

MAINE STATE LEGISLATURE

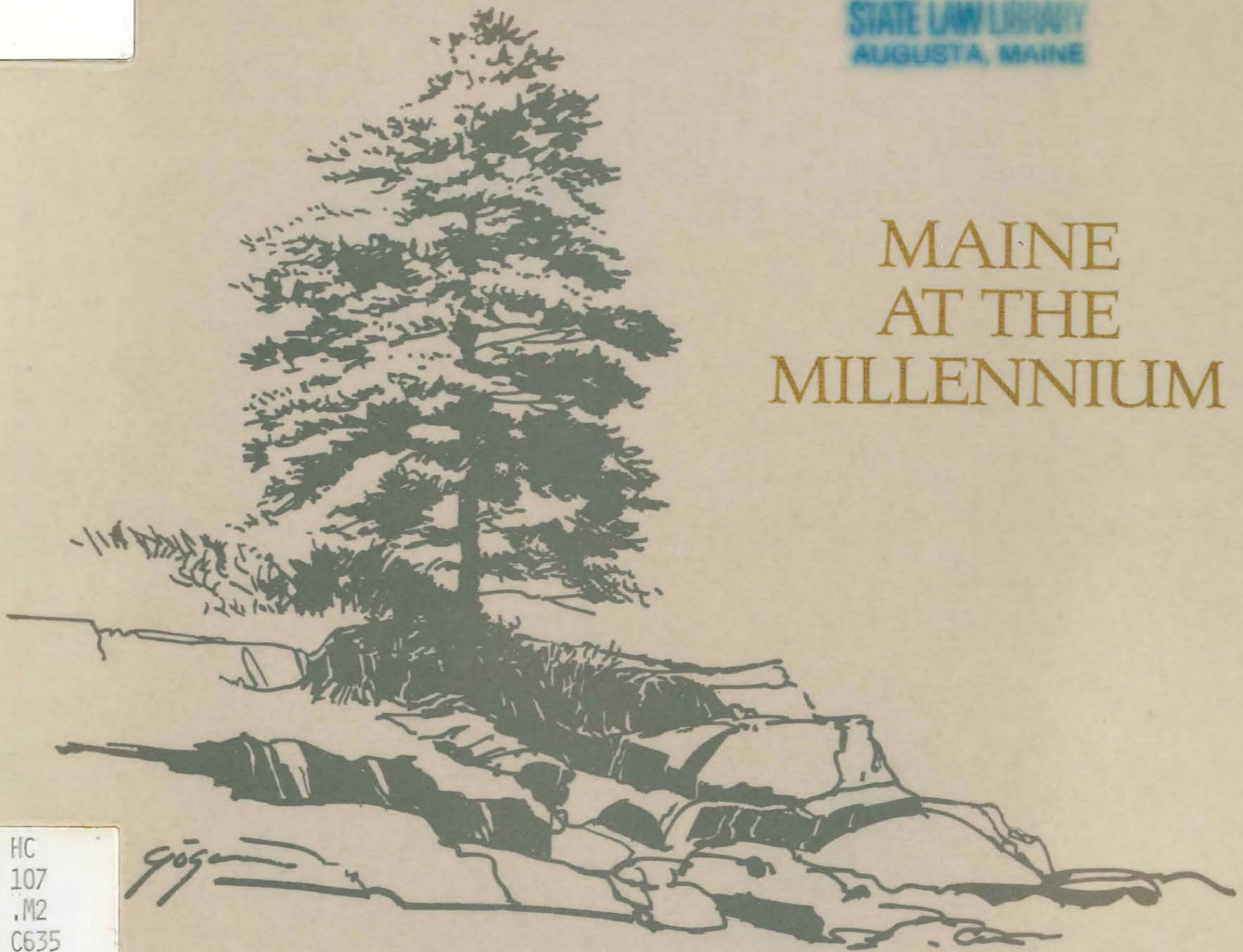
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The Commission on Maine's Future



The Commission on Maine's Future

FOREWORD

September 1, 1989

It's not unusual for a governor or a legislature to create a commission or task force to address some pressing issue that has eluded the conventional decision making process. It is unusual, however, and far more daunting, for a commission of citizens to be given the task of creating a vision for the future which reflects the values, priorities and expectations of all Maine people. Needless to say, it has been an enormous and exciting challenge and this final report represents much of what the Commission on Maine's Future has learned about Maine and its future vision over the last year and a half.

From the beginning, the Commission decided to focus on the *process* of developing a vision. We hoped to use the opportunity to raise the "future consciousness" of Maine public policy leaders and Maine people themselves under the theory that no commission of 40 mortal beings could provide all the answers on so important an issue. Our consciousness raising took many forms, including the first live-television "broadcast of the future" which gave Maine people an opportunity to call in their views and vote on key quality of life issues from anywhere in Maine. We also initiated conferences and workshops on the future with state and community leaders, educators, business people, legislators, consumer representatives, energy experts and environmental advocates. We conducted public "town meetings of the future" throughout the state and sought to draw in Mainers of all ages, incomes and lifestyles. Our next objective was to develop "tools of foresight" which could assist those making the decisions shaping Maine's future. These included the first comprehensive survey of Maine people's values and belief systems, a review of Maine's economic history to better understand Maine's eco-

nomic future and a major demographic study identifying the likely priorities, needs and markets of Mainers tomorrow. This report is another tool as well and recommends strategies for developing an "infrastructure" of planning and decision making which can help Mainers to think and act with foresight.

Eighteen months after beginning the task, our conclusion is that Maine people have never had a better opportunity to create a vision for their future. Nor has the need for such a vision ever been greater. We stand on the threshold of enormous changes which will alter Maine irrevocably. Armed with a vision, however, and tools of foresight, Maine people can direct the winds of change.

The future is no one's exclusive domain. It is where all of us will spend the rest of our lives. Each one of us has the opportunity to make the choices that will shape that future. We hope that the visioning process and the tools developed by this Commission help to empower all Maine people to understand the forces of change that await us and recognize the responsibility of each individual Mainer to create the future we all seek.

Annette Ross Anderson,
Chair

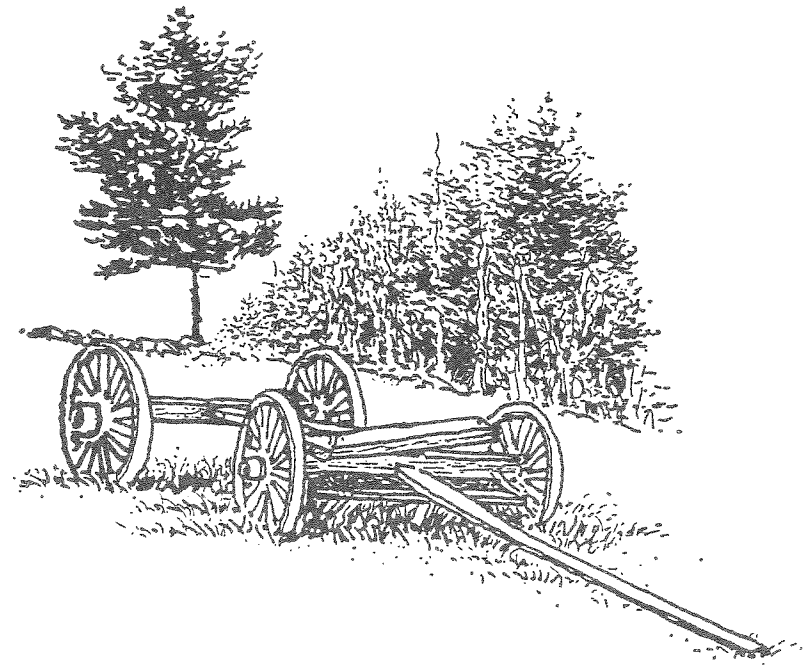
Anthony W. Buxton,
Vice Chair

ACKNOWLEDGMENTS

The following report is a summary of the findings and recommendations of the Commission on Maine's Future prepared by Holly Dominie, M.L.A. We also wish to give special thanks to Denise Lord, Deputy Director of the State Planning Office for her significant contribution to this effort and to express our gratitude to Governor John R. McKernan, Jr., President of the Senate Charles P. Pray and Speaker of the House John L. Martin for their support and counsel throughout the visioning process.

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INTRODUCTION

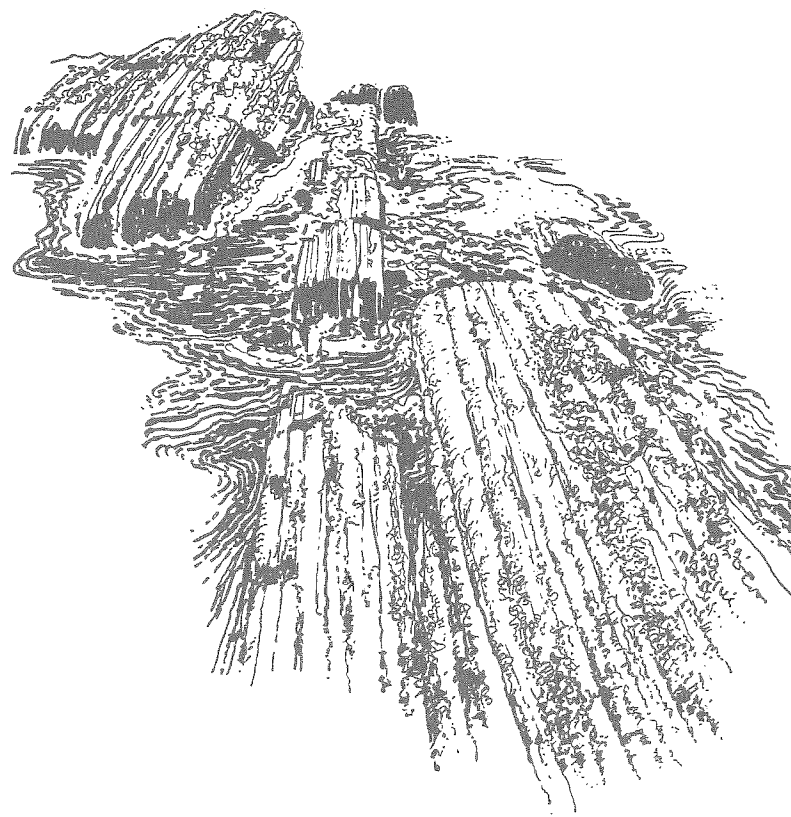
*"Maine has a special place in the hearts of many.
I think it will survive."*

E.B. White

The recent surge of growth and change in Maine has, in but a few years, altered the very essence of what Maine people think about themselves, their state and its future. Prosperity has brought new faces, jobs, and prospects to every part of the state. At the same time, changes accompanying this prosperity have shown us how vulnerable our way of life and natural environment really are.

The state's recent land and development boom, growing resource conflicts and the impacts of advancing technology have caught most of us by surprise. Faced with a rapidly changing Maine, we found that no one was keeping an eye on the "big picture"—that vision of what we want our state and our communities to be like in the future. We discovered that we had never fully empowered ourselves to plan for the future and guide change. We had never had to; except for a brief interlude in the 1970's, Maine had been largely by-passed for more than a century.

As a state we had made two earlier attempts to plan comprehensively for the future. In 1935 the Maine State Planning Board, a two year commission appointed by Governor Louis J. Brann, proposed a statewide development and conservation plan, including a major parkway system. The recommendations were never seriously implemented and few even remember that this blue ribbon panel once convened. People do remember, however, the first Commission on Maine's Future which followed the upturn in the economy of the early



1970's. Predicting the impacts of unplanned growth and haphazard land use management, this Commission recommended strategies for comprehensive planning which encouraged local and regional planning initiatives supported by the technical and financial resources of state government.

The growth pressures of the mid-70's, however, eased with economic recession and the warnings of the first Commission were not heeded until ten years later – too late to head off many of the cumulative impacts of unrestrained growth which caught the state by surprise in the early 1980's.

We thought the state would always stay the same because we couldn't remember it having ever been markedly different. It had changed so slowly and imperceptibly before. The last half of this decade, however, has ended the fantasy. We now understand the stakes we are wagering and the consequences of inadequate preparedness.

Recognizing the shift in public perception and concern, the 113th Legislature established the second Commission on Maine's Future in 1987, a diverse group of 40 men and women from each region of the state. The task for this Commission, the Legislature said, was to identify a consensus vision of the state's future which clearly reflected the values, priorities and expectations of Maine people as well as to develop strategies to achieve that vision. The Commission was empowered to look beyond the short term issues of today and identify the major challenges to the state's long term future, especially those issues which have yet to emerge in the public debate but hold enormous consequences for the state in the next century.

We present the following report with respect and hope that its spirit, as well as its specific recommendations, will help guide the state into the next century. It represents over 20 meetings of the full Commission and myriad work sessions of its subcommittees; seven public hearings around the state, numerous "visioning" sessions with government, community and business leaders throughout Maine, extensive public

opinion polling, and hours of research and analysis by our staff, advisors and consultants.

The Commission's report offers no easy answers for Maine's future – there are none. We have attempted, however, to provide Maine people with certain tools of foresight that can help all of us anticipate and manage the inevitable changes which face us. Armed with these tools, we can lead our state to a future which truly reflects the values, expectations and priorities of her citizens – a future chosen, not inherited.





A MAINE VISION

*"A place to raise a family and be friends with the weather,
woods and peace and sea."*

R.P.T. Coffin

Although no vision of Maine's future can perfectly match the needs and aspirations of every Maine citizen, we believe there is a consensus view of the kind of future that Maine people seek. The "vision" described here comes primarily from Maine people themselves – their thoughts, values and expectations expressed to the Commission through testimony, letters, conversations, essays, opinion polling and even art.

Not surprisingly, the vision is not too different from the Maine we know today, what is generally considered our way of life and newfound prosperity. A part of it is actually rooted in earlier times when the state was predominantly a natural resource-based working landscape.

