

# MAINE STATE LEGISLATURE

The following document is provided by the  
**LAW AND LEGISLATIVE DIGITAL LIBRARY**  
at the Maine State Law and Legislative Reference Library  
<http://legislature.maine.gov/lawlib>



Reproduced from scanned originals with text recognition applied  
(searchable text may contain some errors and/or omissions)

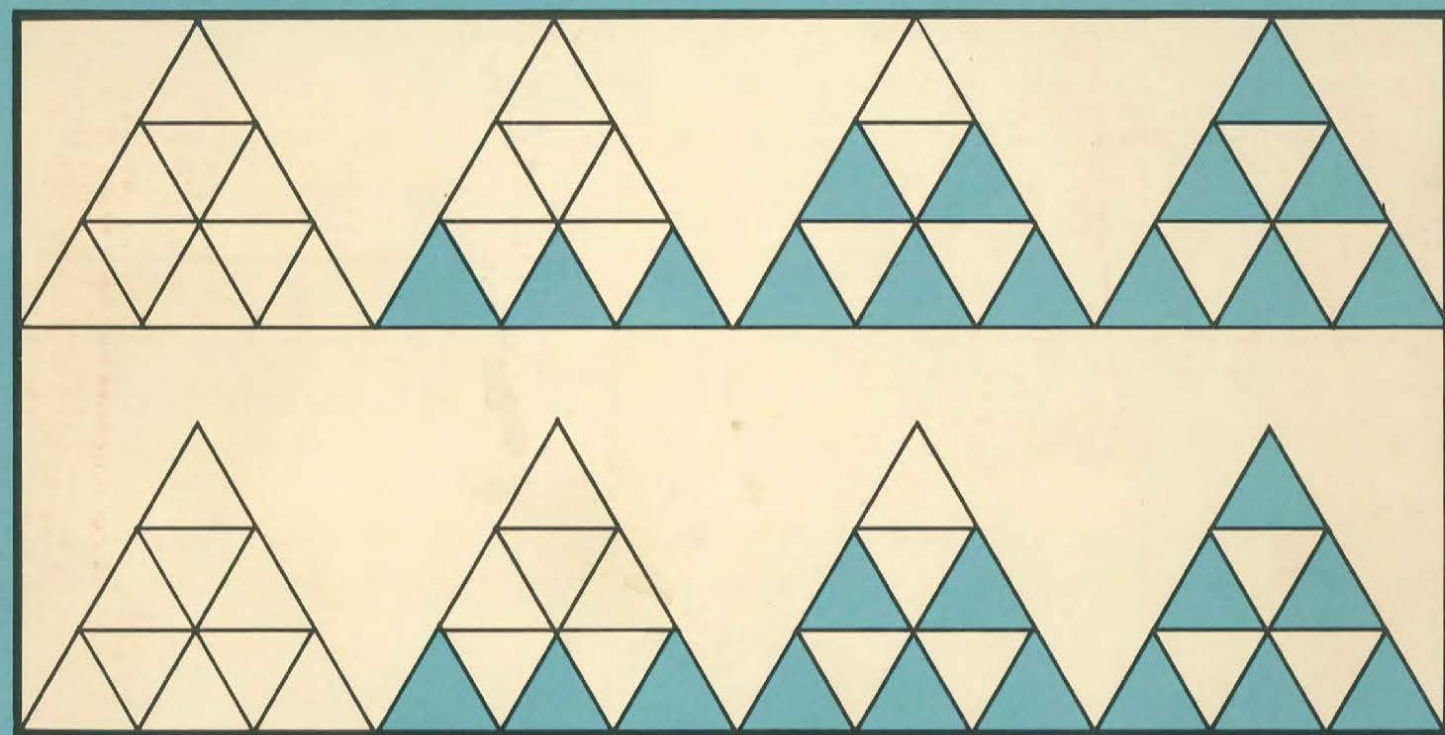
STATE LAW LIBRARY  
AUGUSTA, MAINE

PLANNING.

Maine

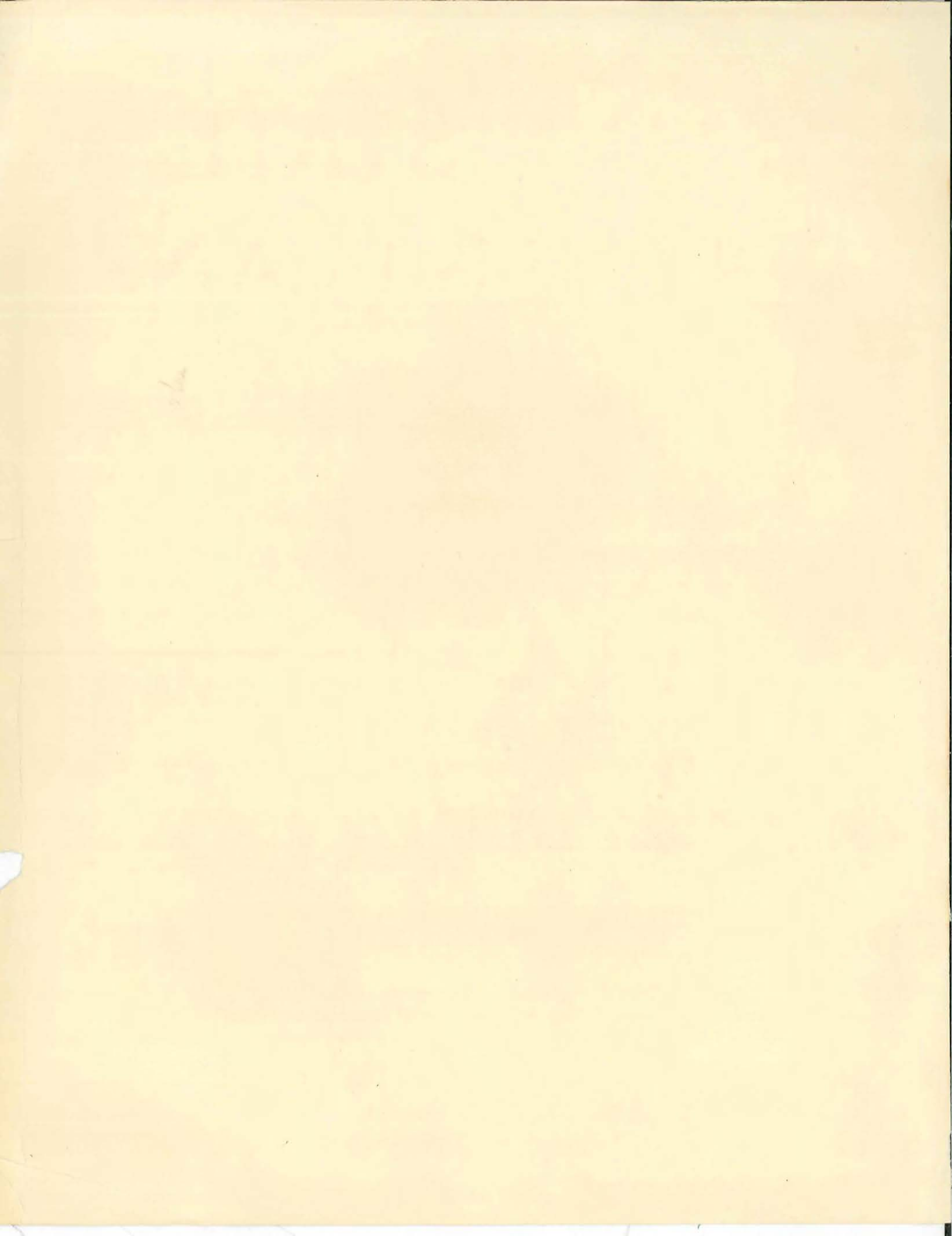
# MAINE STATE POLICIES PLAN

January 1975



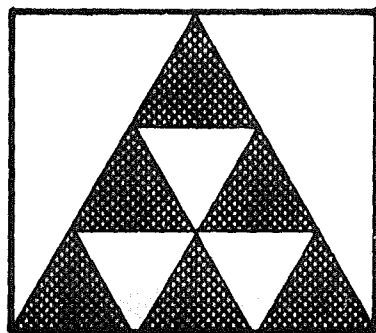
State Planning Office  
Executive Department  
State of Maine

FE1275



# MAINE STATE POLICIES PLAN

January 1975



State of Maine  
Executive Department

James B. Longley, Governor  
Philip M. Savage, Director State Planning Office





## PREFACE

The Comprehensive State Policies Plan, as developed by the Maine State Planning Office since 1970, evolved from a series of three separate, yet related phases: Initial identification of goals and objectives of the State; an inventory and analysis of existing goals and accomplishments; and a re-identification of the State's goals and objectives.

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

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

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

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

This phase groups information according to the new departments created by reorganization and the 105th and 106th Legislatures. However, sections bearing the names of new departments may include activities which are partially under the jurisdiction of another department. This was done where multijurisdictional activities would achieve the stated goal or objective.

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

## DEFINITIONS

### Major Policy

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

### Goal

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

### Situation

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

### Objective

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

### Accomplishments

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

### Proposed Activities

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

## TABLE OF CONTENTS

<u>GENERAL GOVERNMENT</u>	<u>PAGE</u>
Attorney General .....	1
Economic Opportunity .....	2
Finance and Administration .....	13
Law Enforcement Planning & Assistance Agency .....	16
Personnel .....	26
State Department .....	28
Treasury .....	29
 <u>ECONOMIC DEVELOPMENT</u>	
Agriculture .....	32
Commerce and Industry .....	42
 <u>EDUCATION AND CULTURE</u>	
Educational & Cultural Services .....	58
 <u>HUMAN SERVICES</u>	
Health and Welfare .....	92
Housing Authority .....	185
Indian Affairs .....	192
Mental Health & Corrections .....	194
 <u>MANPOWER</u>	
Manpower Affairs .....	206
 <u>NATURAL RESOURCES</u>	
Conservation .....	212
Environmental Protection .....	244
Inland Fisheries and Game .....	251
Marine Resources .....	260

<u>PUBLIC PROTECTION</u>	<u>PAGE</u>
Business Regulation .....	272
Military, Civil Emergency Preparedness, & Veterans' Services .....	283
Public Safety .....	305
 <u>TRANSPORTATION</u>	
Transportation .....	310
 <u>TOWARD A STATE LAND USE POLICY</u> .....	321







## ATTORNEY GENERAL

A policy statement for the Office of the Attorney General is not included in this edition of the State Policies Plan, as the office was undergoing a change of administration at the time of publication, and felt it unwise to set forth long-range policies for the incoming administration.

# ECONOMIC OPPORTUNITY

## MAJOR POLICY:

TO ADVISE THE GOVERNOR, STATE LEGISLATURE, OTHER STATE AGENCIES AND THE PEOPLE OF MAINE REGARDING THE EXTENT AND NATURE OF POVERTY IN THE STATE, TO IDENTIFY MAJOR AREAS OF CONCERN INHIBITING AND DOWN-GRADING THE QUALITY OF LIFE FOR LOW-INCOME RESIDENTS IN THIS STATE, TO DEVELOP AND INITIATE NOVEL AND UNIQUE PROGRAMS AIMED AT MEETING PREVIOUSLY UNMET NEEDS OF LOW-INCOME RESIDENTS IN THIS STATE IN COPING WITH THE ENERGY CRISIS, THE HOUSING CRUNCH, THE SPIRALING INFLATIONARY TREND AND INCREASED UNEMPLOYMENT, TO COORDINATE AND MOBILIZE ANTI-POVERTY RESOURCES, TO PROVIDE TECHNICAL ASSISTANCE TO COMMUNITY ACTION AGENCIES AND OTHER OEO GRANTEES, AND TO ACT AS SPECIAL ADVOCATE OF A LOW-INCOME RESIDENT TO THIS STATE IN ALL MATTERS WHICH EFFECT HIS OR HER WELL-BEING AND CONSTITUTE IMPEDIMENTS TOWARD ADVANCEMENT.

