Academy has received increased operating funds plus a capital improvement program of \$1,000,000 during the past four years.

The state's principal higher education facility, the University of Maine, has received a significant share of financial attention during the past two bienniums. Total increased operating funds of \$4,000,000 and a capital improvement program of \$6,200,000 has been granted this institution.

### Health, Welfare and Institutions

Maine has taken great strides in providing more adequately for its dependent and institutionalized people during this period.

We have increased the staff and services at our mental and correctional institutions and have provided capital improvements totaling \$4,250,000, including a long needed program at the Boys Training Center.

The financial responsibility clause for recipients of Old Age Assistance has been liberalized. We have provided hospital and additional medical assistance totaling \$1,800,000 in state funds.

### **Pollution Control and Abatement**

In an effort to rid our rivers and waterways of pollution, a continued orderly classification of Maine waters has been carried out. The State has provided \$1,000,000 in grants to the municipalities for sewage treatment facilities. A major accomplishment has been the enactment of a \$25,000,000 bond issue for pollution abatement.

### **Parks and Outdoor Recreation**

State Park development is going forward in Maine as never before. Over \$1,000,000 has been appropriated to improve existing facilities and to acquire and open new areas to meet the recreational needs of our people. To give added impetus to this important economic activity a new Division of Outdoor Recreation has been created.

### **State Government**

In the area of government, a new salary plan for state employees has been implemented and longevity and retirement benefit increases provided at a cost of \$1,900,000.

A comprehensive revision of the state election laws has been made and a Commission on Intergovernmental Relations established. To improve motor vehicle administration and highway safety we have adopted driver's license and motor vehicle equipment compacts. An improved two-year driver's license has been adopted. We have added additional troopers to our State Police force.

### **Highways**

Maine has continued its accelerated highway program with necessary bond financing being authorized in each biennium. Evidence of the continued progress we are making in this vital field has been symbolized by the opening of important new sections of the Interstate System in the past four years.

To more adequately deal with compensation for land taken by the state for highway purposes a Land Damage Board has been created.

### **Judiciary**

The state has further enhanced its enviable reputation for progressive administration of justice. Since 1961 we have established a District Court System to replace the municipal and trial justice courts and have added a justice to the Superior Court.

Maine has also revised its commitment law and has enacted the Durham Rule during this period.

### **Conclusion**

The foregoing are but the highlights of several hundred new and improved programs I have recommended for the advancement of our state.

Better government is being provided our people today because past Legislatures have shared my conviction that Maine can go forward, that we can achieve progress if we are but willing to devote the necessary effort to this goal.

I ask you to join me in making a substantial addition to this record during the coming biennium.

JOHN H. REED

Governor of Maine