Maine is lucky in its strong identity. There are tangible qualities that can be planned for, managed and accommodated even as the state develops and changes. A clear, commonly agreed upon vision can be described that will allow policies and strategies to be developed, problems to be solved, and new initiatives to be evaluated in context with a notion of how they will affect the qualities that are cherished. To be effective, the vision must be flexible and take the "long-haul" and global view. It should recognize the inherent contradictions, as well as the consistent values, of Maine people and anticipate how, or if, these will affect our vision as we evolve.



The people of Maine want the state to be a place with a high quality of life offering:

1. A diverse, stable, and flexible economy that is nurtured with respect for Maine's traditional way of life and provides choice, opportunity, and support for all who wish to work;
2. Secure, good paying jobs where workers can take pride in the goods and services they provide and the environments in which they work;
3. Liveable, affordable housing efficiently located near their workplaces, schools and necessary services;
4. A system of life-long education that prepares them well for the inevitable changes in work, lifestyles, government, and society;
5. Quality medical care, human services and cultural opportunities accessible to all Maine citizens regardless of age, location or income; and
6. The benefits of new technologies which help solve problems and contribute to the well-being of the people and environment of the state.

The people of Maine want the state to be a place with strong family and community values based upon:

1. Individual and institutional emphasis on non-material well-being rather than economic values;
2. Recognition of each individual's inherent responsibility to protect and enhance the quality of life which makes Maine unique;
3. A healthy, open view of newcomers to communities and the state, and the contributions they bring to our community life;
4. A tolerance of diverse lifestyles, beliefs and expression;
5. A commitment to respect and reach out to those who are

disadvantaged or have special needs and foster their self reliance;

6. A reaffirmation of the importance of family in caring for children and the elderly;
7. Corporate reenforcement of the long-term goals of the state and the public interest; and
8. A respect for the interconnectedness of the world as a global community, economically, environmentally, socially, and politically.

The people of Maine want the state to be a place with continuity in our traditional way of life where:

1. The population is small in comparison to the overall size of the state, and grows at a pace in balance with the capacity of the state's natural, institutional, and financial resources to accommodate development;
2. Towns feel small and have an atmosphere of informality, heterogeneity, community spirit, and caring and the wilderness feels remote and renewing and offers peace and solitude;
3. Daily existence is relatively simple, low-keyed, and healthy; free from congestion, crime, pollution, and unchecked bureaucracy; and based upon self-reliance;
4. The high quality and diversity of natural and cultural resources and the functioning of natural systems are utilized but not sacrificed for individual economic gain;
5. The landscape is diverse and dominated by the natural environment and rural countryside, and its scenic beauty, open and undeveloped character, and historic and other special values are protected;
6. Development is concentrated in villages, town and city compact areas, and other appropriate places, and kept relatively sparse and unobtrusive in places where rural, undeveloped, or wilderness character are to be protected;

7. One can gain unfettered access to the vast Maine outdoors, including remote wilderness areas, beaches and open spaces closer to home;
8. Farming, forestry, commercial fishing, and outdoor recreation are actively encouraged, and the resource bases and points of access upon which they depend are protected from permanent conversion to other use.

The people of Maine want the state to have a system of government that:

1. Provides basic services and assures that everyone has equal access to such opportunities as decent housing, education and health care;
2. Is responsive to changing conditions and the needs of the people;
3. Is representative of and led by the public interest;
4. Provides opportunity and encouragement to citizens to become leaders and participants in daily governmental affairs; and
5. Makes decisions as “close to home” as possible.

The Next Step...

The following chapters will build on the consensus view of Maine’s future described here as well as test the assumptions upon which it is based. Our report explores the people, landscape, and economy of our times and the forces of change that will influence the future. We will also highlight the critical opportunities, impediments, and policy choices that will facilitate—or stand in the way of—attaining the outcome that Maine people desire. Finally, we will propose a strategy for moving toward the future in a positive and thoughtful manner.



MAINE TODAY

"Still achieving, still pursuing, learn to labor and to wait."

Henry Wadsworth Longfellow

Maine today is the product of the unprecedented social and technological upheaval that has transformed the modern world during this century. Technological advances have rapidly changed our concept of time and distance, reshaped family and community life, redefined the workplace, altered our environment, improved human health and longevity, and forced global interaction. We are part of a mobile society, a maturing democracy, and a world that grows increasingly populated, complex and finite. As we land on the doorstep of the next century, every facet of our lives reflects the reality of the times and the global forces that are shaping our lives and prospects for the future. The following is the Commission's assessment of where we are today and how we got here.



THE PEOPLE

Maine's population has grown steadily since the Great Depression

Almost 1.2 million people now reside in Maine, about one quarter more than in 1960. Most of this increase has occurred in the last 20 years and reflects both a natural in-

crease in population (more births than deaths) and a steady in-migration of new Mainers, primarily from other New England states.

Maine's population growth has traditionally lagged behind regional and national averages but that gap is narrowing as growth has slowed dramatically in other parts of the country. Maine's rate is now nearly par with the national average.

Maine's population has also grown in its diversity.

Clearly there is no typical "Mainer". Maine people can be as diverse as the state's varied landscape. They reflect a growing mix of age, values, cultures, and social and economic backgrounds that both unite –and separate–the people of our state.

Nearly 7 out of 10 adult Mainers today are native born, most having lived here all their lives. The remaining third are "people from away" although more than two thirds of the non-natives have lived here for more than a decade.

A recent phenomenon of interest is the growing immigration of people from Pacific rim countries. Although the numbers are small (under 5000) they are expected to increase sharply.

Today more people are arriving in Maine than leaving.

Young people leaving Maine for better jobs and opportunities have historically been the controlling factor in the state's growth. Population growth for over a hundred years, from the opening of the Erie Canal and the western frontier to the 1960's, was the result of natural increases. During that time, more people left than settled in Maine, especially the young and better educated. Since the mid 1960's, however, the trend has reversed with nearly 3600 *more* people a year moving to

Maine over the number leaving. In fact, about one third of Maine's population growth in the last 25 years has resulted from in-migration. The newcomers have tended to be young and well educated helping to make up the longtime deficit created by the exodus of young Mainers.

Maine's population has been maturing, with the "baby boom" generation dictating the major concerns of society as it moves through its life cycle.

A sharp decline in the birth rate over the past 25 years and increasing longevity have caused a major shift in the age structure of our state's population. In 1986 almost two-thirds of Maine's population was over 25 compared with just over one half in 1960.

The shifting age structure has been sharply pronounced because of the maturing of the "baby boom" generation, a disproportionate number of people who were born in the 17 year period following World War II and who are now between the ages of 25 and 44. During the 1950's and early 60's the presence of so many school-aged baby boomers created considerable demands on the public education system. In the 1960's and 70's, that pressure shifted to colleges and the job market as the boomers became young adults. It shifted again in the 1970's and 80's to the housing market. By the year 2010, this disproportionately large generation will begin to reach retirement age, placing increasing demands on systems that provide pensions, health care, and services for the elderly.

Although population growth has been steady, the number of new households has increased dramatically.

The number of new households in Maine has increased two and a half times faster than the population itself over the past 28 years. In 1987, there were 2.6 persons per household,



a decline from 3.3 in 1960. Over 90 percent of the increase in households is the result of internal population dynamics – *not* the in-migration of out-of-staters. An aging Maine population, changes in family structure, the increased rate of divorce and fewer Mainers choosing to marry or cohabit have all contributed to this trend.

Roughly half of Maine's population lives in urban counties, mostly in Southern and Central Maine.

Maine's most urbanized counties, offering jobs and easy access to transportation, have grown significantly. Cumberland and York Counties captured nearly half of the net in-migration in the decade of the 70's and almost three quarters in the early to mid 1980's. Penobscot, Androscoggin, and Kennebec Counties were also strong in attracting newcomers in the late 70's. Since 1986, growth in the Portland area has slowed, while it has accelerated in the Lewiston/Auburn and Bangor areas.

The location of the state's interstate transportation system has greatly influenced the distribution of people in the state.

In 1970, 70 percent of Maine's population lived in a corridor bounded 15 miles on either side of the Maine Turnpike and Route 1-95, extending from Kittery to Houlton. Between then and 1985, the population density in the corridor had increased from 45 to 54 people per square mile.

Suburban towns, especially rural outlying areas, have been major magnets for growth.

In the past 25 years, the number of Mainers living in small to medium-sized towns (2500 to 10,000 residents), primarily within commuting distance of economic centers, has doubled and now represents about two-fifths of the state's population. Contrary to common belief, this growth is

primarily attributed to Mainers moving from one town to another, in response to job opportunities and rising land and housing costs, rather than people moving into Maine from out-of-state. In fact, during the 1980's, *over two-thirds* of the total population increase in towns with between 2500 and 10,000 residents was the result of internal migration by Mainers.

Population centers in Maine can vary dramatically on a seasonal or even daily basis.

Maine's economic centers experience large fluxes of commuter/workers each day which stress urban services and congest regional traffic patterns. The business-hour populations of Portland and Bath, for example, triple daily. Correspondingly, the outlying suburban towns, where the workers live, must contend with high residential pressures and weaker tax bases. Land use problems and the costs of financing the peak loads associated with these economic centers have become regional issues.

Other parts of Maine continue to see enormous fluctuations in population on a seasonal basis. Roughly five million tourists vacation in Maine each year congesting the state's roads and highways and straining regional resources. Recent state efforts to manage and "even out" the influx by promoting multi-season recreational opportunities and attracting tourists to other regions of the state are helping to relieve the growing pressures.

THE ECONOMY

Maine has reached a level of economic prosperity unmatched since the first half of the 19th century.

Maine's economy has seen remarkable progress in the past decade sharing in the extraordinary new prosperity of the New England region as a whole. Creating over a quarter

million new jobs in the past 15 years, Maine has retained a major portion of its jobs in the manufacturing sector while substantially expanding its non-manufacturing and, to some degree, high tech employment base. Despite the national recessions of the early 1980's, this economic vigor has allowed growth in Maine's per capita personal income and employment to actually outpace the national average.

At the same time, Maine's economy – and community economic life – have witnessed equally remarkable diversification.

The state's businesses have responded to growing competitive pressures from abroad by better tailoring products to today's markets and expanding service industries, particularly business services in areas of information processing, finance, insurance and legal services. On the employment front, Maine, like the U.S. as a whole, will continue to experience a gradual shift of its workforce from goods-producing jobs to non-manufacturing sectors although manufacturing will continue to generate a major share of all Maine economic activity. This restructuring of the state's manufacturing economy and the rapid expansion of services has replaced the "milltown" syndrome of single plant/single industry employers with a growing mix of light industry, business services tapping regional markets and consumer services taking advantage of the newfound prosperity.

Maine has kept pace with some technological improvements that support a strong economy but is behind in many areas.

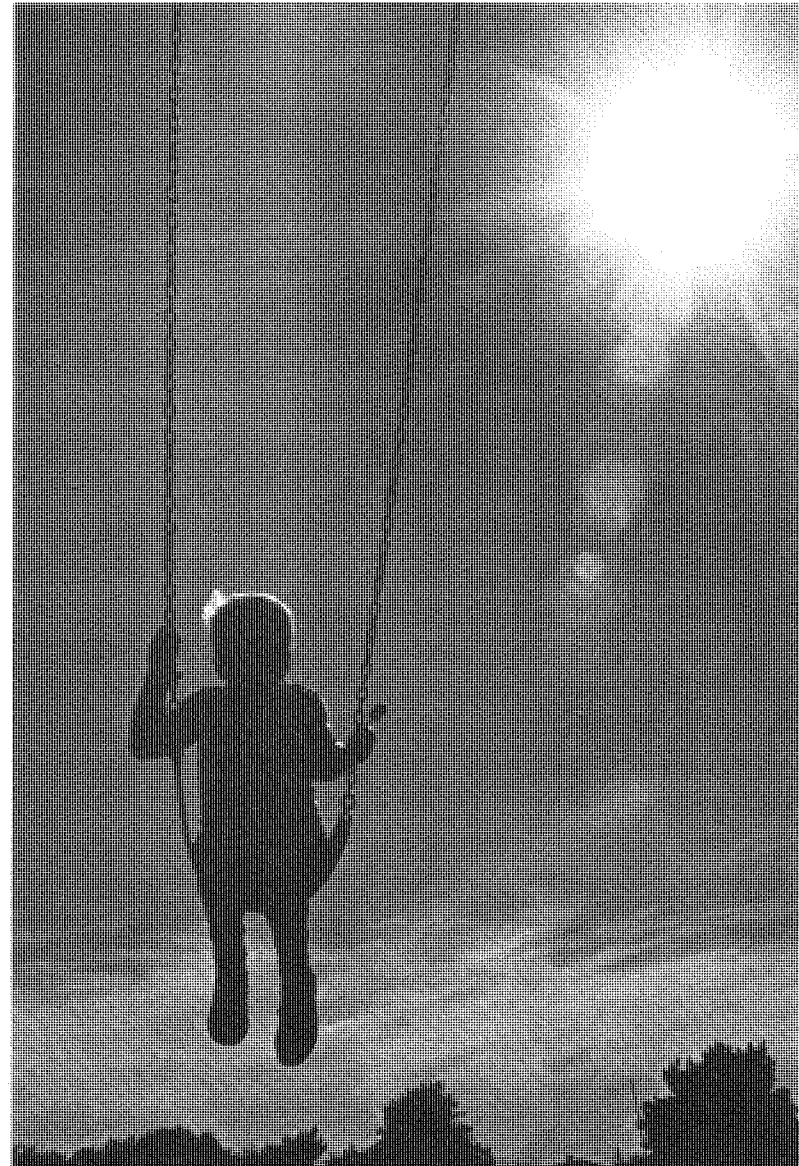
Advances in telecommunications have reduced Maine's isolation but Maine still lags technologically behind the nation. Although preliminary data shows improvements in Maine productivity levels in the late 1980's, manufacturing productivity has been below the national average in all but

three of 16 industries: paper, leather and apparel. In addition, Maine's capacity for technology innovation in both the public and private sector is below that of most states in the nation. Technology capacity may be measured in terms of patent activity, support for technology transfer, research grants, etc.