## Goal I:

To provide the Governor with information regarding policies and programs of OEO and other anti-poverty resources.

## SITUATION:

Constant and accelerated changes in program policies and activities and the funding level of OEO programs operating within the State require constant up-dating, especially during the past year in which the future status of OEO has been very uncertain.

## Objective #1:

To keep the Governor informed and up-to-date regarding all decisions, pending Legislations, policy statements made affecting OEO activities within this State and OEO, anti-poverty resources operating within this State.

## ACCOMPLISHMENTS:

Continual up-dating of the status of the agency through the use of personal meetings, special reports, position papers, and memorandums.

**Goal II:**

To act as Governor's representative on matters directly or indirectly related to the poor.

**SITUATION:**

Numerous scheduling conflicts prevent the Governor's personal attendance at all meetings, hearings, commissions and other matters affecting the poor, thereby requiring representation by an alternate who reflects the interests and priorities of the poor.

**ACCOMPLISHMENTS:**

Numerous meetings, commissioned hearings and position papers have been presented reflecting the priorities and interests of the poor. Most recently, Project Independence hearings held in Augusta were held where the SEOO director presented a first testimony to members of the Maine Congressional Delegation and other interested parties - the priorities and problems of the low-income population in Maine in coping with the energy crisis.

**PROPOSED ACTIVITIES:**

- Expansion of a reporting mechanism insuring the constant and up-to-date information affecting the poor related to the Governor's office.
- Establishment of a low-income advisory counsel to advise this office and the Governor's office on matters affecting low-income population in this State.
- Soliciting of new ideas and directions from low-income organizations throughout the State regarding the needs and priorities of low-income people.

**Goal III:**

Provide the Governor with information on the causes and conditions of poverty in this State.

**SITUATION:**

Maine has consistently ranked as one of the poorest States nationally, both in family income and per capita income, as revealed by the latest U. S. Census information. The last three years Maine has ranked alternately 43-45-46th nationally in per capita income.

That is, the only poorer states being the southeastern states and New Mexico. Maine, additionally, suffers from a harsher climate than most states nationally which imposes an increased burden upon its lower income and general population in coping with the increased costs of heating and other energy-related expenses.

#### Objective #1:

To present annually an up-dated publication depicting the causes and conditions of poverty in the State of Maine. This publication is to include appropriate areas and the most current data available from reputable governmental and State sources.

#### *ACCOMPLISHMENTS:*

Publication of two versions of A Profile of Poverty-Maine, A Data Source in March and November of 1973 including data in the areas of income, housing, employment, unemployment, education, transportation and health on a county-by-county basis for the entire State of Maine.

#### *PROPOSED ACTIVITIES:*

- Continued yearly publication of A Profile of Poverty-Maine, A Data Source with expansion of appropriate areas and addition of new areas as the situation warrants.

#### **Goal IV:**

To act as a Governor's representative on matters related to the poor with respect to other State agencies and to make available to other State agencies information relating to the causes and conditions of poverty in the State.

#### **SITUATION:**

In order to avoid a fragmented and ineffective approach to social planning, redundancy in research is to be avoided. Other State agencies concerned with the problems of the low-income may not always be aware of information available to this office. Situations may arise where redundancy of effort occurs, wasting manpower and valuable resources.

### Objective #1:

To insure that all State agencies involved in the planning or providing of social services are aware of data and resources available through this office.

### ACCOMPLISHMENTS:

Continued and expanded participation in the MIDAS System (Maine Information and Display Analysis System) in identifying potential overlapping areas in social research and making available to all State agencies data collected and compiled by this office.

### PROPOSED ACTIVITIES:

- Circulation of office memos relating to common areas of interest to all agencies involved in social planning and delivery of services.
- Sitting-in of key research and planning staff in departmental staff meetings concerned with planning of social services and data collection.
- Encouragement of inter-departmental seminars and flushing out problem areas and highlighting areas of mutual concern and interest.

### Goal V:

The mobilization and coordination of anti-poverty resources particularly at the State level in meeting current and anticipated crises affecting low-income residents of this State.

### SITUATION:

During the past year two crises have developed which had a disproportionate influence and impact upon low-income residents in this State. The first crisis involved a spiraling inflationary rate which unfairly burdened the low-income consumer with higher costs for the basics of life while on a fixed budget or previously inadequate budget to provide the necessities of life in the areas of housing, food and fuel. The second crisis, which occurred during the past year was the so-called "energy crisis", which is still very much with us. In a two or three month period, costs of heating fuels and other energy-related products increased 100%, placing a disproportionate burden on the low-income consumer.



### Objective #1:

To react in a timely manner to short fuse requirements in mobilizing and effectively coordinating anti-poverty resources to meet the needs of low-income people.

### *ACCOMPLISHMENTS:*

In the early winter of 1973 and early 1974 the energy crisis hit this country and the State of Maine with devastating suddenness catching practically all consumers off guard. The Maine Division of Economic Opportunity reacted by creating an innovative and unique program entitled Project F.U.E.L., aimed at assisting low-income consumers in coping with the energy crisis and in conserving what precious fuel was available. This program was implemented in record time and mobilized thousands of volunteers in the effective winterization and insulating of close to 3,000 substandard houses in this State. This project has since been used as a national model as an example of quick reaction to an immediate crisis with a minimum of bureaucratic delays and red tape and rapid application of federal and state resources in addressing an immediate problem.

Also, attendance at hearings held by the Public Utilities Commission affecting rate structure for consumers, attendance at hearings affecting the use of public utilities by landlords in evicting tenants. Providing inputs to Health & Welfare in determining subsistence levels in order to determine funding levels for families on public assistance.

### *PROPOSED ACTIVITIES:*

- Expansion of Project F.U.E.L.-type programs which are designed to assist low-income consumers in conserving energy in rehabilitating their homes and in coping with the energy crisis.
- Expansion of a housing rehabilitation program using all resources available in mobilizing manpower and materials to make available to the low-income people of this State.
- More housing and improved housing.
- Creation of an inter-agency crisis counsel to facilitate the involvement of key agencies in reacting to crisis situations in providing essential services for human needs.
- Continued and expanded research into possible new areas mobilizing state, federal and local resources in meeting needs of low-income people in this State in the areas of employment, housing, transportation, health, education and other related areas.

- Expanded and continued participation in public utility hearings affecting rate structures towards low-income and the elderly.
- Proposed legislation changing state taxation laws to be more favorable towards low-income and elderly.
- Continued pressure on Health & Welfare in providing more realistic subsidies toward families on assistance.
- Continued cooperation with Pine Tree Legal in persuing the legal impediments to more equitable tax structures for poor people.

#### Goal VI:

To assist in creating a favorable housing situation in Maine to insure adequate housing for low-income families at a reasonable or attainable cost.

#### SITUATION:

In 1970 U. S. census data indicates that Maine had a severe crisis in its housing. That housing which is available is largely beyond the means of the low-income consumer in this State. Mobile homes are rapidly becoming the only alternative open to low-income families, and prohibitive finance charges make even this alternative a less attractive one.

#### Objective #1:

To increase the availability of low cost adequate housing units in Maine by encouraging new buildings or rehabilitating old buildings to meet the requirements of Maine's poor people.

#### ACCOMPLISHMENTS:

Rehabilitation of homes through Project F.U.E.L. last year were insulated and winterized (roughly 3,000 homes). Support of housing co-ops such as the Gardiner Co-op and Down East Housing, Inc., and encouragement of the creation of the new co-ops designed at building new homes at a low cost for low-income consumers, while at the same time training low-income people in various building skills, thereby enabling them to enter the job market in a more competitive posture. Continued and expanded support of housing rehabilitation programs as administered to the Community Action Agencies in this State. Compiling and publishing of original and unique housing data as collected in a questionnaire supporting Project F.U.E.L.-Phase I. Compiling and publishing of housing data in the Profile of Poverty data source book.

*PROPOSED ACTIVITIES:*

- Expanded support of existing housing co-ops and encouragement of the creation of new housing co-ops.
- Coordination of manpower programs in creating training slots in building skills aimed at low-income groups.
- Creation and/or expansion of housing rehabilitation programs using low-income people as trainees and providing them with salable skills.
- Support of favorable or necessary legislation to improve housing for low-income, including areas of uniform housing codes, enforcement and improved tenant-landlord standards.
- Use of a housing specialist within the SEOO agency in making available to Community Action agency groups and other interested groups expertise and resources in the housing area.

**Goal VII:**

Provide a more effective delivery mechanism and improved facilities towards meeting the health needs of low-income people in this State.

**SITUATION:**

The rural nature of the State of Maine makes the delivery of health services to remote areas especially difficult and costly, coupled with the severe shortage of qualified doctors, dentists and other related medical practitioners. The Maine resident does not compare favorably with the national standards set for health services. The need is especially severe among low-income consumers.

**Objective #1:**

To make available to the low-income consumer an expanded and improved delivery mechanism and accessibility to upheld services.

*ACCOMPLISHMENTS:*

Continued support in the past to innovative and unique health delivery assistance for rural areas such as Rural Health Associates in the Farmington area. Participation in the health planning process involving other agencies in the State such as Comprehensive Health Planning and Regional Medical Programs in establishing priorities, needs and goals. Continued participation of the SEOO director on the State Comprehensive Health Planning Council.

### *PROPOSED ACTIVITIES:*

- Utilization of census data in the program designed, and development of new programs aimed at meeting health needs of low-income groups in rural areas.
- Continued expansion of existing family planning programs, creation of new programs to reach low-income groups and making available to them services of family planning clinics.
- Continued work with Community Action Agencies and other interested groups in insuring that potential participants and all eligible families participate in food stamp programs and are not lost in the transition from donated commodities.
- Continued work with the University Extension Service in expanding their present nutrition aide training program.
- Dissemination of Health and Welfare literature to Community Action Agencies and low-income groups related to family planning, nutrition and other health related areas.
- Encourage expanded and intensive out-reach efforts in locating all potential recipients of food stamp assistance.

### **Goal VIII:**

To improve the educational opportunities of low-income residents in this State.

### **SITUATION:**

Recent studies conducted by the State of Maine, Department of Educational & Cultural Services and the State Youth Coordinator have indicated that Maine has the highest high school drop-out rate of any other New England State and one of the highest nationally. To compound the problem, a large percentage of high school drop-outs are from economically disadvantaged families. This problem is especially severe in that it perpetuates and intensifies the poverty cycle for these families, it denies future employment opportunities to these youth, and creates largely unnecessary barriers towards their economic advancement.

### **Objective #1:**

To increase the sensitivity of public education systems to the special needs of low-income people in the State.

*ACCOMPLISHMENTS:*

Dissemination of educational statistics in the Profile of Poverty data source highlighting the apparent problem in this State with high rates of high school drop-outs. Support of VISTA's assigned to low-income groups, working with high school drop-outs and encouraging their participation in special programs designed to meet their needs.

*PROPOSED ACTIVITIES:*

- Wide publication of the recently compiled figures of high school drop-outs in Maine and how they relate to the rest of New England and the country.
- A survey of secondary schools in the State regarding what programs exist for the high-school drop-out, especially the low-income high school drop-out.
- Encouragement of the creation of a high school drop-out study commission, especially addressing low-income school drop-outs.
- Encouragement of the creation of State programs within the Department of Educational & Cultural Services aimed at addressing the high school drop-out problem and how it relates to future earning capacity in the work sector.
- Increase involvement with the University of Maine campuses and other private colleges within the State, and encouraging the recruitment of low-income students through the use of special scholarships and subsidies.

**Goal IX:**

To provide adequate job opportunities sufficient to eliminate unemployment as a major cause of poverty.

**SITUATION:**

Maine continues to have the highest or one of the highest unemployment rates in New England and one of the highest nationally. In addition, many residents of this State are under-employed or receiving below national salaries. Unemployment is especially high among low-income groups, and those that are employed tend to be under-employed.

### Objective #1:

To facilitate and expand upon job opportunities open to low-income residents and to encourage the hiring and training of low-income residents of this State, enhancing their efforts toward securing better jobs.