Maine's competitive advantage as a place to do business is changing.

Low cost labor, raw materials and hydropower have historically provided the edge for Maine's traditional manufacturing industries such as shoes and textiles. In the 1960's, however, Maine lost the textile mills to even cheaper labor in the southern United States. In the 1970's and early 80's, the state lost the shoe shops to Taiwan, Korea, and Haiti, where people work for as little as \$2 a day. In general, the United States is losing ground in low-wage manufacturing industries to global competition, while medium and high wage industries seem to be holding their own.

Despite the decline of low wage industries, Maine still retains a land and labor advantage compared with the rest of the United States and New England, one of the reasons for the prosperity of the 1980's and the surge in economic activity north along the Turnpike Corridor. Other advantages include an improving telecommunications and transportation system and a quality of life attractive to employers and entrepreneurs. These advantages are particularly important to the service sector, the largest employment sector in the state, and especially to business services, the fastest growing component. Maine's location adjacent to the Northeast and to Canada—and its growing ability to respond quickly to the markets there—have erased the state's former "end of the line" status.



Although Maine continues to have the smallest proportion of its population in the labor force in New England, plentiful jobs and rising wages are drawing people into the workforce at an unprecedented rate.

Improvement in Maine's labor force participation has doubled that of the New England region since 1985, and is second only to Vermont in overall gain. Since 1982, four people have entered Maine's workforce for every five new jobs created. This improvement is almost wholly accounted for by the increase in the number of working women and, to a lesser extent, the return of people over 64, a segment of the population which had not gained in the workforce in 25 years. Nearly six Maine women in ten are now working, as is one older person in five. Women's participation is up ten percent over 1985 and elderly participation has doubled. The participation of men is almost unchanged, with three in four in the workforce.

Mainers continue to earn less but the gap is closing.

Wages in Maine continue to remain below national levels but have been rising since 1985 because of a stronger economy. Maine has also made substantial gains in per capita income although much of the increase is due to the growing number of two-earner households.

While the proportion of people with incomes below the poverty line has held steady over the last two decades, the number of people in poverty has increased.

About 10,000 more families are now in poverty than there were in 1980, despite the more prosperous economy. In 1987, the most recent year for which data is available, the

poverty level for a family of four was \$12,100, equivalent to a gross wage for a full-time job at \$6.05 per hour. Although Maine's poverty rate of 13% matches the national rate, one fifth of the state's population is near or below the poverty level.

Nearly one quarter of Maine children are growing up in poor households. The number of children in poverty has grown since 1970 while the number of elderly poor has diminished. An increasing portion of Maine poor are women especially the elderly, single women, and single female parents. Single parent families, headed by females, account for more than one third of all poor families, an increase of 25% over 1970.

EDUCATION TODAY

There is a growing knowledge gap in Maine today.

While the state's high school dropout rate and adult illiteracy are below national averages, there is a disturbing knowledge gap among Maine students. The Maine Educational Assessment—a test of student's knowledge in reading, writing, math, social studies, science and the humanities—shows a significant disparity in the academic performance of students preparing for college and those who are not. In fact, more than half of Maine's high school students score at the bottom third of the MEA.

Recent studies indicate that Maine students have lower career aspirations than those in neighboring states and tend to plan educationally for specific, entry level jobs instead of for life-long careers. They also tend to limit their career and academic goals to familiar and commonplace occupations. As a result, graduates of Maine's educational system are heavily concentrated in lower skill, lower wage occupations.

In polling conducted by the Commission, 83% of Maine

people responding agreed that “lifelong learning” is key to the future health of our state yet a plurality felt public schools are failing to prepare children for the future. Seven out of ten Mainers polled said they want Maine’s schools to rate among the top ten in the country even if that meant a substantial increase in state and local taxes.

Recognizing the growing gap, Maine people and policy leaders have supported a number of growing initiatives and reforms to raise aspirations, strengthen curriculum and increase the financial and human resources needed to educate Maine people to meet the challenges of the future...but it is only the beginning.

THE ENVIRONMENT

Maine has made major advances in improving air and water quality.

The quality of Maine air and water has, with a few major exceptions, substantially improved since the 1970’s. Rapid strides in attacking industrial pollution have brought virtually every class of surface water in the state to within a few percentage points of total cleanup. Similar results have been achieved for industrial air pollution with “smokestack pollution” declining to below ambient air standards throughout the 1970’s and 1980’s. Reductions in carbon monoxide and lead emissions associated with obsolete automobile engineering fell through this period as well. Conversely, concentrations of ozone continue to degrade Maine air quality and acid rain is on the rise, with 93% originating outside the state.

Non-industrial sources of pollution, however, continue to threaten environmental quality.

Despite major successes in cleaning up specific and large single sources of pollution, there remains a much more persis-

tent, if perhaps less dangerous, dimension of pollution resulting from the behavior of individual consumers, automobile owners and householders. Virtually all of the remaining water pollution and much of what remains in the air stems from “non-point” sources associated with lawn, road and agricultural run-off, with private automobile emissions, with septic systems and with municipal facilities that dispose of sewage and solid waste.

The natural characteristics that define Maine’s rural character are eroding gradually.

The amount of visually open farm land has diminished from one third of the state’s land area in 1880 to less than one twelfth today, considerably narrowing the visual diversity of the state and resulting in a more enclosed environment. The abandonment of fields to forests is taking its toll. Subdivision patterns are primarily suburban in character and continuous residential and commercial ribbons are extending along highways. The distinction between town and country and one town and its neighbor are blurring as a result. The dispersed pattern of development is changing Maine’s remote and unspoiled sense of place.

Pollution from poorly planned land uses is now of great concern.

Eight percent of Maine’s unforested area is underlain by groundwater contaminated by waste water, landfills, underground tanks, roads, agricultural chemicals, and residential development. Eighty-nine lakes, or five percent of the area encompassed by lakes, currently experience algae blooms or are expected to in the next 10 years. Another 300 lakes and 11% of the total lake water area, are likely to similarly decline in the next 50 years. Insufficient management of stormwater and poor site planning are major contributors to the problem.



As a consumptive, "throw-away" society we have not established an effective system for disposing of solid wastes.

An estimated four pounds of municipal solid waste per person were generated each day in Maine during 1988, totalling 877,350 tons. Another 270,000 tons of bulky wastes, such as demolition debris, furniture, appliances and tires were also discarded at municipal sites.

In 1987, 96% of municipal solid waste went to landfills. In 1989, only 40% by weight went to landfills; the bulk went to incinerators and waste-to-energy facilities. By 1995, the

Department of Environmental Protection anticipates that only 4 municipal landfills will have any significant capacity remaining; many of the state's 329 current facilities must be closed because of threats to water quality.

Solid waste disposal is complicated because of the concentration of toxic substances, regardless of the method of disposal used. Recycling and bans on harmful materials offer the greatest tool in managing the space and toxicity problems. Under an aggressive recycling regimen, an estimated 30 to 40% of the wastes currently being incinerated could be retrieved. With creativity in establishing new markets, an additional 30% reduction might be achieved. Without such

efforts, Maine's waste stream will parallel population growth and could rise to 1,140,000 tons per year by 2010, or 4.8 pounds per person per day.

Maine's infrastructure is aging.

Much of Maine's transportation, water supply, pollution treatment and waste disposal facilities are ravaged by age, overused and undermaintained. The problems facing Maine's infrastructure stem in part from the accelerating population and economic growth in many communities and in part from the growth in individual demands for services.

The cost for improving Maine's infrastructure is staggering. As one example, the Department of Transportation has estimated that it will cost nearly \$100 million to upgrade 900 bridges statewide. In addition, the DEP estimates a \$1 billion price tag to fix ailing water treatment systems.

Federal monies which originally funded the construction of new Maine facilities are not available to maintain them yet local capital planning and capital budgeting for maintenance is systematically underestimated. We need to identify and implement innovative and fiscally sound techniques for financing public facilities and infrastructure.

Attitudes about preserving the environment and the land have shifted over the last ten years.

In 1979, over half of a survey of Maine adults thought creating more jobs was more important than preserving the environment. By a two-to-one margin Mainers in a 1989 Commission poll now disagree with the statement that "our first priority should be to get quality jobs, not to preserve natural conditions". Today, Mainers are far more supportive of preserving clean air and water, even at the cost of preventing the expansion of high paying businesses. Four Mainers in five agree that the natural beauty of Maine should be preserved, even if it means spending more public money or

interfering with private investment decisions. Seven in ten would favor limiting the development of open land within 25 miles of where they live—even if it meant that much of the open land could not be sold for development.

The number of people enjoying the outdoors has increased substantially but places traditionally used by people are increasingly being closed off or lost to development.

Overall use of the Allagash and St. John Rivers area maintained by North Maine Woods, Inc. has increased by nearly one quarter in the ten years preceding 1987. The North Woods have become more accessible and overcrowded because of the construction of logging roads which replaced log drives in the 1960's, improved maps and recreational vehicles, and completion of the interstate system which has brought more than 65 million people in an arc from Philadelphia to Montreal within a day's drive of the wildlands. Pressures have been growing steadily for multiple use of Maine's forest lands. In the organized portions of the state, new landowners and new developments have begun to limit free access to traditionally used hunting and fishing areas, shorelands, and other special places.

We have mixed messages about how Maine people feel about public access and protection of landowners rights.

In one Commission survey, three in four agreed that "the people of Maine should have the continued right to use private wilderness and forest land at no cost." Half of the respondents also said they do not believe that private owners should be able to keep people off beaches. However, in a later Commission survey, nearly seven out of ten people favored greater protection of landowners' rights even if that meant less public access to land for recreation and hunting. Both

surveys suggest that our ambivalence about access and private property rights may vary depending on the nature and ownership of the property involved. i.e. one's own backyard versus the landholdings of a large paper company. In any event, additional research on this question is needed as well as greater attention to reducing the growing conflict between public access and private landowner rights.

GOVERNMENT

During the past 20 to 30 years, the scope of Maine's government has expanded dramatically in response to the growth and increasing complexity of modern society.

Recent changes in federal funding and priorities have shifted new responsibilities to state and local governments at a time when the issues facing Maine have become far more complex than ever before. At the state level, the result is a labyrinth of bureaus, divisions, and officials that do not function as an integrated system or appear fathomable to citizens interested in participating in or benefiting from the activities of their government. As issues have become more complex and less easily solved close to home, state government has picked up the burden. This change has increased the distance between government and the average citizen, reducing the ability of citizens to understand the system, gain access to decisionmakers, acquire information readily, and participate meaningfully in self-government.

Local government in turn is wrestling with new issues of growing technical complexity that increasingly cross town boundaries such as economic development, environmental protection and growth management. Traditional municipal responsibilities—e.g. transportation, education and serving the poor, have been greatly increased, often by state mandate.

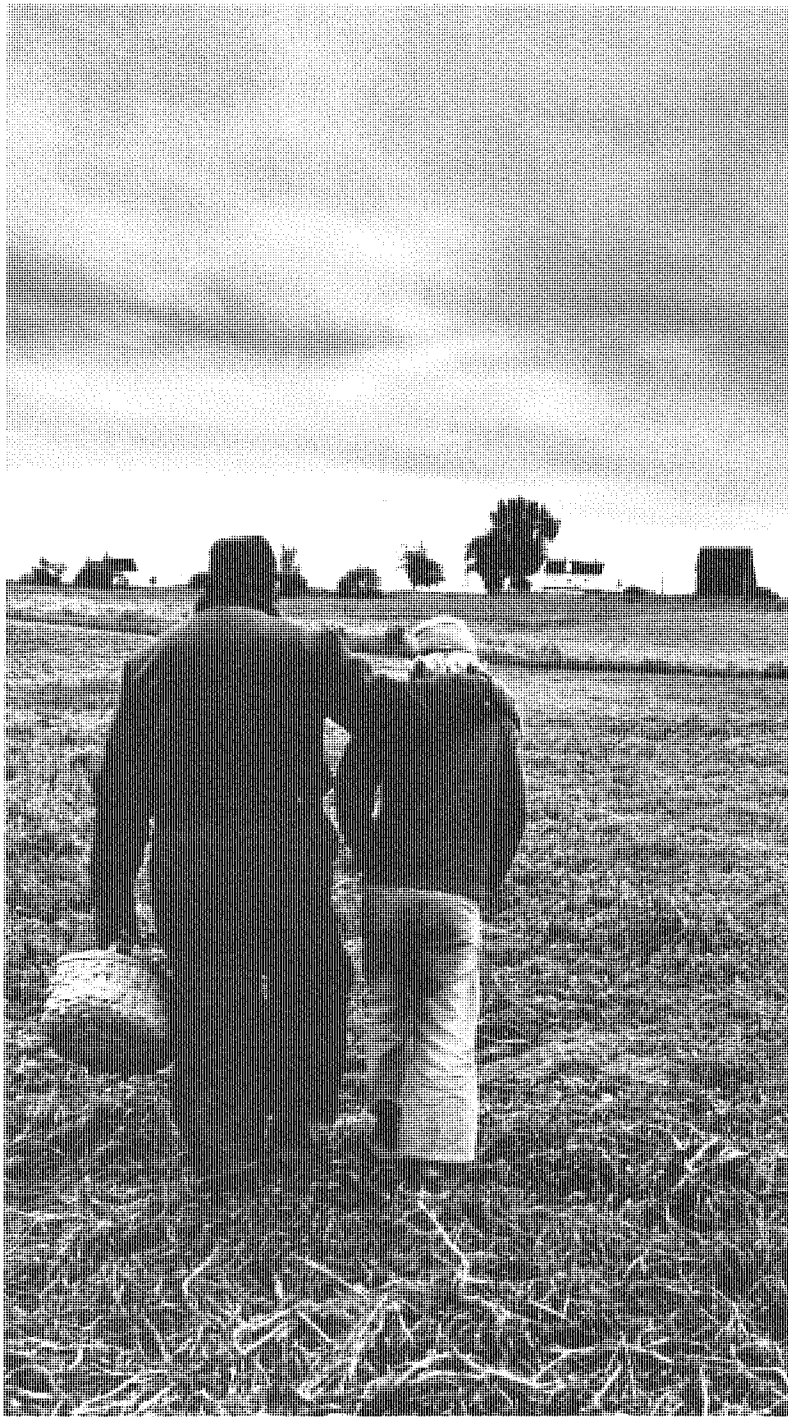
Government has made some substantial progress in coping with these demands, but the pressures continue.

A major obstacle to effective government response, at all levels, continues to be the absence of adequate planning. Within state government, recognition of the need for strategic planning has increased but not all departments have the capability or the tools to develop long term perspectives. At the local and county level where resources are even more limited, the situation is worse. In a survey conducted by the Commission, only half of the municipal officials polled felt their town had the professional staff or expertise to do their work effectively. The demands made on local volunteers are enormous, and many are feeling overwhelmed, undertrained, and over-their-heads technically.

Information management in government is not meeting current needs.

Citizens seeking information about complex issues, permits, regulations or opportunities to participate in decision-making, must often maneuver through complicated organizational structures to identify the appropriate state employee who can tell them what they wish to know. All too often, needed information is not even available because basic data are collected and analyzed for limited objectives. Paradoxically, the very quantity of the data that is generated is an impediment to getting a straightforward answer to one's question because it is not well organized and updated.

In addition, government employees have an equally difficult task in finding information. The ability of state government to uniformly collect data; convert data into information; translate information into knowledge and learn from that knowledge does not exist.

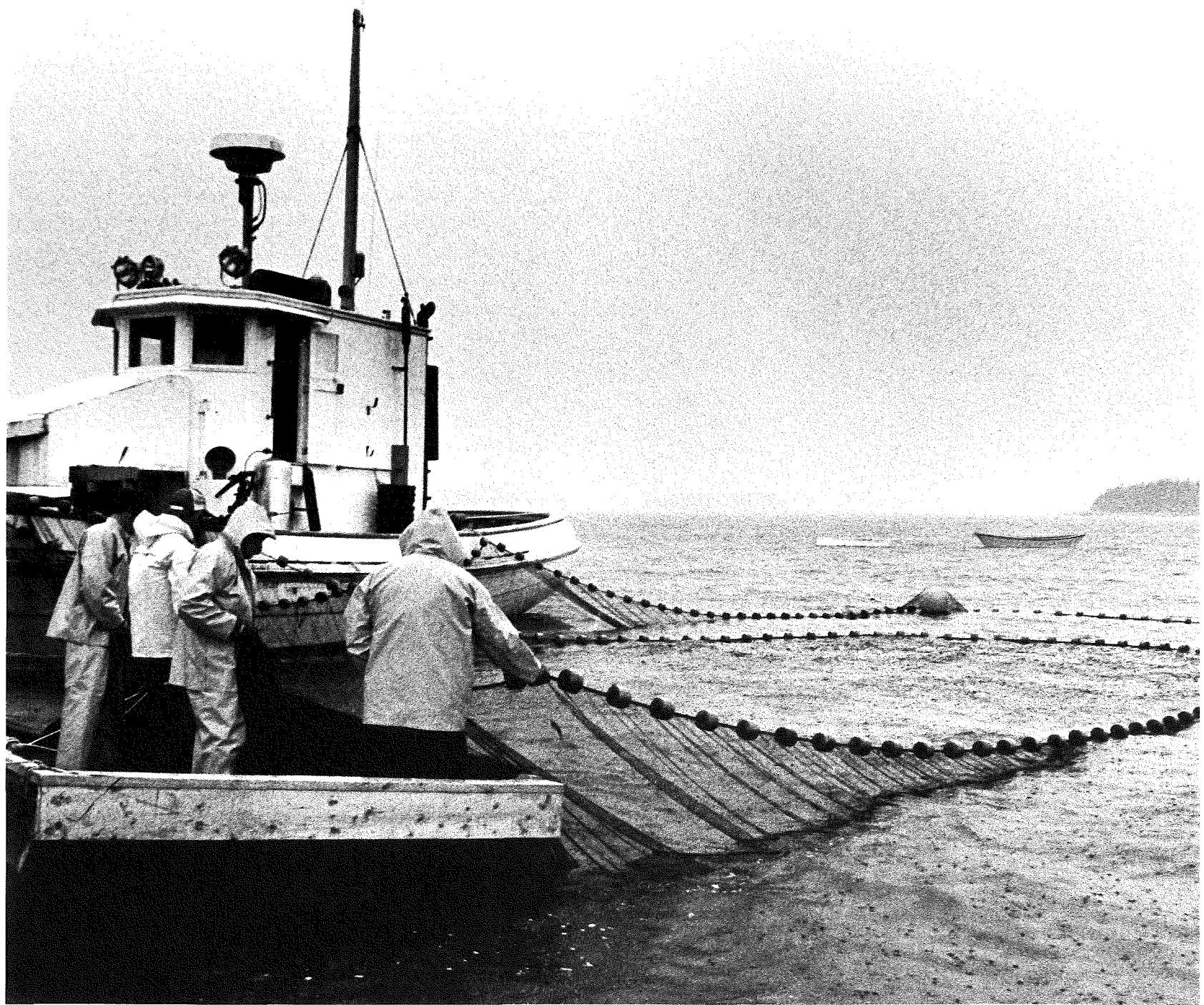


Citizen participation is the most scarce resource in today's governing system.

Our system of government has evolved into one based upon topdown decision-making, at all levels of government, encouraging influence from special interests rather than diverse and active public participation. As the focus of control has shifted from individuals and communities to the state, national, and now global level, so has the focus of responsibility.

Citizens with higher levels of education, income, and occupational status are more likely to participate in government, especially those between ages 35 and 55. Historically, people who are most likely to participate have left the state, but recent waves of more politically active in-migrants have helped replace this segment of the population. Participation is lowest among those of lower socio-economic standing, minorities, and the aging, and variable for women and rural/urban dwellers.

Commission polling found that Mainers value a responsive and participatory government but they are skeptical about a powerful state bureaucracy, and more than half believe that big corporations have too much influence over government. A majority polled, however, believe they can personally affect government and seven out of ten want to have more influence over what their communities will be like in the future – even if that means spending many more hours a week going to meetings, talking with people, and reading about community problems.



PROSPECTS

FORCES OF CHANGE AND CRITICAL ISSUES

"Here too in Maine things bend to the wind forever."

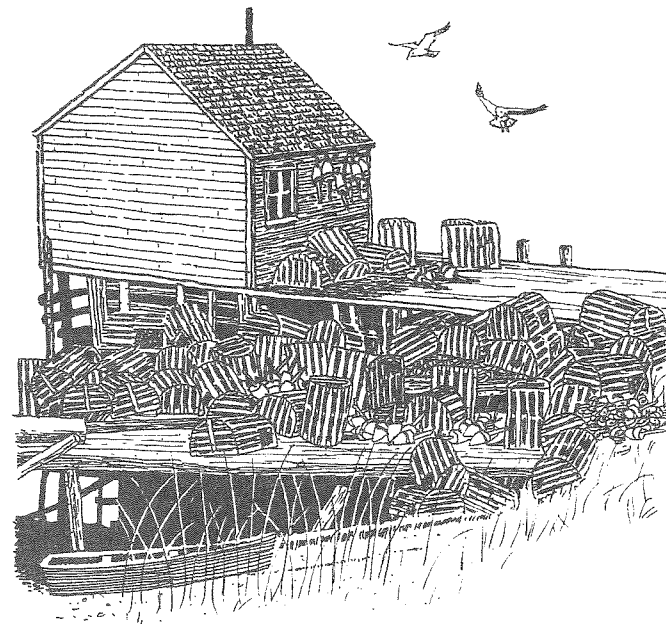
Robert Lowell

We cannot predict with any certainty what the future holds for Maine, but we can use present trends that appear likely to continue as one tool in stretching our thinking. We have made such assumptions in the following discussion, focusing on Maine through the year 2010, but we have also peered beyond where critical issues merit even greater anticipation. The first part of the discussion identifies those forces which are seemingly inevitable and over which we have little control. The second part identifies some of the most critical choices we will have to make if we are to stay on track with Maine's Future Vision.

FORCES OF CHANGE

Change is inevitable and Maine has little real power over the strongest forces that will shape our future—technological advancement and shifting demographics.

Technology has made the world a global community, including the villages of Maine. As a result, we will continue to live with rapid change, increasing complexity, and growing pressure to share wealth and depleting resources with a snowballing world population. The impacts of our actions are inevitably being intertwined with those of other states and



nations in every aspect of our lives—economically, environmentally, socially and politically.

The transformation of the economy into a global network, in an arena of social, political and environmental instability, makes it the more volatile and complex. In relative terms, the United States and Maine will become less wealthy as trade balances shift, but there will be increased opportunity to cultivate new markets.

By 2030 we can expect a world population of ten billion people, almost twice the number of today. An equivalent population just over the present size of Cumberland County is added to the world *each day*. There is no way to significantly abate the explosion, short of a global catastrophic event.

The same sharp curve holds for the progress of technology; we have gone in one lifetime from home-baked cookies, light bulbs, and typewriters to lasers, nintendo games and journeys into space. Dramatic advances in computers and telecommunications are transforming how and with whom we do business. Technology gives us the power to be our best and be our worst. Technology has made our lives easier, yet more frantic as the pace of life has quickened. It has broadened the choices we can make in our lives—at home, at work, at play, and on the road. It is also shaping the choices we must make in our future, for instance, how we will compete in world markets.

Maine's population growth will slow in the next century but the present pace of growth may continue into the next decade.

Maine's population could grow by as much as 15% over the 20 next years, mirroring current rates of growth. A slowdown after the year 2000, however, is projected because of the relatively small generation born between 1975 and 1985; there are fewer women in this generation available—or choosing—to have babies.

The degree of slowdown will depend upon the patterns of migration which could fall by half as the population of New England ages, or, rise by half as fewer young people move away from a more prosperous Maine. By the turn of the century, in-migration will become the most important element to sustain growth in Maine.

A shrinking labor force will affect Maine's expanding economy.

Finding sufficiently skilled workers to fill the jobs of the future will become increasingly difficult as the number of available entry level workers declines and as the level of skills required for tomorrow's jobs increase. As labor markets in other states tighten, competition for workers will become intense and Maine businesses will be forced to recruit energetically to fill projected labor shortfalls or switch to greater reliance on technology.

By 2010, nearly half of Maine's population will be over the age of 40 and almost three quarters of the households will be without children.

Most of the shift in the over-forty-crowd will occur by 1990 as the baby boom generation matures. The largest age class in the population by 2010 will be those in their middle years from 35 to 54; the number of children and young adults less than 35 years old will decline by almost 13%. The retirement-oriented group, those 55 to 69, will be the fastest growing segment of the population. Those over 70 will increase by 21% by then; but the greatest shift toward an older population will come in the 30 years to follow as the baby boomers all become septuagenarians.

Household size will continue to decline as the population ages, from 2.55 today to a projected 2.26 by 2010 but this trend is slowing considerably from the rate of the past 30 years. The number of households with children living at home is expected to continue its decline.



For the first time ever, Maine people can expect to spend more years caring for an aging parent than for a dependent child.

Given current lifestyle trends, parents will have to deal with the demands of children at home, the needs of an elderly parent and the responsibilities of a job all at the same time. Simultaneously, these caregivers themselves will be growing older.

Trends towards a longer life expectancy, an older population overall, more working women and delayed childbearing may seriously affect the ability of families to provide care for Maine's elderly in coming years.

Maine will face an unprecedented challenge in pensions and health care just after 2010 which could seriously impair the quality of life for a large portion of the population.

People are living longer and the proportion of people over age 80 in the population will grow throughout the next twenty years; the number over 85 will double. Residents of Maine nursing homes will also double. There is a need to begin planning for this inevitability in the intervening years, if a crisis in pensions and health care facilities, personnel and other support needs is to be avoided. If we fail to invest for this period now, the financial and emotional burden will fall oppressively upon the next generation whose quality of life will likewise be jeopardized.

There will be a ten to fifteen year period of relative calm as a result of shifting demographics. The window will be marked by relative stability in society and a short-lived period when the baby boomers are at the peak of their productivity and earning power.

The period is likely to begin in the mid 1990's and close around the year 2010. It will be relatively stable in comparison with the rapid growth period that preceded it and the period of intensive demands on institutions, programs, and services that will follow as the baby boomers reach retirement age. It is likely to be marked by greater stability in households, reflected in slower job and housing turnover; greater stability in society reflected in lower rates of criminal activity, highway accidents and substance abuse; and greater availability of

leisure time. The economy is likely to benefit from the greater productivity of more experienced workers; civic life is likely to benefit from higher levels of citizen participation. *It may be our best and only opportunity for marshalling the investments and human resources that will be needed for positioning Maine for carrying its prosperity and high quality of life well into the 21st Century.*

CRITICAL CHOICES

Given the global rollercoaster and uncertainty that propel us along, what chance has Maine to shape the future of its choice? It is true that we can no longer go it alone, but there are critical decisions we can make that will make life more meaningful, liveable, productive, compassionate, and satisfying—despite these forces.

The following discussion highlights the implications of the forces acting upon us, and the opportunities and impediments they present to shaping the future that Maine people desire. Our intention is to leave the reader with an understanding of the critical policy choices we face, and the implications of opting for one choice over another.

Maine people generally favor change, but a substantial and growing number do not.

In 1989 four out of ten Mainers questioned in a Commission survey wanted change to stop. A 1987 Becker Institute poll asked a different question, but found a smaller but similar response: three in ten people wanted population growth in their local area to stop or diminish. At the same time, the 1989 Commission poll found that a majority—in all parts of the state—think Maine and its communities are better off now than they were ten years ago. Many people believe their communities will be better places in the year 2000 than

they are today; fewer than one in four do not. And more than half think it is healthy to have new people moving into Maine. The upbeat view of today and the future is probably a result of the improved economic climate and the greater number of jobs; in 1987, jobs and better living standards and economy were cited overwhelmingly as the reasons for people's approval with the way growth and development has taken place.