### ACCOMPLISHMENTS:

The use of low-income residents as trainees in Project F.U.E.L., in training in carpentry skills and other related skills providing new job possibilities to these people. Publicizing the Maine job bank as operated by the Employment Security Commission through the Community Action Agencies operating in Maine. Extensive referral of low-income residents seeking work to appropriate employment security agencies and other agencies offering job counseling. Encouragement of business enterprises owned and operated by low-income people.

### PROPOSED ACTIVITIES:

- Employing low-income people in housing projects and housing rehabilitation projects using CETA slots, and encourage the creation of new business enterprises owned and operated by low-income people such as co-ops, garages, modular housing, crafts and similar enterprises.
- Meetings with State and federal agencies, such as the Maine Employment Security Commission and the Department of Education and others, to increase sensitivity of these agencies to the needs of low-income people.
- Spreading of information among low-income people of existing resources such as the Small Business Administration, VISTA's, SCORE, the University of Maine Extension Service and other sources of expertise.

### Goal X:

To provide adequate transportation for low-income residents of this State.

### SITUATION:

In view of the current energy crisis and the soaring costs of gasoline, a critical transportation situation in Maine has been made even more critical. The lack of transportation alternatives to the general population in Maine, and by-and-large, a total dependence upon the private automobile as a mode of transportation has made or created an especially severe transportation dilemma for low-income residents



of this State. The consumer price index singles out the cost of fuel as a major contributor to the inflationary spiral, and the cost of owning and operating an automobile similarly have gone up at a tremendously accelerated rate. The impact on the low-income consumer has been to either deny him what transportation alternative existed, that is the private automobile, or to make it available only at extreme sacrifice of some other "necessity of life." This has an impact in all areas of a low-income family's life including transportation to and from work and other daily needs.

#### Objective #1:

To make available and assessible to low-income people of the State an adequate transportation system with enough flexibility to meet all transportation needs required for a normal existence.

#### *ACCOMPLISHMENTS:*

Efforts in the past have largely been aimed at helping elderly groups and in addressing their transportation needs. Efforts have also been directed toward families of Head-start children and/or donated commodity recipients. Data on existing transportation facilities in the State was included in the Profile of Poverty published in March and November of 1973.

#### *PROPOSED ACTIVITIES:*

- Exploration of county or regional district bus transportation systems available to the general public for a nominal fee and available to low-income families on a subsidized basis.
- Exploration and encouragement in drafting legislation which would provide a subsidy to a low-income consumer in purchasing fuel and gasoline.
- Encouragement of private business sector involvement in making available transportation to high density areas such as factories or downtown shopping areas at no cost to the low-income or moderate income consumer.
- Continued research into the availability of Federal DOT funds for the designing of a rural transportation program.

## FINANCE AND ADMINISTRATION

### MAJOR POLICY:

TO ASSURE THE MAXIMUM ATTAINABLE EFFECTIVENESS OF OPERATIONS FROM AVAILABLE RESOURCES THROUGHOUT STATE GOVERNMENT BY THE DEVELOPMENT, IMPLEMENTATION, AND REFINEMENT OF SOUND MANAGEMENT PRACTICES.

### Goal I:

To continue to provide, manage, and improve such centralized services as are required to all State departments and agencies in a manner consistent with sound management techniques, statutory mandates, and public dictate.

### SITUATION:

The widespread and divergent activities of state government emphasize the need for continued and improved centralized coordination of certain essential management, fiscal and support functions in order to insure that these requirements are met in the most economical, efficient, timely, and equitable manner attainable.

### Objective #1:

To continue to provide and deliver centralized property management and supply services.

### ACCOMPLISHMENTS:

Centralized administration has been attained/reinforced/improved with respect to the following property management and supply programs: purchasing; property leasing; construction, maintenance, repair, and improvements; records management; insurance; facilities planning; and other central services benefiting broad segments of State government.

### PROPOSED ACTIVITIES:

- Continued review and refinement of property management and supply services in order to insure that requirements for such services are satisfied in the most efficient manner consistent with continually changing program priorities.

## Objective #2:

To continue to provide centralized fiscal management and control services capable of meeting demands for financing of the State's programs within available resources while insuring that such transactions are consistently within the parameters of sound fiscal management practices and statutory requirements.

### *ACCOMPLISHMENTS:*

Maintenance of effective fiscal control achieved through coordinated efforts in the program areas of budget analysis and control, accounting, and auditing.

### *PROPOSED ACTIVITIES:*

- Continued development, trial implementation, and refinement of program budgeting techniques for statewide use.
- Development of a zero-based analysis system for review of budget requests; an increased emphasis on performance budgeting.
- Increased automation within and closer alignment between budgeting and accounting functions in order to reinforce the continuity of the fiscal process.

## Objective #3:

Continue refinements to and improvements of the State's centralized revenue management and development functions in order to maximize current revenue sources to finance existing program requirements of the State.

### *ACCOMPLISHMENTS:*

Achievement of close coordination in equitably meeting the State's revenue requirements through combined program efforts in assessment, taxation, sale of alcoholic beverages, and operation of the State Lottery Commission approved in November 1973.

### *PROPOSED ACTIVITIES:*

- Future efforts towards furthering this objective are expected to include continued efforts in the field of tax reform.

Objective #4: ;

Continue to provide and improve programs in the area of statewide executive direction, management services, and administrative support.

*ACCOMPLISHMENTS:*

Maintenance of successful coordination and administration of state personnel and civil service functions, retirement law and funds, centralized electronic data processing services, and professional management analysis services.

*PROPOSED ACTIVITIES:*

- Coordination and implementation of the recommendations resulting from the Maine Management and Cost Survey are expected to continue to account for a significant percentage of efforts to upgrade overall management and administration of State programs in general.

# MAINE LAW ENFORCEMENT PLANNING AND ASSISTANCE AGENCY

## MAJOR POLICY:

REDUCE THE INCIDENCE OF CRIME AND PLAN AND IMPLEMENT IMPROVEMENTS  
WITHIN THE CRIMINAL JUSTICE SYSTEM.

## SITUATION:

The Maine Law Enforcement Planning and Assistance Agency is authorized by Federal Act and established by State Legislature and Executive action to administer the State of Maine's program of LEAA assistance to reduce crime and improve elements of the total Criminal Justice System. The nature of the program is to take advantage of the LEAA assistance to promote and develop significant changes in the Criminal Justice System. The method is to use LEAA funds during the expensive start-up or major change phase of projects and programs, designing into every attempt, ways and means of State or local pick-up of on-going maintenance/and or/operational costs. Although new costs often extend for three to four years in some cases, the effort is to keep the new costs within a one or two-year time frame which is generally sufficient for State or local units of government to arrange and plan for on-going costs of the improvement.

## Goal I:

To create a unified police system with State and local autonomy of administration as well as jurisdiction.

## SITUATION:

In almost every law enforcement agency, there has existed a shortage of well-trained, adequately educated personnel; the lack of modern, effective management; and difficulties in promoting and improving coordination among the three levels of law enforcement.

## Objective #1:

To create a unified police system that would provide protection for the entire citizenry of the State; be staffed with adequately trained and professional sworn and civilian staff, without political influence; be equipped with the best of basic material to meet the demands upon it and budgeted to support the staffing; be provided with communications and information systems to enable the maximum of service with the lowest possible level of human resource commitment; and to be administered in such a way as to encourage the fullest cooperation and support of the public which it serves.

#### *ACCOMPLISHMENTS:*

In 1969, the regular session of the Legislature created the Maine Police Academy as an operating entity of the Maine Municipal Association and funded by this Agency. Its subsequent growth, acquisition of a permanent physical plant, and absorption by the State Department of Public Safety have all been encouraged and funded by MLEPAA. The current efforts are aimed towards broadening the area of training to include all criminal justice personnel. The implementation of centralized testing and recruitment for all police personnel has been realized in 1974. The Uniform Crime Reporting Center was created to insure that all law enforcement agencies within the State report crimes on a monthly basis and in the same format. The UCR Center is able to provide correct up-to-date crime statistics.

Also established in 1974 was the State Data Analysis Center (SDAC) whose primary purpose is to collect and analyze all data pertinent to the Criminal Justice System, i.e., institutional population, manpower statistics, cost/benefit, etc.

The Statewide Police Communications Network, funded by MLEPAA, is enabling all levels of law enforcement to carry out routine day-by-day communications as well as emergency communications by employing an 8-channel VHF concept. Each network has the same exact capabilities as all other networks. The ultimate objective is to permit police response as quickly as possible to any citizen in the State requesting such service.

MLEPAA, in cooperation with the University of Maine, has established two Criminal Justice Associate Degree Programs and one Criminal Justice Baccalaureate Degree Program within the University system to provide comprehensive academic services for in-service and pre-service personnel.

The Police Services Study, Phase I and Phase II, funded by MLEPAA, was to determine what Police Services are presently being provided in the State and to determine how Police Services can best be provided to the citizens of Maine. Both phases have been completed and MLEPAA will provide the means for the recommendations to serve the public and will assist in the implementation of those that are acceptable.

#### *PROPOSED ACTIVITIES:*

- Provide six weeks of basic training for 150 officers, and command training for 20 officers per year.
- Provide advanced specialized training for 115 per year.
- Provide up to 15 interns per year as potential recruits for the law enforcement system.
- Develop centralized testing and recruitment standard of education, training, and physical requirements.
- Develop minimum (and as practical) uniform salary standards.

- Develop a Statewide statistical reporting system and associated information system, and implement as practical.
- Develop a Statewide and regionally implemented communications system.
- Provide the means to supplement local commitments for police equipment and facilities as required, and provide more adequate physical facilities for municipal police agencies to increase their level of services to the public.
- Provide the means for ten police agencies to enable them to provide patrol coverage on a full-time basis, 24 hours a day, seven days a week.
- Establish a full-time centrally located crime laboratory for support to all law enforcement agencies to meet minimum needs in evidence collection and preservation, and provide a full-time intelligence analyst to assist the State level staff in information collection and dissemination relative to drug enforcement.

## Goal II:

To assist in the development of an efficient and just court system with uniform treatment of all citizens in the State.

## SITUATION:

The operations and management of our court system is in a very primitive state. There is an almost complete lack of any modern business methods with multiple longhand entries, cumbersome dockets, inefficient filing and indexing systems, and poor form designs complicating the problem of inefficient organization and cumbersome criminal procedure which is in need of streamlining. The fee system is in need of reform and there is a critical shortage of compliant justices. At the District Court level, there is a great disparity in the caseloads handled in the various districts.

## Objective #1:

To create an efficient and just court system which would provide for the speedy "administration of justice", i.e., the process of cases without undue delay and yet with due regard for the human and constitutional rights of defendants and for the protection of society - collectively and individually. Adequate full-time professionally qualified prosecution and defense shall be an integral part of the system. Additionally, the court should be provided with a modern body of criminal law reflecting the needs of today's society and offering the court alternatives in the dispensing of justice which are not merely punitive but which will provide the basis for rehabilitation of the offenders at the least level of social costs.

#### *ACCOMPLISHMENTS:*

Since 1970, MLEPAA has continuously allocated funds for clinical practice sessions for law students as well as supplied over 100 law intern positions for the District Courts, Supreme Courts and the Attorney General's Office. In conjunction with this, numerous research assistants have also been funded at all court levels to aid in the necessary court investigation, research and reporter services. In 1973, MLEPAA funded the Maine Court Revision Commission (a court reform package which will be presented to the 107th Legislature), a Prosecutor's Manual and appropriate training, and pre-sentence investigation specialists for Probation and Parole.

In 1972, MLEPAA funded the Maine District Courts for the purchase of the necessary equipment for a sound recording system to improve and upgrade records systems and court proceedings. This funding will continue in computerization for jury management, calendry, docketing records management and microfilm capabilities.

Funding has also included two multi-year projects, the Criminal Code Revision and Evidence Rules project which are still operational, and will be submitted, upon completion, to the Maine Supreme Judicial Court.