Slower growth may not be a statewide preference.

A slowing population complements the desires of the people in rapidly growing parts of Maine, and will help them better to balance growth with their region's capacity to accommodate it. The dip in the rate may be out of step, however, with the aspirations of other less developed parts of Maine.

If this split in objectives is to be respected; public policy and program implementation must be directed toward maintaining the present rate of growth in some parts of the state while allowing it to subside somewhat in others, without inducing growth in the latter unwittingly through public investments and other incentives. Such a strategy cannot be implemented town-by-town, but needs a regional approach. Balancing growth will be difficult considering the attractive concentration of jobs in the south and the need in all parts of the state to retain and attract an adequate work force, especially entry-level workers who will be scarce in the coming years.

Attention must be given to restructuring, retraining, and supporting the labor force if the Maine economy is to adapt to changing conditions.

The problem of finding enough workers to fill available jobs has replaced the state's historic preoccupation with trying to create enough jobs to employ available workers. If demographic forecasters are correct, the labor force will grow

by about 20 percent by 2010, but most workers will be over the age of 35, leaving a critical gap in the number of people available to fill entry level jobs. Workers between 18 and 35 are actually expected to decline by about 15%. The only apparent opportunity to increase work force participation rates among the age cohort groups is in the groups of men from 50 to 64 years of age. Only two out of three now work, and economic pressures or incentives could encourage more to participate in the future.

Inducements for older people to move into entry level jobs will have to include rethinking the meaning and job descriptions of “entry level” in consideration of the experience and general skills they will bring to such jobs.

Inducements for young people, unless they include educational incentives, however, will put pressure on younger people to forego school because of the easy job market in their age group. Over the long term this could severely hamper their abilities to advance or shift careers because of their inadequate education. It could also conceivably have even broader consequences for society as this generation moves through its life stages.

Quality day care supporting working parents and their children and elderly parents will be essential to keeping people in the work force. The number of women in the workforce will increase with the tight labor market, and with continuing economic pressure for families to earn two incomes.

The pressure on labor markets masks a more serious issue for Maine's future.

The division within the labor market between good jobs and bad jobs is becoming wider. National forecasts suggest that three quarters of those entering the workforce over the next decade will only qualify for the 40% of jobs at the bottom of the skill and pay ladder. Moreover, three quarters of the new jobs created in the next 10 to 15 years will require a post

secondary education—yet Maine ranks 39th with respect to the share of its workforce with college degrees.

The workforce will need to be well-prepared in basic literacy, mathematics, “learning how to learn” and critical thinking skills so workers may qualify for a broader range of jobs, at the beginning of and throughout their careers and facilitate the flexibility and stability of the economy. There will be an increasing gap between acquired and needed skills because of advancing technology and the obsolescence of some jobs or industries and the emergence of others. Workers may have to change jobs or careers five or six times during their working years.

Opportunities exist to improve economic productivity through investments in new technologies.

Maine has the opportunity to close the gap between the state and the rest of the country in the area of information-intensive, process technology used in improving manufacturing efficiency. In contrast, we have little opportunity to become a leader in the development of new technologies, but we can continue to lead in the specific areas in which we already excel, and perhaps a few others for which Maine is uniquely suited, such as aquaculture technology innovation.

With the predominance of small businesses in Maine, and if flexible production networks prove to be the most efficient way of doing small-batch processing, Maine could also have an advantage in the production of specialty goods. Continued technological improvements in the infrastructure which supports the economy will also be needed, however, if these opportunities are to be realized. We need also to assure ourselves that the full consequences of bringing new technologies on line are anticipated in a manner that will allow us to head off any adverse effects.

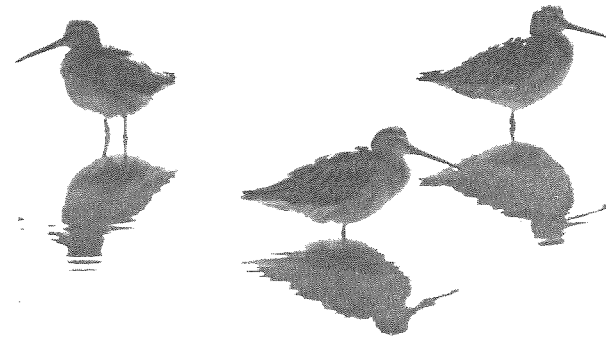
The ability of Maine citizens to read, communicate, think critically, and possess fundamental knowledge will be the key to maintaining a healthy democracy, economy, and environment in the upcoming century.

Education will become the largest industry in the United States sometime in the 1990's, largely in response to the globalization of the economy and the rapid obsolescence of information. The industry will be recast with new students, new tools, and new goals, serving people in different ways throughout their entire lives. It will help people both prepare for change and adapt to it. Our citizens will need to learn to think globally and act locally.

The number of older, nontraditional students at post-secondary level will increase, while the K-12 student base will stabilize or slightly decline. The shift toward older students who will need to continuously update their skills and knowledge on the job, and between jobs, will cause increasing movement out of the classroom into nontraditional settings. The development of new delivery systems to serve this need will allow lower level classrooms to enjoy alternative settings for some learning experiences as well. As the baby boomers move into retirement after 2010, the educational system will once again need to adjust to changing expectations.

With only one household in four having children at home by the year 2010, it will be increasingly difficult to maintain support for funding K-12 education through the property tax.

Political discontent with local property taxes has risen sharply, despite the trend of declining reliance on this source in both the state and nation. There is no evidence to support the commonly held notion of a continually increasing burden relative to either property values or income.



One has to look at the spending side of the local budget equation to understand the source of discontent. For many taxpayers, especially elderly homeowners, additional local spending appears to be a losing proposition. For every dollar increase in tax payments, the typical elderly homeowner will receive at best no more than forty or fifty cents worth of benefits in the form of general services such as road maintenance and town administration. The residual tax payment will go to education, an investment in which they are likely to feel they have little or no stake. The same kind of analysis holds true for any taxpayer without children. The impact of “fiscal losers” on tax policy and education is likely to become more significant in the future, especially if general dissatisfaction with local spending policies grows.

There should be higher stability and less demand and turnover in the housing market because of shifting demographics, but it is difficult to predict how the affordability of housing will be affected.

The American dream of a single-family home out of the city is increasingly being challenged by escalating costs and its inherent conflict with the protection of rural character. As the population ages, lifestyles may change, too, as daily needs focus more on convenient access to health care, shopping, and other services. The high cost of housing and desire for companionship may increase demand for shared housing and congregate living arrangements, within village and urban areas.

In addition to single adults, Maine’s rural poor and families with many children have been the hardest hit. In many places, especially on the coast, they have pulled up their roots in search of less expensive land, homes, and taxes in inland towns.

Slower population growth will not necessarily reduce the impacts of growth

In particular, the special qualities most central to the future that Maine people desire, especially rural and small town character, could disappear unless settlement patterns are contained and managed. The proliferation of single-family homes, each housing fewer people, on bigger pieces of land, spread over a widening radius from village, town, and city centers runs counter to what Maine people say they want.

While the annual rate of population growth is expected to slow by about one fourth in the next twenty years, the rate of housing development may only slow by about a fifth as household size continues to shrink. Southern Maine could absorb almost half of the new housing units. The central and eastern regions near the I-95 corridor are likely to see another third of the state total, but with one unit in five in these regions located in coastal Hancock, Lincoln and Knox Counties. If present trends hold, the impact is most likely to be felt in small towns and rural areas. If sprawling land use patterns are not curbed, service and housing costs will continue to escalate, and resource values will diminish and, in some cases, such as biological diversity and natural beauty, could be lost forever.

Policy presently contained in the state’s growth management law seeks to reverse this trend. It requires communities to differentiate between growth and rural areas, and to establish land use regulations which will effectively concentrate development and achieve the intended outcome for each area. This objective needs to be aggressively pursued throughout the state, by the towns and the Land Use Regulation Commission, and in a regional context, to have a real and lasting effect. Maintaining a high quality of life in designated growth areas will need to be a high priority, too, if the compelling human drive to escape congested and blighted places is to be quelled.

Pollution from sources outside of Maine may overpower the state's efforts to maintain high standards of air and water quality.

The "Greenhouse Effect" is one of the biggest issues ever to challenge international relations. It is being caused by the cumulative impact of air emissions—in particular carbon dioxide from the burning of oil and coal, and chemicals called CFC's, used in plastic foams and air conditioning. These gases are trapping increasing levels of heat from the sun within the earth's atmosphere. At the same time, forests which absorb carbon dioxide as part of the photosynthetic process are being destroyed and not replaced with increasing rapidity around the globe.

Scientists estimate that global temperatures will rise on average two to nine degrees Fahrenheit in the next 60 years, with greater increases in areas farther from the equator. Wind and rainfall patterns could shift with grave consequences for agriculture. Sea levels could rise between one and three feet by the middle of the next century. While the specific levels of change are arguable, there is little doubt a major change in Maine's climate and higher ocean levels would threaten coastal aquifers, wetlands and coastal development. The changes could radically transform plant and animal communities, and the resources upon which Maine's traditional resource industries depend. To combat these ill effects, scientists recommend a worldwide prohibition of CFC's, halt to forest destruction, drastic reduction of the use of fossil fuels, and more efficient use of energy.

At the same time, increasing pollution drift, including ozone and acid rain, threaten the health of people and ecological communities. Maine has evolved stringent state policy curbing air pollutants, and has advocated with other New England states, to this point unsuccessfully, for stronger national attention to this issue.

Shaping national and international policy on air pollution,

especially in regard to the Greenhouse effect, needs to be a pre-eminent concern, if the kind of healthy environment Maine people revere is to be assured. Maine also needs to understand the role its forests play in helping to stabilize global atmospheric conditions; this information can contribute to a broader discussion of the management of Maine's vast woodland resource.

Individual pollution impacts are taking their toll.

Maine's major industries have borne the cost of cleaning up pollution, but individual consumers and municipalities have not been held accountable for their impacts on the environment, especially in such areas as waste water management, solid waste disposal and auto emissions.

Environmental quality can be expected to deteriorate, necessitating substantial public investment unless impacts and their costs are taken into account upfront. If people truly want to maintain a clean and health environment, then steps need to be taken to put in place a coordinated strategy that will avoid degradation and assure that the cost of remediation are born by those who pollute. Some resources such as lakes, wetlands, groundwater, and the Gulf of Maine need to be handled through a strategy of avoidance through development, design and siting considerations and prohibitions on resource encroachment.

The costs of bringing the quality of these resources back are exceedingly high and sometimes not feasible. For other resources, higher user fees, materials and packaging taxes, gasoline taxes, and waste management fees can be used to make the investments needed to manage the resources properly, or serve to discourage people from generating unacceptable levels of waste and pollution. It will be necessary to utilize bioregions defined by watersheds and other natural systems in order to implement an effective and coordinated land use management strategy.

Valuable environmental data is not available.

Basic information needed for understanding the capacity of geographic areas to sustain development and resource values is not available. This information deficiency could deter the state and local governments from determining crucial constraints to growth, such as water supply availability, air emissions from automobiles, and the costs of upgrading roads and sewage treatment systems.

With the 1987 Growth Management Act, communities have embarked upon the process of quantifying the capacity considerations. A complementary effort will be needed for state and regional systems.

Maine's unique tradition of unfettered access and informal use of the outdoors is in jeopardy.

The state's recent initiative, to purchase land in public trust and the efforts of many communities and nonprofit organizations, will not keep the tradition alive. The cost of replacing the territories we have roamed is prohibitively expensive; at best our efforts will only help to alleviate the pressure.

Likewise, recognizing competing demands upon Maine's outdoor recreation resources, the State should place high priority on the development of a program to address the growing conflict between public access and private landowner



rights. Special attention should be devoted to public education and “user ethics” as well as landowner incentives to foster improved access and public recreation opportunities.

Traditional resource industries will contribute to a declining share of statewide wealth, but only a part of their future value can be measured in economic terms.

If Maine is to continue its tradition of working out-of-doors, we need to help resource industries develop every advantage they can. Without a carefully conceived and monitored strategy, these industries will find it increasingly difficult to survive, and the values that we derive from their presence will be foregone.

There will be ample opportunity for Maine to continue being a leader in putting values over short term gain, in both the national and international communities but changes in individual behavior will be needed to succeed.

Maine’s state identity has grown out of a tradition of caring for the land and its people. Despite our low economic status in the comparative ranking of states, we have always done what was necessary to improve human and environmental conditions. We led in cleaning up the rivers; conserving energy during the energy crisis; in learning how to spot preschool children in trouble. We are leading in developing a quantifiable way of avoiding algae blooms in lakes through good site planning; and are among the few states which now have comprehensive growth management and solid waste programs. Our present quality of life is derived in great measure from these efforts and the ethic that they represent.

There is no reason why we cannot carry on this tradition into the next century. There are a multitude of opportunities; all in harmony, none in conflict with where we want to be in the future. We can forge new approaches to helping the aging

and work with business, family, and community to develop quality day care facilities for children and the infirm so that no family must face economic hardship for lack of adequate support. We can build on our conservation ethic, shape more efficient land use patterns, protect landscape values, hold the line on water consumption, and become even more energy-efficient than we are today. We can limit the use of wasteful packaging techniques and materials, recycle recoverable materials, and use the things we buy until they truly outlive their utility. The list goes on.

While changes in government policy will be needed to set the framework, we can not succeed without commitment on an individual basis to changing behavioral patterns. We must decide whether we want to give up wasteful, large lot configurations of where we choose to live; whether we are willing to conserve even more energy and make more efficient use of the energy we do use; whether we are willing to learn and practice simple ways for controlling non-point sources of pollution into lakes and estuaries; whether we will cut down on our creation of wastes.

If we choose, Maine can stand as an example to developing nations who wish to emulate the path of the industrialized nations. We can show them that it is possible to move ahead without destroying the very foundations of society and the diversity, productivity, and health of the people, the economy, and the environment.

A pervasive lack of public awareness stands as the major roadblock to protecting Maine’s quality of life.

Study after study cites the need for public education to combat the lack of public understanding about critical quality of life issues as well as the impacts of individual choices. Unless emphasis shifts to raising public consciousness, there will be continued resistance to making and maintaining the fundamental changes needed and Maine’s Future Vision will be far less attainable.

Government needs to think and act with foresight

“Foresight” is a systematic, institutionalized process for (1) looking ahead to identify issues that government should be addressing and for (2) bringing all available perspectives together so that ramifications of a proposed policy can be considered before a decision is made.

Governing with foresight calls for a new approach to thinking, a recognition that issues and systems are interconnected, not just conceptually but vitally, and that inter-departmental and intertown communication, planning and coordination are essential to clear thinking in this new and complex world.

The erosion of Maine's simple way of life will probably be most sorely felt and resisted in our system of government during the years ahead.

Our system of government grew out of a rural, Jeffersonian tradition where the people governed by pluralistic and simple procedures. The “people” have traditionally been the decisionmakers, analysts, enforcers, and administrators of government who have conducted their business part-time, local officials by night, and legislators, a few months out of each year. Cracks have emerged in the system, however, evidenced by growing alienation and decreasing citizen participation. The bureaucracy, gradually added to support the system, bears the brunt of complaint as we rail in frustration at the symptoms rather than the causes.

It is unrealistic to believe that our 18th century approach will match the needs of the 21st, without adjustment and fine-tuning. The pace of global change and increasing complexity of public issues demands an unprecedented level of analysis, coordination, attention, and broadened perspective to which we have only begun to incorporate in our thinking. If we are to keep our populist tradition, we must find more effective ways to conduct our business and make decisions.

Within that context, we should embrace the diversity of our Maine population and welcome those who have chosen Maine as their adopted home state, encouraging them to continue to enrich our culture, economy and community life. At the same time, those of us who are native or long term Mainers should recognize our own individual impact on—and responsibility to preserve—Maine’s quality of life.

More importantly, success will depend upon shifting to a more cooperative and collaborative approach to strategy development founded on consensus decision-making, networks for problem solving, and a win/win orientation. Fortunately, the skills people need to participate in such a system of government, are the same skills that are the foundation for assuring the capacity for life-long learning and adaptation to change. They include planning, problem-solving, strategy development, resource attainment, and project implementation.

The upcoming period of relative demographic calm and peak of baby boomer productivity offers a window of opportunity for making the capital investments needed to maintain society, the environment, and the state's infrastructure in the condition that the people of Maine envision for the future.

Substantial capital investments will be needed in education, land use management, waste disposal, water supply, road and bridge maintenance, health care, and other areas. With the bulging baby boomers at the peak of their earning power, Maine must decide whether to plan for and take care of these needs in the short term, or defer them to a later time, which will shortly fall to another generation.



STRATEGIES

FOR STAYING ON TRACK

"In a constantly changing world, strategic planning is not enough; it becomes planning for its own sake. Strategic planning must be completely geared to a strategic vision and know exactly where it is going . . ."

—John Naisbitt, Megatrends

Strategic planning is no newfangled notion. More than 3200 years ago a prophet wrote in PROVERBS, "Where there is no vision, the people perish." The following recommendations of the Commission on Maine's Future reflect our strong agreement with that sentiment and our equally strong belief that Maine people do have a vision and need only the tools and commitment to achieve our desired future.

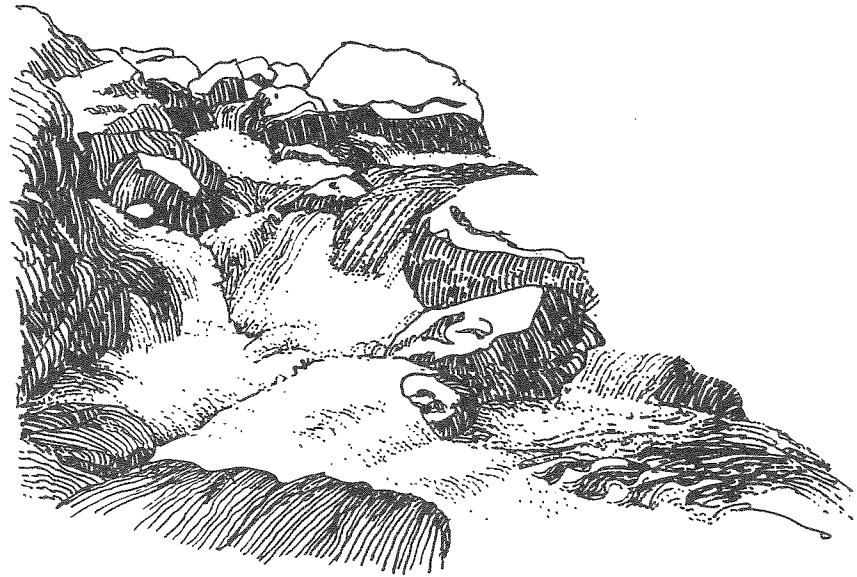
The recommendations that follow are the "tools" developed by our Commission; the "commitment" can only come from Maine people themselves and their leaders.

Recommendation

Formalize the Future Vision through legislation; require state, regional and local programs to conform; and urge that federal policy conform likewise.

Action Statement

The Commission on Maine's Future should hold public meetings and draft legislation for submittal to the Legislature by December 31, 1989.



A comprehensive vision statement will move Maine much further toward an anticipatory mode of decision making. A statement of Future Vision, described earlier in this report, can serve as our destination, a description of the outcome which we seek and the yardstick by which we can measure progress in staying on track. As a compact body of law, it can help other statutes “make sense” to us by providing an overall policy context, an important component that is often lost in the codification and interpretation of legislation and regulations. Guiding principles can serve as the “rules of the road” for how we, as a society, conduct our journey; the guiding policies can be our “road map” for getting to the intended destination. Together, these tools can provide a context for making the tough decisions that will be needed in the challenging years ahead.

The Commission proposes the following guiding principles and policies to supplement the vision statement as a basis from which to proceed in discussing and drafting legislation:

The following are proposed guiding *principles*—philosophical “rules of the road” for the state as a society of individuals, institutions, and organizations to use as a guide in conducting their affairs:

1. Remember that people and the land come first.
2. Manage prospects for the future with an eye toward effecting the desired outcome, rather than reacting to the effects of change. Don’t wait until a crisis narrows the options for meaningful adaptation to change.
3. Be an informed society; develop, maintain, and make readily accessible basic facts for monitoring and adjusting to changing circumstances.
4. Act in partnership at leadership levels, among govern-

ments and branches of government and with the private sector, to coordinate the development and implementation of strategies to achieve the desired outcome.

5. Avoid and reduce wasteful consumption; build things to last and maintain them well.
6. Invest in the future rather than simply depleting resources and focusing on short term needs; the lowest cost strategy in the short term may not always be the best.
7. Make decisions based upon sound data and a thorough understanding of current conditions, including social values.
8. Make it easy for people to be heard and get involved in governmental affairs; respond to them in a timely and respectful manner.
9. Determine what needs to be done first to realize Maine’s Future Vision and commit to it—then figure out an equitable approach to paying for what we want. Don’t let the question of who should pay get in the way of making a critical decision.
10. Reaffirm the essential balance between the needs and rights of individuals and those of society; and respect the interconnectedness of individual, local, regional, state, national, and global actions.
11. Nurture self-reliance.
12. A healthy people, a healthy environment, and a healthy government will create a healthy economy.

The following are proposed guiding *policies*—some new and some already in place – to serve as a substantive statement of intent for government to use as a “road map” in decision-making:

ECONOMY

1. Infrastructure. The State shall give priority to assuring a high quality system of infrastructure, including transportation, telecommunications, energy, water supplies, waste management, education, job training, and health care that will support economic prosperity without compromising Maine’s way of life.
2. Workforce support. The state shall give priority to assuring a high quality system of education, job training, day care for children and the elderly, and other human services that will nurture economic prosperity.

EDUCATION

1. Excellence and equality. Schools throughout the state shall provide high quality education opportunities, and enable every student in Maine, regardless of location, gender, or age, to achieve his or her highest potential. Maine shall invest in preparing students for life-long learning and “learning how to learn” to avoid remediating the results of inadequate preparation in the future at much higher costs.
2. Centers of learning. Schools shall be community centers for life-long learning, and shall be planned, used, constructed, and equipped to provide flexible learning places that can easily adjust to changing technology and educational and community needs.
3. Funding for education. The cost of Maine’s public K-12

education system shall be supported by state broad-based taxes and not local property taxes.

4. Educational standards. The State with advice from the public, parents, schools, educators, school managers, businesses and other special interests, shall provide minimum standards for school curricula and performance, and substantial incentives for schools to strive toward excellence in preparing Maine people for successful life-long learning.
5. Teaching and school management. Teachers and administrators at all levels of public education shall be compensated commensurate with the critical importance of their vocations to the well-being of society, and the preparation required of their professions. The state shall set minimum standards for teaching and school management credentials, and shall provide hiring and promotional guidelines and incentives for attracting and retaining high quality professionals and balancing the proportion of males and females in both professions.
6. Adult learning.
 - a. The State Department of Education and the University and Vocational systems shall act in partnership with local school districts and the private sector to provide flexible, quality adult and vocational educational programs as appropriate throughout the state, and provide support services to those who otherwise could not attend.
 - b. Retraining programs for workers who are displaced by changing conditions shall be given high priority.
7. Global Perspective. An appreciation for and understanding of other peoples, places, and global conditions shall infuse all aspects of Maine’s system of education.

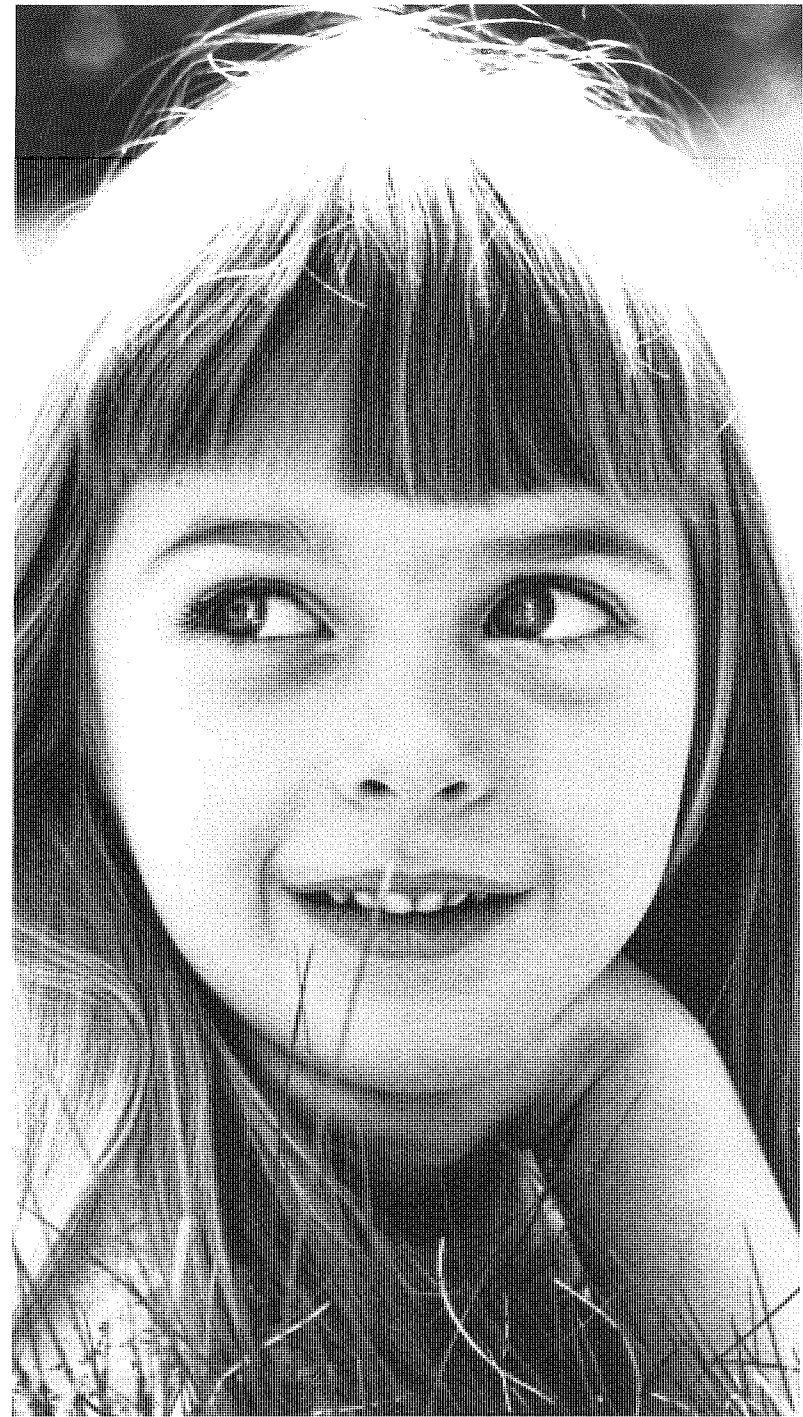
LAND USE AND ENVIRONMENT

1. Land use and rights.

- a. The State shall manage land use and development on the basis of watersheds and ecological boundaries as appropriate; assure that common property interests in natural and cultural resource values are protected and taken into account in the development siting and review process; and assure that landowners and local governments take responsibility for the long-term perpetuation of natural systems and resources, even if short term economic gain is diminished in the process.
- b. The State shall develop policy relating to environmental protection and growth management and provide funding and flexible guidelines for its implementation at whatever level of government is most appropriate.

2. Resource protection and environmental sustainability.

- a. Resources shall be protected from degradation by avoiding negative impacts wherever possible. Degradation and mitigation should only be allowed when viable alternative courses of action are not reasonably available and/or a public purpose is served. Those who generate the depletion or degradation shall bear the full costs and shall be responsible for restoration wherever appropriate. Revenues derived from the assessment of depletion and degradation costs shall be dedicated to research on technologies that will reduce environmental damage and to other measures that will mitigate the adverse effects.