Finally, MLEPAA, through funding, developed a standard operating procedure for the Bail Commissioners under Maine's new Release on Recognizance, a coordinator to standardize forms and procedures within the Superior Court and all necessary training for implementation.

#### *PROPOSED ACTIVITIES:*

- Educate the public to the needs for law reform to assist in legislative activity in the support of the law enforcement and Criminal Justice System.
- Provide a system of public defenders to insure proper and adequate defense for all offenders in the system.
- Provide for improved court facilities including courtrooms, procedures, information system, etc.
- Provide for improved administrative capabilities within the judicial system to increase court management.
- Provide up to 15 interns per year as potential recruits for the court system.
- Provide jointly with the State Police and the State Attorney General an intelligence unit dealing with the infiltration of organized crime and assist in the necessary counteraction to that infiltration.
- Provide for adequate training for all court personnel.



- To provide electronic sound recording equipment for use in the District Court.
- Provide for juvenile intake officers at the District Court level.

### **Goal III:**

To develop an effective and efficient correctional system that reduces recidivism rates.

### **SITUATION:**

The Maine correctional institutions were primarily penal institutions rather than correctional facilities. The 14 Maine county jails physical and health conditions were below State and Federal standards. There was no coordination between local correctional facilities and existing community treatment resources.

### **Objective #1:**

To redirect existing resources toward the implementation of Maine's Correctional Master Plan which provides for coordinated institutional and community-based correctional activities to assure maximum potential of rehabilitating criminal justice offenders by improving comprehensive treatment programs in the institutions and by providing community-based, residential and non-residential alternatives to incarceration.

### **ACCOMPLISHMENTS:**

#### **1. COMPREHENSIVE CORRECTIONAL STUDY FOR THE STATE OF MAINE - Batten-Batten Study (September 1971-May 1972):**

MLEPAA made a grant to the Bureau of Corrections in September 1971 to contract for a comprehensive study of the correctional system (adult & local) in the State of Maine. This study, completed in May 1972, made several recommendations concerning the reorganization of the correctional system in order to more effectively provide human services to correctional clients, and thus reduce the recidivism rate.

## 2. PROJECT EXIT:

Funded by a combination of LEAA discretionary and MLEPAA block funds, approximately \$600,000 (September 1971-September 1973). Project Exit was an experimental, innovative effort to help reduce the high rate of recidivism by providing offenders and ex-offenders with job counseling and job placement services.

## 3. HALFWAY HOUSE PROGRAM:

As a means of helping to implement a recommendation of the Batten-Batten Correctional Study, concerning alternatives to incarceration, MLEPAA has vigorously sponsored the adult halfway house program since 1971 (funding of the position of halfway house director for the Bureau of Corrections for three years, the funding of Pharos House, a nonprofit halfway house in Portland for approximately 3½ years, plus an award of \$174,000 to the Bureau of Corrections to develop three standardized adult halfway houses in the community.)

## 4. CORRECTIONAL SPECIALISTS:

In an effort to provide the courts and correctional agencies with more adequate diagnostic/evaluation and treatment services for the criminal justice client, MLEPAA has established and funded four psychologist-level positions, Correctional Specialists, in the community mental health centers.

## 5. COURT OFFICERS:

Since September 1973, MLEPAA has funded four court officers positions within the Division of Probation and Parole in an effort to increase the number and quality of pre-sentence investigation reports which are used by the judges in passing sentence on convicted persons.

## 6. GOVERNOR'S TASK FORCE ON CORRECTIONS:

In an attempt to generate greater public involvement in the problems/solutions of the Maine Correctional System, MLEPAA funded the Governor's Task Force on Corrections for one year. This public study group produced a comprehensive report in August 1974, which contained many far-reaching recommendations for the Criminal Justice System, in general, and for the Correctional System, in particular.

## 7. COMPREHENSIVE SERVICES FOR THE CRIMINAL JUSTICE SYSTEM - PILOT PROJECT:

Realizing that crime in Maine will not be reduced until more effective ways have been developed to prevent crime and to assist the offender and ex-offender in readjusting to acceptable social roles in the community, MLEPAA has been planning for a comprehensive pilot project for the coordinated and improved delivery of human services to clients at any one point in the criminal justice spectrum, from pre-arrest, institutionalization, to community re-entry.

## 8. COUNTY JAIL IMPROVEMENTS:

Cognizant of the proposed role of the county jail in the Batten-Batten Study, MLEPAA has helped to develop and implement special and programatic standards for Maine's 14 county jails. To this end, MLEPAA has worked with the National Clearinghouse for Criminal Justice Planning and Architecture, LEAA funded consultants in Urbana, Illinois, to (1) conduct client projection surveys and (2) to recommend special designs for new or renovation projects for the county jails.

### *PROPOSED ACTIVITIES:*

- Provide the basis upon which to develop or improve county jails and assist in their implementation.
- Establish three to five pre-release centers for adult offenders to assist their re-entry into society and help insure their successful rehabilitation.
- Provide two Community Mental Health Correctional Specialists in the Mental Health Centers to serve adult correctional clients.
- Develop a screening and training program for potential volunteers for probation and parole activities.
- Provide two County Jail Coordinator positions.
- Establish Comprehensive Criminal Justice Services Pilot Project.
- Development of two new adult halfway houses.
- Provide in-service training for community-based and institutional correctional personnel.
- Provide for improvements in the identification/classification process at Women's Correctional Center with the services of a full-time psychologist.
- Provide adequate comprehensive rehabilitation/treatment programs at each correctional institution by means of additional counseling and recreational resources.
- Provide for correctional interns at the institutions, within Probation and Parole, the county jails and at community-based projects.

**Goal IV:**

To minimize the involvement of youth offenders in the juvenile and criminal justice system and reintegrate them into the community.

**SITUATION:**

Maine's Criminal Justice System is deficient in the delivery of juvenile services for both delinquent and pre-delinquent youth. Those services that do exist are very fragmented and in some cases are duplicative in effort.

**Objective #1:**

The initial efforts to reduce the frequency of delinquent behavior must be aimed at improving the structure and operation of the juvenile justice system in order that it may impact upon the somewhat disjointed spectrum of social services to provide the needed resources before a youth problem becomes a serious violation of law.

**ACCOMPLISHMENTS:**

For the past five years, MLEPAA has provided funds for Juvenile Aid Officers, School Liaison Officers and Youth Aid Bureaus within many police agencies. Provided funds for eight halfway homes for juveniles. Obtained a discretionary grant from the Federal Government for \$314,631 to conduct a comprehensive study of services that exist, determine the services that are needed and do not exist, and to recommend the best delivery of services system to children and youth. Established a Juvenile Justice Institute at the Criminal Justice Academy to provide training to all personnel dealing in youth services. Established three probation and parole diagnostic and evaluation units in Augusta, Lewiston and Portland.

**PROPOSED ACTIVITIES:**

- Provide 16 County Crime Prevention and Juvenile Delinquency Committees with effective information to assist them in their mission.
- Provide for the establishment of Youth Service Bureaus in two areas per year to furnish an alternative to police action in the case of juvenile offense.
- Provide training each year for 50 Juvenile Police Officers and others including probation and parole officers in special requirements related to the handling of juveniles.

- Provide at least two community-based juvenile centers per year as an alternative to training school commitment and for pre-release treatment following such commitment.
- Provide special training for 30 teachers per year in the schools to assist them in recognizing potential juvenile offenders and attempt to counsel and direct the individuals to appropriate care and treatment so that they do not become offenders.
- Establish an experimental, totally comprehensive approach to the prevention of juvenile delinquency in a one-county pilot project area which will integrate all the resources of a given area to impact upon the operation of the juvenile justice system, including the establishment of a court diversion program for juveniles.
- Provide diagnostic and evaluation data for the court and correctional agencies.
- Provide to both juvenile institutions, via the community, on a purchase of services basis, the psychiatric and psychological treatment capabilities required by their clients.
- Provide supportive services, on a need basis, to those juveniles coming out of the institutions.

#### **Goal V:**

To determine citizen support for the implementation of a Comprehensive Criminal Justice System.

#### **SITUATION:**

As noted in Goals I through IV, the system is not necessarily cohesive, and utilizing the National Standards and Goals as a mechanism, citizen support will be fostered to force a more responsive and effective system covering all of the elements.

#### **Objective #1:**

Inform the public through citizen conferences and other public information activities of the current status of the Criminal Justice System and more specifically, of its needs and deficiencies in providing the services which are inherent in the mandates of the several components involved, i.e., Police, Courts, Corrections, Juvenile Delinquency.

#### *ACCOMPLISHMENTS:*

During December 1973, Maine hosted its first major conference to begin addressing the National Standards and Goals. At a cost of \$20,000 from available resources, MLEPAA brought together approximately 325 people from all parts of the Criminal Justice System, both State and local, representing every area of the State.

In addition, representatives from various service organizations representing the citizen group of people around the State were included. The result of this first conference received the unanimous endorsement by the conference that the concept of Standards for the State was long overdue. The product of the conference was some 152 of the individual Standards that were found to be immediately "usable" with no major changes to Maine's law and other forms of legal authority being made, all aimed at improving Maine's Criminal Justice System.

#### *PROPOSED ACTIVITIES:*

- Provide the means for primary responsibility to be generated at the local level by utilizing Regional Planning Commissions.
- Recruit and establish a citizens committee to consist of local citizens un-involved in any immediate Criminal Justice Agency.
- Establish a list of specific area agencies with applicable studies conducted within each county.
- Supply to the citizen committees any technical assistance needed in:
  - 1) Setting up and maintaining periodic meetings.
  - 2) Interpreting existing studies.
  - 3) Visiting area agencies.
  - 4) Writing recommendations.
  - 5) Disseminating information.
- Cooperation in any feasible way toward the successful organization and operation of the citizens' committee.
- Identify recommendations which should and can be implemented as well as recommendations which cannot and the rationales behind them.
- Compare existing studies in all areas with existing State and National Standards to assist MLEPAA in developing its annual Comprehensive Criminal Justice Plan.

## PERSONNEL

### MAJOR POLICY:

TO PROVIDE THE STATE WITH QUALIFIED JOB APPLICANTS THROUGH THE ADMINISTRATION OF THE POSITION CLASSIFICATION AND COMPENSATION PLANS, EMPLOYEE DEVELOPMENT AND SERVICE FUNCTIONS, MAINTENANCE OF PERSONNEL RECORDS FOR ALL EMPLOYEES, AND ASSURANCE OF CONFORMANCE WITH ESTABLISHED PERSONNEL LAWS AND REGULATIONS, INCLUDING FEDERAL LAWS AND MANDATES.

### Goals:

To provide effective personnel services to all departments.

To provide effective development and utilization of human resources, through appropriate training programs.

To provide effective communication, interpretation and enforcement of personnel policies and procedures throughout the organization.

To provide leadership to all agencies in the adoption and maintenance of an Affirmative Action Program.

To reduce employee turnover rate.

To reduce absenteeism and sick leave abuse.

To work toward computerization of pertinent records.

### Objectives:

#### Administration

To provide leadership and general administrative support necessary for an effective personnel program.

To maximize cooperation between employees and management in decisions affecting both employee and citizen interests.

To provide those ancillary activities such as clerical support, payroll records, and personnel records management, necessary.

### Classification and Compensation Division

To provide a classification structure which insures equal pay for equal work.

To insure that State compensation plan is effective.

To support recruitment and testing efforts by providing accurate information on duties and responsibilities of positions.

To support the performance rating function by providing a clear definition of job skills and requirements by which performance is measured.

To minimize classification appeals.

To establish a scheduled program of position classification maintenance.

### Career Management Division

To provide qualified applicants for organizational manpower needs on a timely basis.

To insure equal public service employment opportunities for all segments of society.

To attract as many qualified candidates as possible into competition for State employment.

To maximize exposure of position vacancies.

To strive for minority population ratios in the State work force composition.

To validate all employment tests for objectivity, validity, and reliability.