- b. Government shall purchase products and services that promote the perpetuation of renewable resources and environmental quality in their purchasing procedures, and provide incentives for individuals, businesses and others to do likewise.
3. Multiple use. Natural resources shall be managed for multiple uses, depending upon their carrying capacity and fragility.

TECHNOLOGY

1. Types of technology. Maine shall actively encourage technologies which improve economic productivity and advantage and quality of life, avoid or reverse environmental harm, and nurture the strength of resource-based industries. Technologies which adversely affect ecological balance, pose significant health problems, and otherwise threaten the quality of life shall be discouraged, or prohibited, as appropriate.

GOVERNMENT

1. Strategic planning. Strategic planning shall be conducted by all governmental entities on an on-going basis to integrate short term priorities, daily activities, and planning for capital investments with Maine's Future Vision.
2. Capital investments. Necessary capital investments shall be planned and made as the state grows rather than deferred to a later time.
3. Policymaking. Policy making shall be conducted by policymaking entities and not regulatory staffs.
4. Decentralized services. Service-providing State agency staff shall be decentralized in regional field offices with coinciding geographic boundaries and locations to the extent practical.

Recommendation

A Commission on Maine's Future should be convened every ten years in order to make periodic adjustments in the state's Future Vision.

Action statement

The present Commission on Maine's Future should draft legislation for submittal to the Legislature by December 31, 1989.

A new commission should be convened shortly after each decennial census is published and analyzed and should include some membership from the commission prior to it for continuity. The commission should examine the impacts of change and the forces that are likely to shape the following twenty years or so; conduct social research to see whether Mainer's values and desired vision of the future have radically changed and propose adjustments as necessary; identify critical choices that must be made to shape the desired future; and propose new initiatives as necessary.

To avoid the enormous inefficiencies and time delays that the first two commissions experienced in assessing the "state of the state" and its future prospects, the State Planning Office should be charged with coordinating the preparation of quantifiable measures of change and forecasts related to the environment, economy, people, and government of Maine. This analysis would be prepared prior to the convening of each commission so that work could immediately focus on critical issues.

Recommendation

Institute a coordinated mechanism for strategic planning within state government that will keep the state moving toward the Future Vision and allow progress to be measured, in a coordinated, efficient, and focused manner.

Action statement

The Commission of Maine's Future should draft legislation for submittal to the Legislature by December 31, 1989.

Strategic planning. Strategic planning for state actions and capital investments can serve as the "itinerary" for reaching our intended destination. Each department, commission, bureau, or agency, the University, legislative committees, and other state entities should be required to develop, make public, report annually to the legislature, and periodically update strategic plans that integrate their short term priorities and daily activities with the state's Future Vision, including capital investment needs. The plans should span at least four years and be updated each year.

The Commission further recommends that the State Planning Office, the Legislative Office of Policy and Legal Analysis, and the Administrative Office of the Courts coordinate the strategic planning processes in their respective branches. They would identify conflicts, areas of common concern, and emerging issues in their respective branches; and facilitate flexible interagency/interbranch working groups, as appropriate, to develop coordinated strategies and sort out conflicts in relation to gubernatorial, legislative, and judicial priorities. Coordination will provide a broader perspective than any one entity can give. In addition, the statute of the State Planning Office should be examined to assure that the office has a strong mandate to function as the state's lead agency in conducting

and coordinating strategic planning.

Government needs to look farther ahead than it is accustomed, to examine the side effects of proposed policies, to avoid the blind alleys and to see the opportunities. The problems that face Maine government are interconnected but the government's decisionmaking machinery is not. There is a pressing need for new decision making machinery – institutions of foresight – to deal with a world and state whose complexity has swamped government's existing decision processes.

Recommendation

Establish an effective information management system in state government.

Action Statement

The Commission on Maine's Future should draft legislation for submittal to the Legislature by December 31, 1989.

Information Management Study Commission. A legislatively-created study commission should be established and charged with proposing an effective information management system within state government. The commission would be comprised of people from the public and private sector with backgrounds in information management, appropriate cabinet members (i.e., Labor, Community and Economic Development and Human Services) and representatives from major data and information collection agencies such as the Secretary of State's Office, Administrative Offices of the Courts and the State Planning Office and from the Office of Information Services. The Commission would identify what data and information is currently being compiled, who uses it and how, and what data and information is unavailable for critical purposes such as projecting trends, monitoring change, and making well-informed decisions at all levels of government.

The Commission would investigate the impact of an information management system on current management style. The Commission would recommend ways to manage and periodically update the data and information in a readily accessible, integrated, and meaningful format and give special attention to assuring quantifiable measures are available for monitoring change in the state's environment, economy, people and governmental activity. In addition, the Commission would recommend ways to improve and connect existing electronic networks and review and recommend ways to improve the procedures for purchasing computer systems. Other issues to be explored by the Commission would include the need for a cabinet level Chief Information Officer, methods to conduct longterm cost-benefit analyses of state initiatives and computerized access links at regional and local governmental offices and libraries, and office environments of the future.

Recommendation

Convene a legislatively-created commission for the purpose of analyzing the roles of local, regional, county and state government in the state, and proposing changes that will more closely fit the needs of the 21st century.

Action statement

The Commission on Maine's Future should draft legislation for submittal to the Legislature by December 31, 1989.

This endeavor will help assure that government at all levels is more responsive to current and future needs. The commission should assess the current functions of each level of government and identify which are outmoded or ineffectively carried out, and identify ones that should be expanded or reassigned to other levels to meet future needs. Recommenda-

tions of the commission should pay particular attention to the fate of county and regional government, mechanisms for facilitating intertown decision-making, and ways to assure stable funding and accountability.

EDUCATION

Recommendation

Shift funding for education gradually to state broad-based taxes by the year 2000.

Action Statement

The Legislature should draft legislation by December 31, 1989.

Shifting the expense of education to broad-based taxes will greatly help ease the economic and demographic changes that will confront us in the years ahead, while continuing to assure high quality educational opportunities for all students in all parts of the state. With three out of four households without children, and more people on fixed incomes as the population ages, it will be increasingly difficult to gather support in some communities to maintain a high quality school system. Some communities will grow disproportionately because they are willing to pay for education; others will be unwilling to make the commitment and the population will be more homogeneous in character as a result. Taking the burden off the property tax will avoid conflicts among townspeople and disparities among communities and income groups, and foster the traditional diversity of Maine communities. Such a shift in education funding will also raise inevitable questions of local versus state control and this Commission has no easy answers for resolving that perennial debate. We do believe, however, that unless the necessary tradeoffs are made,

adequate funding for public education in the future will be seriously threatened.

Recommendation

Visualize the schools and students of the future at all levels and adapt our systems of teacher training and professional development, curriculum development, and facilities planning to meet the growing need for flexible, life-long learning opportunities and settings.

Action statement

A task force should be convened jointly by the Governor and the Legislature and asked to develop a strategy containing specific regulatory, programmatic and funding changes by December 31, 1990.

This visioning effort should result in a comprehensive approach to integrating the parts of our educational system with one another and with our communities, including business, government, cultural activities, and other interests. It will help make Maine schools more adaptable to changing conditions. The state level visioning process should be planned and used as a model for local districts to replicate to meet the needs of their respective communities.

The state study should build upon the assessment program begun in 1984 in considering curriculum needs. It should consider mechanisms for improving teacher preparedness at all levels, but especially for working with adult learners in a variety of settings. It should also take into account the need for retooling local schools to become centers of learning, and including technological and telecommunications facilities, flexible spaces, the physical requirements of adult learners, and provisions for year-round use in the planning, adaptation

and construction of schools. Likewise, it should include a life-long guidance network throughout the state; improvements in linkages between our public educational system with private sector training programs; and stronger support for the development and operation of Community Learning Networks.

TECHNOLOGY

Recommendation

Facilitate technical transfer to business and industry by expanding existing efforts.

Action statement

The Maine Science and Technology Commission should develop a strategy for facilitating technical transfer, including necessary legislation and funding for consideration by the Governor and Legislature by December 31, 1990.

Expanding the Commission's cooperative efforts with industry and the University will help Maine keep up with rapid advances in technology innovation. Like the existing state-administered Technical Transfer Program for farmers, the Commission can ferret out and disseminate ideas of critical importance to Maine's competitive position and offer grants to businesses, as appropriate.

The Commission should propose an ongoing method of securing the best technical advisors in the country on manufacturing process innovation as part of this initiative. It should also identify legislative changes that are needed to allow innovative ideas that contribute to the environmental protection and other public interests to be more readily disseminated.

Recommendation

Convene a task force for developing a strategy to promote research in technologies that will contribute to environmental protection and expand upon technology innovation in particular areas in which Maine excels or has a substantial potential for advantage.

Action statement

The Governor should appoint a task force by December 31, 1989.

While Maine is too far behind in most areas of technology innovation to catch up given the cost, we do have the opportunity to conduct research in special areas such as environmental protection, and to capitalize upon the areas we already do well



in or have an inherent advantage, by conducting both research and development activities.

For example, we need to find safe ways to detoxify and handle the harmful residuals of solid waste management practices. Maine should directly sponsor research in these areas and create public-private partnerships to aid the development of research-driven products and business initiatives.

Recommendation

A Maine Technology Impact Advisory Council, with ex-officio representation from the Department of Human Services, should be established to advise agencies and others on matters relating to the potential impacts of the use of technologies in Maine that could be detrimental to people's health and welfare or invade their rights to privacy.

Action statement

The Maine Science and Technology Commission, in conjunction with the Department of Human Services Bureau of Public Health, should develop legislation for consideration by the Governor and the Legislature by December 31, 1990.

The council would not duplicate national efforts but would assure that Maine keeps up with national/international developments in technological areas. It would be comprised of scientific leadership in the state and people respected for their insights on ethical and technical matters related to this issue. The Council's chief concerns would be the dissemination of information and identification of critical policy choices and their implications. For instance, who should be allowed to conduct genetic testing in Maine, who should receive or have access to the results, and should data on the results be com-

piled for analysis. The Council should consider such important issues as the potential effects of concentrated solid waste residuals. The Council could be housed within the Maine Science and Technology Commission, and receive staff support from the Commission and the Department of Human Services. The Council could be connected to the state's library system by computer to allow easy access to the information it generates or compiles.

LAND USE AND ENVIRONMENT

Recommendation

Convene a high level, legislatively-created commission for the purpose of consolidating and updating existing state environmental policies and creating a comprehensive body of policy that recognizes the cumulative effects of changes to the environment and Maine's quality of life and defines minimum standards for responsible individual, governmental, and corporate activity.

Action statement

The present Commission on Maine's Future should draft legislation by December 31, 1989.

This initiative will move Maine's fragmented environmental laws, which grew out of the need to control single, large scale sources of pollution in the sixties, into a consolidated resource management policy appropriate for today's needs and those of the 21st century. The commission should consider laws administered by both the DEP and LURC, as well as local mandates. The effort should result in a consolidated statement of policy within the law, in keeping with Maine's Future

Vision. The commission's charge should also include unifying environmental policymaking and planning functions within and among state agencies and clearly separating them from regulatory and enforcement functions. Likewise, a recommendation should be made for separate planning and permit review functions at the local level.

The initiative should focus on ways to make environmental policies more explicit, i.e. the extent to which resources should be encroached upon, so that the outcome of permitting will be more predictable. Particular attention should be paid to aligning land use decisionmaking boundaries with watersheds and ecological systems, and avoiding sources of non-point source pollution, especially of groundwater, vulnerable lakes, and estuarine waters. In addition to environmental concerns, it should address the carrying capacities of such limits to growth as water, waste, and transportation systems, and quality of life issues such as open space, the protection of local and regional visual landscapes, and the social coherence of established neighborhoods, communities, and institutions.

Recommendation

Accelerate funding for the state's growth management program so that all communities who wish to participate have been offered initial funding by January 1, 1992.

Action statement

The Office of Comprehensive Planning shall submit a four-year work plan and budget to the Governor and Joint Legislative Committee on Appropriations by December 31, 1989, and each biennium thereafter.

An accelerated schedule will allow all parts of organized Maine which are being affected by growth, not just the fastest-

paced places, to respond and anticipate further change. The funding formula should likewise be adjusted so that communities which are experiencing rapid growth symptoms other than population increase, such as commercial or sensitive lake-shore development, are brought into the system earlier. In addition, funding should be provided for intertown initiatives to protect natural resources that are shared among many towns and to facilitate action related to regional and use issues such as transportation planning.

Particular attention should be paid to assuring that the Office of Comprehensive Planning and regional planning agencies are fully staffed to provide the strong leadership, guidance, and technical support required to keep Maine's growth management program from becoming overly bureaucratic and ineffective. The state must assure that state goals, and the Future Vision, are reinforced meaningfully through local action for the funds spent on this program to have been judged worthwhile.

Recommendation

Establish land use degree program(s) for educating land use professionals, and standard curricula and training programs for local officials and those involved in developing the land.

Action statement

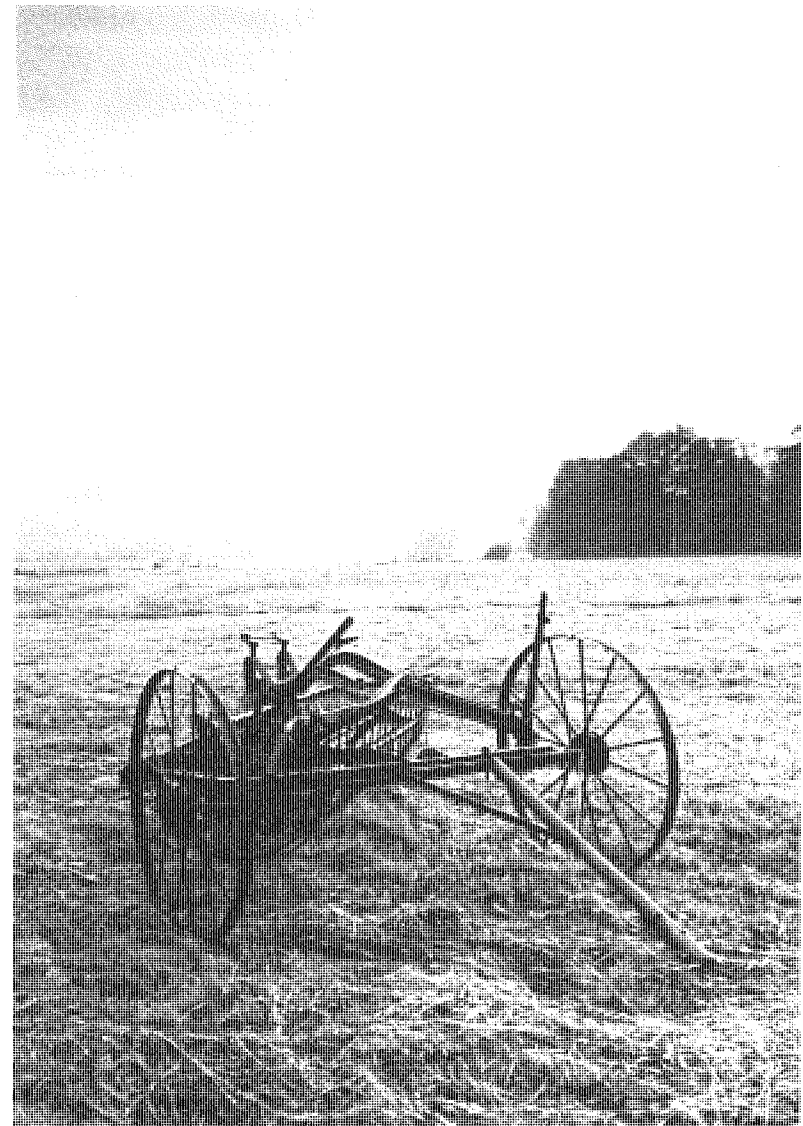
The University should submit its proposal for establishing land use planning degree programs to the Governor and Legislature by June 30, 1990.

Action statement

The University, in conjunction with the Office of Comprehensive Planning, USDA Cooperative Extension Service, non-profit organizations and others, should develop curricula for local officials and professionals involved in land development, and a strategy for providing training programs as necessary for consideration by the Governor and Legislature by June 30, 1990.

Institutionalizing education and training programs in land use will help assure that Maine nurtures a cadre of informed and up-to-date professionals and local officials involved with development and use of the land. As with the notion of life-long learning, Maine will need to address land use issues in a continuous, thoughtful and creative manner if it is to effectively protect and nurture its special qualities, especially natural, visual and historic resources.

Improved and continuous training at the local level will help ward off the erosion of local land use decision-making. This initiative should also result in improving the quality of development proposals by assuring that those who are involved in the business of development, (including finances) have a basic and current and visual resources understanding of the functioning, carrying capacity and sustainability of natural and physical systems, as well as the land use regulations pertaining to them. The task force should consider whether those involved in land development should be accredited in this area before they are permitted to practice in the state.



Recommendation

Reduce or eliminate critical sources of pollution drift originating in Maine. Seek strong federal and international cooperation and action to curb depletion of the earth's ozone layer and pollution drift.

Action statement

Maine's legislative delegation should sponsor or support legislation within the upcoming session of Congress, and should report to the people of Maine on January 1 of each year on progress in reversing critical sources of atmospheric pollution.

Action statement

The Department of Environmental Protection should develop a program of action to encourage and work toward stricter controls within Maine and with other states and countries where pollution drift originates.

The report of the congressional delegation should not only address, in a quantifiable way, sources of pollution that affect Maine and the ozone layer, but those originating in Maine and impacting other states, provinces, or countries. The DEP should draft legislation for banning CFC's and requiring increased energy efficiency, especially in automobiles. As part of this process, the DEP should prepare a quantitative analysis of the number of motor vehicles each region in Maine can accommodate without threatening environmental quality, and if the capacity is presently exceeded, recommend regulations requiring stricter controls for new vehicles or other measures that will curb existing problems or growing threats. In exploring cooperative agreements, the DEP should consider opportunities to develop leverage over states and provinces that do

not want to cooperate through such devices as education and publicity campaigns, sales taxes on products originating in polluting regions, and impact fees on tourists and property owners who reside in those states and provinces.

Recommendation

Mandate statewide recycling and institute further incentives to reduce the quantity and toxicity, and make better reuse of the waste stream.

Action statement

The Joint Legislative Committee on Energy and Natural Resources should draft legislation by December 31, 1989.

Solid waste legislation enacted in 1989 goes a long way toward establishing a responsible solid waste management system for Maine, but critical issues remain. First is the need for a systematic approach that clearly articulates state and local responsibilities much like our transportation system does. Mandating local recycling and reducing and better utilizing the waste stream will significantly reduce the cost of disposal and conserve precious resources. Wasteful consumption habits by Maine consumers should also be discouraged through specific education and pricing mechanisms.

Second, a more concerted effort at reducing the toxicity of waste is essential to assure the longterm public health and a clean environment. The University, the Maine Science and Technology Commission, and state government, in consultation with those who generate toxic wastes, must bring together the knowledge, know-how, and the incentives and regulation necessary to reduce this threat. The Commission recommends beginning the process with a goal of reducing the amount of toxic wastes by 10% by 1994, followed by further increments.

Recommendation

A longterm strategy for the acquisition of lands for outdoor recreation and land preservation should be developed, and state acquisition efforts should be consolidated into a single program with a steady source of funding.

Action statement

The Governor should develop a proposal for consolidating state agency efforts to acquire land for outdoor use, enjoyment, and preservation, and present it to the Legislature by December 31, 1990.

Action statement

The Legislature should develop an ongoing mechanism for supporting acquisitions by December 31, 1990.

Since Maine ranks close to the bottom among states in its percentage of public land, an on-going, concerted effort will help Maine assure that there will be sufficient land to protect Maine's natural heritage and tradition of outdoor use. The Commission recommends that the Land for Maine's Future Board become the umbrella organization for interlocking acquisition programs targeted toward lands with state significance, agricultural preservation, wildlife habitat, and a revolving fund to support local and regional initiatives. A portion of state revenues should be set aside annually for this purpose. The Commission recommends at least \$10 million a year with a staffing level to match the level of effort needed.

Recommendation

Expand and develop as a comprehensive strategy the Department of Conservation's program to foster communications and positive relations between landowners and those who use private lands for recreation.

Action statement

The Department of Conservation should prepare a comprehensive strategy for consideration by the Governor and Legislature by June 30, 1990.

This initiative should result in a two-pronged approach to fostering better relations. It should make those who use private lands better acquainted with responsible "etiquette" for the use of private property. It should also make landowners feel more confident that their lands will be used appropriately. The end result, hopefully, will be more landowners willing to accommodate public use of their property. The Department has many current activities aimed at accomplishing these objectives, but should develop and give high priority to a more integrated, and long range strategy, in conjunction with other agencies as appropriate. High priority should be given in the strategy to seeking out opportunities where incentives and agreements concerning public use can be achieved. The strategy should include a funding component for staff improvements, public education and other items that can be negotiated to attain public use agreements.

Recommendation

Initiate a public education program, using televised public service announcements and other state-of-the-art techniques, to acquaint the public with facts about how Maine's people, landscape, and economy are changing and what the implications of these changes are.

Action statement

The Governor should develop a proposal and funding package for the program by December 31, 1990, in conjunction with non-profit or quasi-public organizations such as the Maine Development Foundation and the Natural Resources Council.

Using state-of-the art techniques to raise public consciousness will get to the root of the communications inconsistency between what Maine people value and what they are willing to do to protect and maintain what they value. Maine has demonstrated time after time that if the public understands the nature of a problem and how they are connected to the solution, they will take the steps necessary to address the issue effectively.

A comprehensive effort will be more efficient and avoid overlap and gaps. It could be modeled on the DEP's current strategy to acquaint the public with the facts about the sensitivity and planning requirements of lakes. The DEP strategy includes a television campaign, curriculum enhancement in schools, information for libraries and other organizations which reach great numbers of people, and training programs and educational handbooks for local officials, developers, and other land planning professionals. In addition to state agencies and non-profit organizations, the University and the USDA Cooperative Extension Service should be included in the development and implementation of the strategy.



CONCLUSION

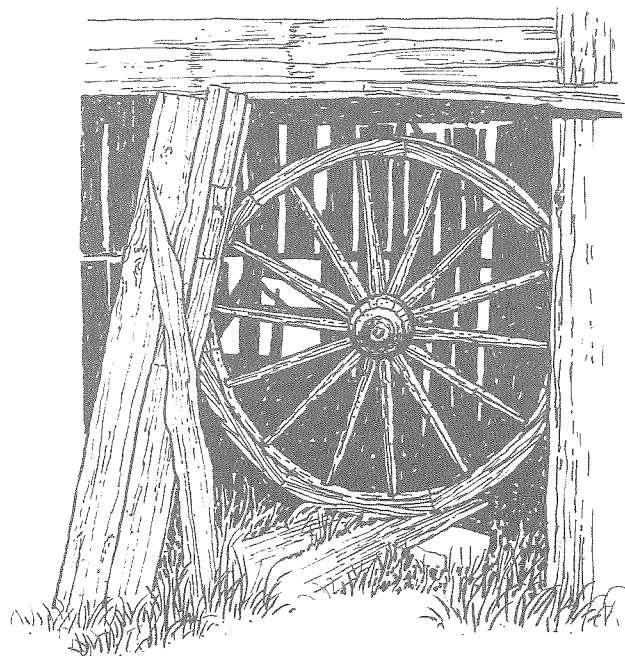
"Maine enjoys being Maine...there is a positive enjoyment of adventure, character, and circumstance. Bulwarked by the tradition of an ancestral New England, by the discipline of the wilderness and the ordinances of the sea, the way of life has faced the age of the machine and preserved its communal good will and the human values. Here one still thinks of life as life and not as existence."

Henry Beston

Never before have Maine people had a greater opportunity to choose their future. The Commission's research indicates that conditions are as favorable now as they have ever been for forging strategies and making the deliberate decisions needed. Maine people are willing and committed to keeping out state special and the next fifteen years offer a period of relative calm for husbanding the resources necessary to position Maine for prosperity and a high quality of life in the 21st century.

The opportunity to act with foresight and wisdom, however, will be fleeting. The window will close sometime around the year 2010 when an unprecedented proportion of the population will be elderly baby boomers creating huge demands on the state's economy and institutions. Whether we pave the way for moving into these later times with dignity and security—and without having saddled later generations with the costs of our mistakes, economically, environmentally, politically, and socially—will depend upon our willingness to make clear and thoughtful choices now.

This Commission believes that we can and must steer Maine's course according to a collective Future Vision of the



people, even if it means giving up perceived short term gain, even if it means making changes in the way we conduct our daily lives, and even if it means sharing power and finding new ways to make decisions. In the end, fostering a healthy state will produce a healthy economy.

This report has not provided all the answers but, hopefully, has provided a framework for moving ahead in a thoughtful and prepared manner. In the planning process, information should be our most indispensable tool in staying on course and anticipating critical events and issues. Impacts on the people and the land should be our touchstone for measuring progress. Innovation and flexibility should be our habit.

By learning to think and to act with foresight, and by learning to recognize the choices and tradeoffs necessary, Maine people can choose the future they seek.

THE COMMISSION ON MAINE'S FUTURE

The Commission on Maine's Future was established by the Maine Legislature in 1987 to "recommend a desirable and feasible description of the state's future," under bipartisan legislation originated by Senate President Charles P. Pray and cosponsored by Speaker of the House John L. Martin, Sen. Thomas R. Perkins and Rep. Donnell Carroll. Forty members were appointed by Governor John R. McKernan, Jr., President of the Senate and Speaker of the House to represent diverse viewpoints, backgrounds and regions of the state. The Commission's publications program is one part of a coordinated response to our legislative mandate. Reports in the series explore various aspects of Maine and its future and are intended to provide useful information, to provoke discussion and disseminate the Commission's findings as broadly as possible to Maine people.

THE MEMBERS

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Vice Chair

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Dennis King, *Yarmouth*

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Rep. Donald Strout, *East Corinth*

James Wilfong, *North Fryeburg*

Joseph B. McGonigle, *Executive Director*

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RESOURCES

It is impossible to list the hundreds of individual Mainers who have assisted the Commission in the visioning process but we are grateful to all who have shared their time, energy and insights as well as their own personal visions. We do wish to give special thanks to the following individuals who served as important resources.

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Dean Marriott
Donald Meagher
Michael Naylor-Davis
Kelly Nelson
Frank O'Hara
Kenneth Palmer
Harlan Philippi
John Piotti
Louis Ploch
William Renfro
Evan Richert
Richard Sherwood
Mark Sullivan
Patricia Tanski
Jennifer Vachon
Rowan Wakefield
Nelson Walls
Ralph Webber
David Whiry
Laurie Winsor
Katherine Winey

COMMISSION REPORTS AND PAPERS

The following Commission reports and working papers can be obtained from the State Planning Office, State House Station 38, Augusta, Maine 04333.

The People of Maine: A Study in Values—A comprehensive study of Maine people's values and belief systems developed for use as a public policy resource. Two volumes.

Maine's Changing Face—A comprehensive study of Maine's changing demographics and their impacts on the priorities, markets and lifestyles of future Mainers.

Maine's Economic Heritage—A review of Maine's economic history and perspective on the future.

Our Northern Future—An essay on historical, present and future relations between Maine and Canada.

Flight of the Arrow: Technology and Maine's Future—A study of technological changes and impacts on Maine's economic, political and social institutions.

Maine People Speak—A summary of public testimony at Commission public hearings at six regional locations throughout Maine during late 1988.

ALSO

Prospects for Citizen Participation in Maine in the Future

A Bioregional Approach to the Conservation and Management of Maine's Natural Resources

Property Taxes in Maine—A Summary and Evaluation of Property Tax Issues in Maine