To minimize grievances concerning working conditions.

To improve the capacity of employees to perform the duties to which they have been assigned.

To increase employee readiness to assume broader responsibilities.

To keep employees, management and the general public informed on public service philosophies and goals.

To develop and train employees to fill positions of higher responsibility.

To maintain or improve employee morale.

To reduce the time required to fill all vacancies.

To reduce time between initial application and final certification and selection.

To limit the time required to fill vacancies with no eligibility list to a maximum of six weeks.



## STATE DEPARTMENT

A policy statement for the State Department is not included in this edition of the State Policies Plan, as the office was undergoing a change of administration at the time of publication, and felt it unwise to set forth long-range policies for the incoming administration.

# TREASURY

## MAJOR POLICY:

TO RECEIVE AND DEPOSIT ALL STATE MONIES, PAY ALL WARRANTS DRAWN UPON THE STATE TREASURER, MAINTAIN ACCURATE RECORDS OF ALL RECEIPTS AND DISBURSEMENTS, ISSUE BONDS FOR FUNDING STATE PROGRAMS, PAY OUTSTANDING STATE DEBT AS DUE, CAREFULLY MANAGE AND INVEST THE WORKING CASH OF THE STATE, AND TO MANAGE STATE TRUST FUNDS.

### Goal I:

To improve the investment situation to provide more dollars which to invest, thus receiving the most monies possible from our idle funds.

### SITUATION:

The State of Maine budgets for planned expenses. These expenses, when due, are paid through the State Comptroller's Office and reported to the State Treasurer as an expense. Upon notification, the Treasurer allows for these expenses by providing funds in a bank to cover the manifest drawn.

### Goal II:

Various State Departments receiving checks for services rendered are having the checks returned from banks as protested items, causing a collection problem for the department involved. Each uncollected item represents a drain on the capital situation of the State of Maine.

### Objective #1:

To establish a working relationship with the Budget office so that knowledge as to the time of expenses be known in order to invest for those time periods, thus reducing idle cash, keeping monies invested for longer periods of time and increasing the earnings of the Treasurer's Office.

### PROPOSED ACTIVITIES:

- The utilization of proper and modernized techniques should produce up to \$4 million plus additional funds at the State's present cash level.
- To improve the present cash methods, which are outdated and cumbersome, disallowing successful and completely efficient, profitable results.

## Objective #2:

To establish a central processing center for checks returned from banks as protested items.

### *PROPOSED ACTIVITIES:*

- To designate a collection officer to investigate circumstances involving checks returned for reasons of insufficient funds, closed accounts, etc., and find a means of collection. A collection officer to be appointed by the Treasurer and serve as a state focal point for this project.

## Goal III:

To improve State contact with bond credit rating agencies, and coordinate information on the status of Maine's economy.

### SITUATION:

The State of Maine has not, to date, maintained any sort of personal contact with bond credit rating agencies such as Moody's and Standard & Poor's of New York. A file of all current financial activities of the State should be maintained as well as files on all proposed economic expansions in the State of Maine by businesses in the State. Updated information will be processed and stored in the Treasurer's office for periodic submission to these bond rating agencies. Prior to each bond issue this individual, with the State Treasurer should visit with rating agencies in New York to see to it that their files are updated and to express our intention to keep the doors of communication open.

### *PROPOSED ACTIVITIES:*

- To designate an individual to request and receive from departments and agencies data deemed pertinent to rating agencies to recover the State's triple A credit rating and once recovered maintain surveillance over same.
- To assemble from daily news media items concerning proposed activity in the industrial area, with the purpose being to forward same to rating agencies.
- To maintain records of the complete direct and indirect debt of State of Maine and to have on hand material relating to such debt and future proposed debt fundings. This material should be available to interested individuals upon request and appropriate comments concerning the debt situation as it relates to the State's credit rating should be available by this office.

- Consolidation of information to allow better communication on a one-on-one basis with credit rating companies to eliminate misunderstanding. Presently, many parties communicate with Moody's and their comments concerning this method is not favorable.







# AGRICULTURE

## MAJOR POLICY:

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

## Goal I:

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

## SITUATION:

The poultry, potato, dairy and fruit industries produce an income of around \$250 million a year. The State produces enough poultry, potatoes, milk and blueberries to satisfy its needs and much of the New England area. The number of farms in Maine is decreasing; the size of existing farms is increasing.

## Objective #1:

Maintain and increase research and development assistance.

## ACCOMPLISHMENTS:

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

The Cooperative Extension Service at the University has area or commodity specialists to serve commercial agriculture.

Effective animal disease programs have been developed. As a result of these, Maine is a brucellosis-free State. Typhoid has been eradicated, respiratory diseases have been controlled, and there is a disease-free chicken industry.

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





Another accomplishment is the use of infra-red detection of plant diseases.

The 106th Legislature enacted legislation providing for collective bargaining between groups of agricultural producers and their purchasers/processors to assure a stable economy and fair prices.

*PROPOSED ACTIVITIES:*

- Cooperate with Federal programs in order to make it economically feasible for farmers and agri-business enterprises to remain in business.
- Continue to make the service of an additional agricultural engineer available for Maine farmers who need one.
- Explore new areas of agriculture such as organically grown meat and vegetables.
- Maintain and increase research facilities of the Agricultural Experiment Station.
- Give more emphasis to cooperative structures to aid existing farm units.
- Promote increased production of agriculture through the selection, growing and dissemination of superior strains of plants, animals, and poultry.
- Support conservation and improvement of the soil and crop land of the State.
- Work for the adaptation of various new agricultural and horticultural products to the soils and climate of the State.
- Continue Department of Agriculture efforts to detect, prevent, control, and eradicate plant, animal, and poultry diseases of all kinds.
- Explore the feasibility of State guarantees of commercial loans to farmers for necessary new equipment and facilities.
- Provide research and development efforts on corn for grain in southern and central Maine.
- Continue efforts to develop a supplemental crop for Aroostook County.
- Continue feasibility studies and developmental efforts on small grains (barley, wheat, oats).
- More fully utilize potato waste and by-products as a livestock feed.
- Continue to study sugar beet production.

## Objective #2:

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

### *ACCOMPLISHMENTS:*

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

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

### *PROPOSED ACTIVITIES:*

- Provide continued opportunities for improving farm management through seminar courses and technical papers.
- Explore programs of scientific, technical, economic, and statistical research relating to agriculture in Maine.
- Continue economic and statistical studies within the Department of Agriculture.

## Objective #3:

Continue research assistance, and technical support to the dairy industry.

### *ACCOMPLISHMENTS:*

Because of improved rations and better management practices 1,500 commercial dairy farms in Maine produce \$40 million worth of milk, enough for Maine and a portion of the Boston market. Production per cow has increased substantially, and 75% of herds are now artificially bred. Guidelines have been established by the University and State agricultural organizations for the proper disposal of manure on the land.

### *PROPOSED ACTIVITIES:*

- Conduct additional applied research by the University in the areas of milk quality, production and feeding of native grains, etc.

- Expand University of Maine animal diagnostic service for large animals.
- Research for means to assist dairy farmers in purchasing new, necessary capital equipment.
- Actively seek means to ensure orderly marketing of milk under changing marketing conditions.
- Continue and strengthen measures to assure production, processing and distribution of high quality milk and milk products.
- Maintain and expand educational and promotional programs designed to increase the use of dairy products.
- Continue research and education programs to minimize pollution from manure.
- Continue and expand efforts to institute modern business management techniques in the dairy industry.

#### Objective #4:

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

#### *ACCOMPLISHMENTS:*

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

#### *PROPOSED ACTIVITIES:*

- Encourage poultry contractors and processors to consider longer-term production contracts to increase the security needed in order to increase ability to borrow money on a long-term basis.
- Gain more favorable feed grain transportation rates.
- Continue efforts to find a solution for disposal of poultry processing wastes which are presently a pollution problem.

- Continue extension programs to keep poultry farmers informed.
- Utilize the Cooperative Extension Service and State research resources in determining the feasibility of alternative industries to replace poultry farming in areas where it becomes uneconomical to produce poultry products.
- Increase grain storage facilities in order that an emergency stockpile may be acquired.
- Continue research on handling and utilization of poultry manure.

#### Objective #5:

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

#### *ACCOMPLISHMENTS:*

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

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

#### *PROPOSED ACTIVITIES:*

- Continue research to help determine the kind and extent of potato processing activities that should be developed in Maine.
- Encourage early shipments and high quality fresh potatoes.
- Encourage processors of off-grade potatoes to locate in Maine so that farmers can obtain more than starch factory prices for these potatoes.
- Become more selective in grading for fresh market.
- Identify, through study, a marketing strategy to maximize returns, and expand the geographical area for marketing Maine potatoes.
- Support the potato breeding program in developing varieties particularly suited for the Maine industry.
- Continue to expand research in production technology.

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

#### Objective #6:

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

#### *ACCOMPLISHMENTS:*

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

#### *PROPOSED ACTIVITIES:*

- Preserve the facilities in Easton for refining sugar.
- Make a concerted effort to restore production of enough sugar beets to adequately operate the refining plant.
- Provide for the processing of cane as a supplement to raw beets.

#### Objective #7:

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

#### *ACCOMPLISHMENTS:*

Agricultural industries such as peas, corn, beans, fruits, and grain have all benefited from new technology. The blueberry industry has been helped substantially by the use of insecticides and pesticides to improve blueberry yield. New controlled atmosphere storage facilities have been developed for apples.

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

A beef industry feasibility study has been completed by the University, demonstrating that beef production in Maine is now economically feasible.

*PROPOSED ACTIVITIES:*

- Give more encouragement to the use of new technology to the minor crops in Maine.
- Study methods of protecting crops by non-chemical insecticides and pesticides.

**Goal II:**

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

**SITUATION:**

Maine is located adjacent to the largest population center in the United States, offering farmers of the State a highly important market potential. One of the problems facing the agricultural producer in Maine is intense competition in quality and cost of production with those of other producing areas. Maine potatoes are not distributed west of the Mississippi, while producers from the western part of the country have markets in the east. Maine poultry products face vigorous competition from the mid-Atlantic and Southern regions.

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

**Objective #1:**

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

*ACCOMPLISHMENTS:*

A Governor's Export Committee has been established to develop new export markets for Maine products. The "Maine Products Show Afloat" is a project in which Maine products travel to foreign ports on Maine Maritime Academy cruises, in an attempt to open new markets.

Also, the Maine Potato Commission advertises Maine products in all areas of the country east of the Mississippi. Representatives attend and set up displays at all agricultural and produce shows around this area. They also produce television advertising for Maine products.

*PROPOSED ACTIVITIES:*

- Continue emphasis on quality for all Maine products.
- Increase investment programs and facilities to strengthen marketing activities.
- Assist in placing Maine potato and poultry producers in a more competitive economic position with producers from other States.
- Develop an export market for agricultural products through state efforts, and by taking advantage of Federal programs.
- Continue to expand agricultural market research to include means for market expansion, and reduction of transportation costs.
- Encourage more widespread use of Maine grades for all commodities.

*Objective #2:*

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

*ACCOMPLISHMENTS:*

The Maine Department of Agriculture is associated with a federal marketing program, and the USDA Foreign Trade Program. Through these programs Maine products travel to food fairs around the world. The Department and the University of Maine Cooperative Extension Service are involved in market research, to help producers to know when and what to produce, and where the best markets are. Also, full-time potato marketing specialists are employed by the Extension Service. The Dairy and Feed Council was established to provide education and marketing information. Also various industry supporting tax programs have been initiated for particular products. The 105th Legislature established a program to require the licensing and bonding of potato dealers and brokers.

*PROPOSED ACTIVITIES:*

- Create a program that will give growers an incentive for early shipment and quality packing of all agricultural products.
- Provide a large storage and packing facility, preferably in a central location.



- Explore state support in guaranteeing commercial loans for the construction and equipping of modern storage and packing facilities.
- Assist in finding new methods of marketing products for Maine farmers.
- Continue to provide for the grading and inspection of products to assure that the producer, handler, and processor of Maine farm products maintain standards of quality, purity, and sanitation and exhibit truth and honesty in labeling and grading products offered for sale.

### **Goal III:**

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

### **SITUATION:**

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

Farmers, specifically potato and poultry producers, suffer from the periodic breakdown of rail service, truck shortages, severe weather conditions, and fragmentation of rail lines to major eastern markets. Many of these problems are due to Maine's geographic location, but some are due to higher mileage rates, especially those pertaining to grain.

### **Objective #1:**

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

### **ACCOMPLISHMENTS:**

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

The newly created Maine Department of Transportation has assumed primary responsibility for the State's transportation system, and for improving service, including that for agricultural products.

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

*PROPOSED ACTIVITIES:*

- Encourage additional truckers to haul Maine potatoes, particularly during peak shipping periods.
- Expedite procedures to make it as convenient as possible for agricultural carriers to operate in Maine.
- Continue efforts to obtain equitable rail freight rates on grain coming into the State.
- Cooperate with industry groups in efforts to secure multi-car and unit train service on grains shipped into the State.
- Continue studies and efforts to develop alternative modes of transportation for grains, or more economical combination modes, such as water-rail.
- Work to strengthen the total transportation system in Maine.

## COMMERCE AND INDUSTRY

### MAJOR POLICY:

TO STIMULATE AND ASSIST ECONOMIC AND SOCIAL DEVELOPMENT ACTIVITIES AND PROCESSES WITHIN THE STATE OF MAINE TO IMPROVE THE QUALITY OF EMPLOYMENT FOR ITS PEOPLE AND THE QUALITY OF LIFE IN ITS COMMUNITIES.

### Goal I: :

Stimulate the creation of job opportunities and increased real per capita income in Maine by encouraging and assisting the expansion and improvement of both new and existing economic activities within the State.

### SITUATION:

During the 1970's, about 140,000 Maine residents will be searching for a job. If the current job creation rate of only 5,300 new jobs per year continues to the end of the decade, rather than the needed 12,000 per year, over 40,000 Maine residents will be forced to leave the State to seek employment. Not only is an insufficient number of new jobs created in Maine each year, but the average income tends to be considerably less than the New England and United States averages. During 1973, the per capita annual income in Maine was \$920 lower than the average for New England as a whole, representing a substantially lower standard of living for Maine residents and a \$93 million loss in state tax revenue.

### Objective #1:

Foster the improvement of all aspects of Maine's existing economy, with special emphasis on the manufacturing and service sectors so that the per capita income gap between Maine and New England and the annual new job opportunity deficit is significantly reduced.

### SITUATION:

In Maine, 80% of manufacturing firms employ less than 50 workers. These plants generally are characterized by low average gross wages, financial weakness and low profit margins and little potential for expanding and creating new jobs.

## ACCOMPLISHMENTS:

District Offices. The Department of Commerce and Industry has established, with the assistance of federal funds, offices in each of the eight defined economic districts. Each office is supervised by a district coordinator, who serves as a field extension agent for departmental activities and services to local businesses and communities.

MGA Support. DCI analysis contributed to passage of legislation which merged the Maine Industrial Building Authority and Maine Recreation Authority into the Maine Guarantee Authority, and established the Community Industrial Building Program. Under the relevant statutes, DCI is charged with the promotion of community industrial buildings and to work closely with the MGA on the planning and financing of industrial and recreational projects.

Metric Conversion. The Maine Metric Committee which is under the chairmanship of the Commissioner of DCI and whose members were appointed by Gov. Kenneth M. Curtis, was established to educate Maine manufacturers and the general public in the necessity of metric conversion. Every major industrialized country in the world except the United States has adopted the metric system. Congressional legislation has been slow in coming, even though it is recognized as a "must". Several states currently are using some form of the metric system, whether it be in land description, transportation, aid to industry or textbook education. A continuing education program is in progress at this time.

Geographic Code System. DCI has participated with the State Planning Office to design and develop a standard geographic code for all Maine minor civil divisions. This system, incorporating a unique five-digit code number for each town, was designed to enable all State agencies to record their data in a standard manner and thus facilitate its retrieval for evaluation and analysis.

The New England Economic Project (NEEP). DCI has become a member of NEEP, a non-profit corporate organization of New England banks, utilities and government agencies. Through NEEP, the department has access via remote terminal to a large regional and national economic data bank and the world's largest time-share computer for economic analysis. Membership in NEEP has allowed DCI to expand its business index and to initiate development of a realistic Maine population employment forecast model.

Population Employment Model. DCI has initiated development of an interactive mathematical model that will project future population in relation to the current changes in employment, birth and death rate, and related events in Maine. The development of this model has been made possible by DCI's membership in NEEP.

Business Index. DCI has developed a comprehensive business index based on sales tax data processed on the NEEP computer. The business index and its associated data processing routines allows monitoring and forecasting of business trends in each of the eight economic districts and the state as a whole.

Land Use Tax. DCI is a member of a special committee created by executive order to monitor the research and development of a land use tax system in the State of Vermont. DCI is directing the technical evaluation of this effort to derive a local tax system based on land use which would be a substitute for the traditional property tax system.

Economic Data Book. During fiscal year 1974, the Department published the fourth edition of the Maine Economic Data Book. The series, begun in 1969, was created to provide basic economic data concerning the State of Maine in order to assist decision-makers in business and government with a single comprehensive source of reference information.

Mark Mainers Program. In 1969 DCI established the Mark Mainers, a group of business leaders who voluntarily assist the department in its efforts to stimulate economic development in Maine by contacting out-of-state business leaders during their own business trips, entertaining and hosting out-of-state business leaders who visit Maine, participating in trade shows and missions and other helpful activities.

Facts About Industrial Maine. "Facts" is published primarily for the benefit of the business-person who has an interest in the State of Maine. Intended as an introduction to the State, it is composed of twenty-six topical discussions (data sheets) dealing broadly with a profile of the Maine economy and the essentials of doing business in the State. "Facts" has been updated and revised twice since the first edition was published in June of 1972, and all data sheets are now updated on a six-month rotating schedule in order to keep the publication current at all times.

Newsletter. The Department has doubled the size of its monthly newsletter--to an average of 16 pages--while simultaneously reducing its overall cost through careful policing of the mailing list and by obtaining a second class mailing permit instead of bulk mailing permits used by most state publications. The expanded format provides sufficient space for the broad spectrum of information needed by the business community and has also created increased demand for the publication from both in-state and out-of-state interests.

Advertising. The Department, using both in-house capabilities and the contractual services of advertising agencies, administers the State's advertising program for newspaper, radio, television, billboard and trade media to attract tourists and industry to Maine. Programs are specifically designed to encourage participation by Maine business interests and thus enlarge the total impact of the program on the State's economic progress.

Publicity. The Department prepares and distributes to appropriate media news releases consistent with requirements of the business community to be informed of developments relating to the economy of the State of Maine.

Literature. The Department's 28 vacation travel information brochures have been revised and their number reduced to 20 based on consumer interest shown over the years. Nearly 1.5 million of these planners were prepared for distribution. Various other Departmental brochures and publications have been revised to reflect changing needs and interests. Concurrently, new publications are developed and produced for both existing and anticipated requirements.

Public Relations. The DCI Promotion Division continues to provide publicity, news, and general promotional support to such Department-sponsored programs as the Mark Maine Committee, outdoor and travel writer visitations, industrial and tourism seminars, Maine Community Betterment activities and the Annual Business Development Conference and Exhibition. The Department also provides support for similar activities by other state agencies upon request.

Audio-Visuals. Audio-visual programs on a broad spectrum of industry and commerce related subjects are produced by the Department and presented to interested audiences both in and out of the State. Programs are revised to reflect the changing economic climate resulting from the introduction of new factors such as the energy crisis, etc. The Department also maintains a library of sound films which are distributed throughout the United States. Within personnel and budgetary limitations, DCI also maintains photographic files in both black and white and color to accomodate requests from both in-state and out-of-state media. Fund limitations have severely hampered efforts to both update and replenish current stocks in the Department's photographic support activities.

Graphic Arts. In addition to providing in-house graphic arts support needed to meet its own needs, such as brochures, bulletins, slide shows and newsletters, the Department also provides material for various exhibits including the annual Maine Maritime Cruise and other events compatible with the promotion of Maine's economy.

#### *PROPOSED ACTIVITIES:*

- Continue the economic district office program as the prime means of encouraging and fostering state-level economic and community development assistance to communities and business.
- Continue and strengthen the "Mark Maine" voluntary program of more than 250 Maine business, financial and community leaders, especially on the district levels.

- Continue to develop the population=employment model and other related economic indicators and indexes.
- The Department proposes to develop and implement, with the cooperation of the Department of Educational and Cultural Services, a positive information and education program for presentation at the secondary and upper elementary levels. This program will include a series of audio=visual presentations on what Maine has to offer in the way of meaningful opportunities and challenges for its young people. Keyed to the general theme of "What's Right With Maine", the programs will be designed to combat negativism and to inform young people about what Maine has done, is doing, and plans to do to provide a better life for all its people.
- Submit legislation to allow 5% of the Maine Retirement Fund to be invested in capital investment loans to small Maine businesses. Such loans would be 100% guaranteed by the federal government and would yield an interest rate of approximately 11%.
- Submit legislation to create a training fund which would be used to provide up to one-half of a trainee's wage while he is being trained for immediate employment with an eligible firm that locates in Maine.
- Seek federal financial and technical assistance to fully implement conversion to the metric system in Maine as a pilot project for national conversion.
- Continue the compilation of current socio-economic data concerning the entire State of Maine.
- Define a set of economic areas within the State which will serve as a barometer or statistical unit reflecting traditions and trends (economic, social and environmental) at a localized level.
- Continue to closely monitor the development of a land use tax in the State of Vermont to determine its applicability in the State of Maine.
- Continue membership in the New England Economic Project (NEEP) which provides remote access to the world's largest time-share computer and a national and regional data bank.
- Prepare selected proposals for specialized research and analysis projects financed by federal funds.
- Conduct specially designed familiarization programs for tour operators, travel agents and free lance vacation-travel writers to acquaint them with the resources, facilities and attractions of the State of Maine.
- Develop an effective audio=visual program for producing film and slide presentations promoting Maine as an attractive location for industry and vacation travel.

## Objective #2:

Foster the continuing vitality and economic contribution of Maine's traditional industries, including those related to vacation-travel and international markets, by recognizing characteristics of, and changes in, these industries to be able to provide timely assistance adapted to these trends as they occur.

## SITUATION:

Many of Maine's smaller traditional industrial firms do not have the resources to adapt to changing trends in technology, product demand or markets, yet adapting to these changes is essential to allow expansion and improvement of current operations.

## ACCOMPLISHMENTS:

Project Woodchip. The final report on the feasibility of establishing an integrated forest products manufacturing complex in Aroostook County was issued in July, 1973. The basic concept of Project Woodchip is the encouragement of a greater degree of systems integration into the operating processes, and of horizontal and vertical integration into the management policies, associated with Maine's forest products industry. The overall objectives are to: (1) achieve a more efficient utilization of Maine's available forest resources, (2) maximize value-added within the State of Maine, and (3) provide a stabilizing effect in an industry traditionally characterized by many small, single product, single specie firms. This project, now known as Woodchip I, was a singularly successful effort because the technical analysis not only showed the basic concept to be feasible, but also led to a decision to construct such a complex in Ashland even before the final report was published. The proposed complex anticipates a capital investment of \$17-million and would employ 215 people initially and approximately 500 when fully implemented.

Maine Metal Products Industry. Continued support and assistance was given to the Maine metal industry through the co-sponsorship of an annual business development conference and exhibition with the Maine Metal Products Association. The conference attracts buyers and purchasing agents from all over the northeast and generates new business to participating Maine firms. In addition, out-of-state field trips with representatives of the metal products industry were carried out during the year to three of New England's major prime contractors, General Electric, Raytheon and Western Electric. New business for Maine firms was developed from each of these trips.



Exporter's Guide. In early fiscal year 1973, the Department authored and published a new fifty page exporter's guide booklet prepared in a "how-to" format designed to encourage and assist Maine manufacturers to increase sales by exporting more of their products to foreign markets. Due to continued steady demand, a slightly revised second printing was published in mid-fiscal year 1973.

Joint Ventures-Licensing. A survey of Maine industry was taken to determine interest in participating in joint ventures or licensing agreements with foreign firms. Approximately 110 Maine firms were listed in this compilation which has been used as a marketing tool for the DCI's Japan and European reverse investment missions.

Export Conferences and Seminars. To encourage increased export of Maine produced goods the Department conducted a number of conferences and seminars including, the Governor's Conference on Exports and Export Financing; the Bangor Cargo Conference; the St. Francis College Conference on Exports; and Foreign Trade Seminars held in Bangor, Waterville, Lewiston and Portland.

Governor's Export Expansion Committee. This program, designed to coordinate the foreign trade activities of the various state agencies, has been re-activated. The committee, chaired by DCI, is composed of the departments of Agriculture, Forestry, Transportation, Marine Resources, Commerce and Industry and the Sardine Council. The committee annually publishes a Maine Export Directory, designed to inform overseas buyers of products presently exported from the State.

Maine Maritime Academy Cruise. This promotion program was expanded to include manufacturers in a cruise to Europe in 1974. Maine manufacturers visited Scotland, Finland, Belgium and Russia during the trip. Coordination with the United States embassies and consulates abroad provided business contacts and prospects for the products displayed. Approximately 10,000 people visited the ship during this cruise, and a number of Maine manufacturers are presently conducting correspondence with prospective customers.

Exporting Assistance. The Department has continued to provide day-to-day assistance to Maine firms by handling individual requests for information and providing guidance on exporting procedures. DCI maintains contacts with United States embassies and consulates, foreign chambers of commerce, and United States trade centers to obtain timely information on exporting opportunities. In addition, many Mark Mainers assist while traveling abroad by making contacts with foreign firms, embassies, and consulates.

Tourism in Maine. Fiscal year 1974 saw the completion of a comprehensive analysis of the relative costs and benefits of Maine's vacation-travel industry. Although this unique research effort was sponsored by the Maine Vacation-Travel Analysis Committee, the study resulted from a proposal submitted to the 105th Legislature in November 1971 by the Research and Analysis Division. The director of the division served on the committee as its technical advisor, and staff members of the division have been closely associated with the analytical work throughout the conduct of the study.

Tourism in Northern New England. In July 1973, the Research and Analysis Division initiated an 18 month project to implement a Northern New England Vacation Travel Analysis System (NNEVTAS) in cooperation with the states of New Hampshire and Vermont. The objective of this project, funded by the United States Travel Service, is to design, develop and implement a system for the continual monitoring, analysis and reporting of vacation travel in each of the three northern New England states in a uniform manner.

Maine Tourism Indicators. In response to a long established need and the recent potential problems raised by the energy crisis, the Research and Analysis Division developed a timely index which utilizes readily available existing data sources to provide a series of four basic indicators of tourism in Maine. These four basic indicators, coupled with the results of other independent research efforts, allow the calculation of the total estimated economic impact of tourism.

Crafts Industry Survey. In response to a planned commitment by the Department to provide assistance to the development of the crafts industry in the State of Maine, the Research and Analysis Division conducted a three month investigative study of the industry - its present characteristics, structure and socio-economic potentials. The study focused on an informal survey of various existing craft groups as well as individual craftsmen and small businesses. The investigation provided a much clearer picture of the problems, needs and concerns of craftsmen on an individual as well as collective basis.

DISCOVER AMERICA. A broadly based advertising and promotional campaign was implemented to improve Maine's vacation-travel industry. Launched in response to the energy crisis, this ongoing program entails television, radio and newspaper advertising in major New England and Canadian market areas urging people to spend their vacations in Maine.

#### *PROPOSED ACTIVITIES:*

- Continue to inform and encourage Maine business people through personal and general communication to seek more efficient plant and equipment and upgrade labor skills to strengthen individual company economic structures.
- Continue to sponsor foreign trade seminars to encourage and educate the business community regarding international trade mechanisms and potentials.
- Implement procedures for conducting an input-output analysis of Maine industry to determine supplier, market and energy inter-relationships among Maine firms.
- Conduct an analysis to determine the feasibility of establishing a second Woodchip-type integrated forest products manufacturing complex in Maine.

- Implement a program to provide technical, informational and management services assistance to the development and expansion of Maine's emerging crafts industry.
- Conduct a survey of existing convention and meeting facilities and capabilities within the State of Maine to assist promotional efforts geared to this important tourist market.
- Continue the recently developed system for monitoring and disseminating information on the current trends in tourism activity in the State of Maine.
- Prepare and sponsor proposed legislation to improve the business and investment climate in the State of Maine and/or the creation of new and expanded job opportunities.
- Planning is underway for a Maine products show aboard the Maine Maritime Academy's training vessel in 1975. The Caribbean area is being considered for ports of call. Maine manufacturers will be contacted regarding participation.
- A foreign trade/marketing newsletter will be established to provide trade leads, joint venture prospects, marketing information, and present trends in export activity to Maine firms. A trader report will be distributed on an "as required" basis. This report is a necessary item to get inquiries out to manufacturers immediately.
- Continue past programs of personal assistance, dissemination of foreign trade leads, trade expansion seminars and conferences, and promotion of Maine as a place for foreign firms to locate a manufacturing facility.
- Expand marketing assistance activities to include domestic marketing primarily to Maine firms which do not have the capability to market their products to regional and national customers.
- Implement a special promotional campaign to expand four-season and off-season vacation-travel by advertising and publicizing Maine as a site for conventions and seminars.
- Establish a closer liaison and working relationship with various vacation-travel organizations in promoting Maine as a four-season vacation state.
- Provide support for the further development of off-season vacation travel by continuing efforts to develop package tours and mini-tours on both a statewide and regional basis.

### Objective #3:

Foster the introduction of non-traditional industries to the State of Maine by being aware of national and world trends in these industries and publicizing the desirability and feasibility of Maine as a location for operations and capital investment.

### SITUATION:

Many new jobs in Maine's current labor force have been created by the introduction of products and operations that did not exist a few years ago. Encouragement of this non-trend development must be continued to insure similar new employment opportunities for the future.

### ACCOMPLISHMENTS:

Project Triangle. Project Triangle, which concerns the Portland-Lewiston/Auburn-Brunswick triangle area, examined the feasibility of establishing an integrated industrial complex composed of industries which are inter-related through raw material requirements or marketing channels or any combination of these. The study revealed that the concept was realistic and that the complex would be best located about midway on a line between Portland and Lewiston/Auburn. The analysis revealed that there were 12 specific types of industries that are especially suitable for location in the triangle area.

Foreign Trade Zones. In conjunction with the Governor's Office, Maine Department of Transportation, and the cities of Portland and Bangor, DCI is coordinating plans for foreign trade zone applications at Bangor and Portland. DCI believes that foreign trade zones in these areas can provide enormous economic benefit to each city and to the entire State.

Pen Bay Port Development. A land, sea and air "transportation corridor" extending from Searsport to Bangor has been analyzed to capitalize on the assets of Searport's deep-water capability and Bangor International Airport. This was sponsored by the New England Regional Commission with DCI as coordinator.

### PROPOSED ACTIVITIES:

- Evaluate the results of Project Triangle to determine alternative ways in which the recommended complex might be implemented, such as via a private development, a community development corporation, or even by a regional development authority which could be established especially for this purpose.

- Continue to assist Maine cities in preparing and submitting formal applications to the United States government to establish foreign trade zones at Bangor and Portland.

#### Objective #4:

Foster the expansion of Maine's overall commercial and industrial base by actively soliciting and assisting individual firms to establish or expand their activities in the State of Maine.

#### SITUATION:

New jobs in Maine can be created by both expanding existing firms and by soliciting new firms to locate their operations in the State. Facilitating the latter process is a complex activity and requires the application of special skills and information on both a statewide and local basis.

#### ACCOMPLISHMENTS:

Select Industry Program. The Select Industry Program represents a thorough revision of the Department's earlier "Twenty-six Industry Program". Industrial data which became available during fiscal year 1973 was used to develop an improved technique of isolating those growth industries for which Maine had more to offer in terms of future profitability than most states. A list of firms representing these industries is provided by the Department to communities interested in soliciting these individual firms to move or expand into Maine.

State of Maine Ship. Construction of three exhibits for display aboard the maritime training ship, "State of Maine", during its annual cruise to foreign ports. Exhibits featured Maine investment and trade opportunities, tourist attractions and a New England cultural and economic profile. The latter exhibit was created with funds supplied by the New England Regional Commission.

Industrial Growth. DCI carried out extensive solicitation efforts in conjunction with local development organizations, both within and without the State, to attract new capital investments and job opportunities for Maine people. While the major out-of-state market concentration occurred in the northeast, New England, New York, New Jersey and Pennsylvania, follow-up on contact calls was made to several other states. Contacts were developed through direct mail and national advertising programs. During the year, 24 new manufacturers announced locations in Maine with 45 existing firms expanding. Total estimated new jobs amounted to 5,144.

Community Profiles. The Maine community profiles, created by the Department several years ago, are four-page, printed abstracts, each describing a community's basic economic, demographic and social characteristics. The data for these profiles is gathered by the Department from various public and private sources, including community leaders. The profiles are used both by the Department and the communities themselves, primarily to describe to industrial prospects the community's suitability as a location for new industry.

Maine Promotion Matching Fund. The DCI experimental \$48,000 matching fund program, established to encourage local participation in the promotion of vacation-travel and industrial projects, has generated some \$160,000 in local promotion projects within the State's 16 counties. This represents 60 individual projects, equally divided between tourism and industrial promotion with DCI's share set at \$45,000. The \$3,000 balance currently remaining in the fund will be offered to statewide promotion groups and can be expected to generate an additional \$10,000 at this level. Orientation meetings were held in each of Maine's eight economic districts to familiarize DCI district coordinators, chamber officials and county representatives with the requirements for obtaining matching funds. Follow-up meetings at which individual projects were evaluated for approval were also conducted by staff members.

Training. A community development training program for non-elected state and municipal officials was implemented by the Department with the assistance of a federal grant. Seven courses, covering such subjects as plumbing control, taxation law changes, community public relations and housing code enforcement, were presented to over 1600 participants.

#### *PROPOSED ACTIVITIES:*

- Expand and strengthen the MCB program by encouraging additional communities to participate in its activities, adding a mechanism for the exchange of information and experiences among communities and expanding the annual awards competition.
- Establish a public speakers service to provide communities and local service and civic organizations with speakers knowledgeable on a variety of development and betterment topics.
- Expand the matching fund program to provide more and broader financial support for industrial and vacation-travel promotion efforts by local and regional interests.
- Continue to promote community industrial buildings in conjunction with the Maine Guarantee Authority's CIB Program.

**Goal II:**

Stimulate local economic and social development by guiding and assisting citizens in their efforts to improve the quality of life in their communities.

**SITUATION:**

Maine communities and their inhabitants are changing constantly. The changes are sometimes almost imperceptible, but over a period of time the cumulative effects, positive or negative, become very noticeable. Time alone takes its toll on the facilities, services and institutions which make up a community. Economic conditions constantly change, as evidenced by the long range alterations in Maine's basic manufacturing and service industries. Economic changes also directly affect the ability of urban and rural communities to provide services for which its citizens pay. Experience indicates that citizens of a community can control their community's economic and social direction, but control and direction is not acquired without stimulation, organization and considerable effort.

**Objective #1:**

Encourage citizens to undertake the improvement of existing community economic activities, facilities, services and environmental conditions.

**SITUATION:**

Many Maine communities are characterized by a lack of adequate housing, public transportation, sewage disposal systems, fire and police protection and employment opportunities.

**ACCOMPLISHMENTS:**

MCB Program. A Maine Community Betterment Program has been developed and implemented by the department to encourage local government, business leaders and community residents to participate in a joint effort to improve their communities. The MCB Program, which has received national recognition, currently has an enrollment of 107 Maine communities, who participate in an annual achievement awards competition.

Bangor Growth Center Project. DCI administered a large, two year, \$1.4 million program funded by the New England Regional Commission to stimulate economic development in the Bangor Growth center area. A total of 23 separate projects were implemented covering a wide variety of activities such as public facilities construction, on-the-job training, feasibility analysis, market development, trade expansion, and tourism and crafts development.

Japan Reverse Investment Presentations. Comprehensive presentations of Maine's development opportunities were given to the Japanese Ambassador to the United States, the Japanese Consul General of New York, JETRO (Japan External Trade Organizations) and to the four largest Japanese trading companies.

Japan Reverse Investment Mission. Maine participated with 37 other states for a National Association of State Development Agencies/U.S. Department of Commerce organized visit to Japan to solicit Japanese firms to invest in Maine. Seven Mainers, three of whom were Mark Maine members, participated. Of 800 firms which attended these seminars in Japan, an estimated 100 promising prospects were met, 25 being classified as solid Maine prospects. Several Japanese firms have since visited Maine for further exploratory discussion. As a result of this mission, a part-time consultant was hired in Japan to assist in our follow-up program and act as a listing post for future business prospects.

Germany and Switzerland Reverse Investment Symposium. This symposium in Europe indicated strong investment interest on the part of the German and Swiss companies toward the United States. Four hundred and twenty five (425) firms were represented in Germany and 80 in Switzerland. Serious correspondence is presently being conducted with several of these firms. Due to the strong investment interest in Western Europe, a part-time representative was hired to assist in our follow-up efforts and to represent Maine's export interests in Europe. Mailings and further presentations are currently being conducted. Sufficient interest has been created for several companies to visit Maine in 1974.

#### *PROPOSED ACTIVITIES:*

- Maine has joined with the other New England states to plan and develop a regional program to promote expansion of foreign exports and reverse investments. This federally funded project has established an office at the New York World Trade Center, will have an office in a major European city and will sponsor a trade/reverse investment mission to Europe in 1975.
- Update the existing Select Industries Program, using recently issued federal data to identify specific kinds of industries particularly well-suited for operating in Maine.



## Objective #2:

Encourage citizens to recognize and be aware of current and potential changes in the character and traditions of their communities and to adopt local safeguards to ensure orderly development.

## SITUATION:

There is a need for Maine community residents to be more aware of the ever changing demands upon their social, economic and cultural environment and, correspondingly, to develop improved practices concerning community planning, land use controls and housing and building codes.

## ACCOMPLISHMENTS:

UMO Seminars. In conjunction with the University of Maine Department of Agriculture and Resource Economics, the DCI presented a day-long seminar to town managers and selectmen dealing with planning for community betterment.

American Revolution Bicentennial. The DCI and the American Revolution Bicentennial Commission have agreed to coordinate their efforts concerning their respective community betterment projects. MCB Program Community Committees are being encouraged to serve as official local Bicentennial Committees, and those doing so will be authorized to display a special bicentennial star on their MCB roadside signs.

## PROPOSED ACTIVITIES:

- Concentrate efforts on selected issues facing a number of communities to provide a more complete utilization of total program resources.
- Provide mechanisms to coordinate and inter-relate the local plan components with the regional plan on a continuing basis.
- Provide a format for the integration of development proposals with overall physical planning for the community.

## Objective #3:

Encourage the adoption of relevant, innovative approaches to local community planning and development.

**SITUATION:**

There is a need for more widespread understanding and recognition of non-traditional approaches, such as regional administrations, community development corporations, and councils of government, to the solution of various community betterment problems, such as solid waste disposal, industrial development, health care and police protection.

**ACCOMPLISHMENTS:**

Public Affairs Leadership Program. DCI participated in a training program conducted by Pennsylvania State University to provide community leadership training to residents of rural communities. DCI and UMO are jointly evaluating this project to determine its applicability and potential in the State of Maine.

**PROPOSED ACTIVITIES:**

- Continue to work with Penn State University and to assist the UMO to implement a rural community leadership training program in the State of Maine.







## EDUCATIONAL AND CULTURAL SERVICES

### MAJOR POLICY:\*

PROVIDE COMPREHENSIVE EDUCATIONAL PLANNING AND LEADERSHIP SO THAT HIGH QUALITY EDUCATIONAL SERVICES WILL BE AVAILABLE TO ALL MAINE PEOPLE, RELATING THOSE SERVICES TO OTHER SOCIAL, ECONOMIC, CULTURAL AND GOVERNMENTAL PROGRAMS AND ACTIVITIES. SERVICES SHOULD BE DESIGNED SO THAT EACH INDIVIDUAL CAN RECEIVE THE KNOWLEDGE, UNDERSTANDING AND TRAINING TO BECOME A SELF-RELIANT, PRODUCTIVE AND SATISFIED CITIZEN. THE SERVICES SHOULD BE ORGANIZED AND DELIVERED SO THAT INDIVIDUALS MAY CONTINUE LEARNING THROUGHOUT LIFE IN ORDER TO BE ABLE TO COPE WITH CHANGE.

### Goal I:

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

### SITUATION:

In the fall of 1973, there were 245,926 pupils enrolled in Maine public schools and 16,456 in private or parochial schools. The public school enrollment has increased 17.1 percent in ten years. 26.7 percent of the entire population of Maine is enrolled in the state's elementary and secondary schools, with 94 percent of these students attending public schools. 79.4 percent of ninth grade pupils remained in school to graduate from high school in 1973.

Some Maine school units are too small to be run efficiently and effectively. Some are still unresponsive to the needs and interests of the students - as reflected in the dropout rate and the relatively low rate of those extending their education beyond high school.

Special education services are expanding with the mandate of Chapter 404, RST 20. All exceptional children between the ages of 5 and 20 will have to be provided for. This will require expansion on all educational fronts. There is a definite shortage of trained personnel in all areas of special education. At present an undergraduate special education program at the University of Maine at Farmington and a graduate program at the University of Maine at Orono are the only special education teacher training majors offered in the state.

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

\*From Mission and Goals statement accepted by the State Board of Education on January 29, 1974



Educational opportunities have varied widely throughout the state because education, supported primarily from property tax revenues, has been largely a function of the wealth of a child's parents or his school district. Beginning on July 1, 1974, a new subsidy plan to help equalize educational opportunities became effective. Each local school unit will receive \$600 per elementary pupil and \$915 per secondary pupil. Each unit will be assessed 14 mills on the state's evaluation. If a school unit's spending is less than the average cost, the unit will receive in addition  $\frac{1}{3}$  of the difference between local costs and state averages; units spending more than the state average will receive in addition  $\frac{1}{2}$  of the difference between their costs and the state average. Moreover, costs of transportation, education of handicapped pupils, vocational education, and school construction will be included in the total subsidy allocation.

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

Until 1969 state law required that English be the basic language of instruction. The 104th Legislature enacted a bilingual education law permitting the use of foreign languages in grades K-2 as a means of instructing pupils entering school with limited knowledge of English. The 106th Legislature amended the act to permit five years of bilingual education for a child. Two French bilingual programs and one Passamaquoddy bilingual program are now in operation and are funded by Title VII of the Federal Elementary and Secondary Education Act. In addition, a French bilingual program is in its second year in the State-operated Patrick Therriault School at Sinclair Plantation in the Unorganized Territory.

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

Many school systems contract for student busing and have little direct control over the quality, age, and condition of the buses used.

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

The lack of school busing has caused some students to drop out of school. In July, 1974, 100% reimbursement of the cost of busing became effective.

#### Objective #1:

Develop educational processes that personalize and individualize school experiences from pre-school activities through graduation from high school.



### *ACCOMPLISHMENTS:*

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

### *PROPOSED ACTIVITIES:*

- Promote heterogeneous grouping and discourage the tracking system.
- Provide a classroom setting which allows for independent learning, creativity, problem-solving techniques, and attention to the process of learning rather than the acquisition of isolated facts. This may include non-graded organizational patterns or open concept schools.
- Give more emphasis to programs at all grade levels directed toward meeting individual student interests and needs.
- Require Kindergartens in primary schools in Maine.
- Promote the involvement of the community in the planning and operation of the school program.
- Continue to promote the diversification of courses to meet the individual needs and interests of the students.
- Promote programs at the secondary school level designed to provide students with a salable skill and to prepare them for further education.
- Promote the removal of barriers to the use of school facilities by all segments of the community throughout the entire year.
- Promote the continuation of studies exploring the benefits of the extended school year.
- Promote the study and understanding of the interdependence of man and his environment.
- Prepare school personnel to introduce the metric system.
- Promote the expansion of school breakfast and lunch programs.
- Promote the concept of differentiated staffing in order to capitalize upon the strengths of each teacher or each member of a teaching team and to allow children to have more direct, personal attention for the enrichment of their learning experience.

- Foster an educational climate where each child may experience success and where he may develop a more positive self-image.
- Provide a climate for the development of personal values through the interaction of student, staff, and the community.
- Provide activities which enhance the physical development of the child.
- Eliminate from all school activities discrimination related to sex, religion, race, or national origin.
- Continue the consolidation of small schools and of small school districts.
- Find ways to assist private or parochial schools to provide quality education for those students which they serve.
- Create media resource centers to support individualization of instruction.
- Promote the establishment of regional cooperatives to provide ongoing in-service activities and field-based research.

#### Objective #2:

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

#### ACCOMPLISHMENTS:

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

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

The 106th Legislature enacted bills mandating equal opportunities for all handicapped children ages 5-20 to be provided not later than July 1, 1975, and provided for the state to reimburse the cost of such approved programs beginning with the 73-74 school year, in monthly installments beginning in July 1974.

*PROPOSED ACTIVITIES:*

- Insist on qualified teachers to work with the handicapped.
- Increase skills of para-professional personnel working in the schools under supervision through pre-service and in-service training.
- Provide consultant services and related educational programs for parents of all exceptional children.
- Develop educational programs for exceptional children at the pre-school level.
- Develop and increase on a statewide basis both pre-service and in-service training programs for teachers and paraprofessionals to assist in identifying and teaching handicapped children so they may receive the appropriate care, treatment, and training that are needed.
- Give greater emphasis to identifying the exceptional child in the school, drawing upon the skills of the guidance counselor, school nurse, psychologist, and other child development specialists.
- Continue to provide a liaison between special educators in the field and rehabilitation agency services.
- Provide more facilities throughout the state for the treatment and education of the exceptional child.
- Encourage the Maine Institute for the Blind to provide a basic group of social and vocational services.
- Work cooperatively with the Division of Eye Care and Special Services, Department of Health and Welfare, to provide statewide educational services for blind children.
- Emphasize vocational and career education training for exceptional children at all grades K-12.
- Actively support recruitment of teachers and other professionals to the field of Special Education.
- Promote installation in schools of restroom facilities suitable to the needs of persons confined to wheelchairs. The provisions of the removal of the Architectural Barriers Act should be extended within the next ten years to include all multi-story buildings not currently covered by this law.
- Promote collaborative approaches to Special Educational Services through the establishment of Regional Resource Centers.

### Objective #3:

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

#### *ACCOMPLISHMENTS:*

There were 49 School Administrative Districts in 1966; there are now 74 such districts encompassing 277 municipalities. In addition, nine CSD's involving 35 towns have been formed to enhance the accomplishment of Objective #3.

#### *PROPOSED ACTIVITIES:*

- Continue to consolidate the smaller elementary and secondary schools into units of adequate size to offer an effective educational program.
- Establish a date by which all reorganization of small school units would be complete.
- Consolidate some of the existing School Administrative Districts.
- Increase efforts to convince the local school boards, citizens, and legislature that educational efficiency depends on organization.

#### *ACCOMPLISHMENTS:*

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

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

A leadership training model was tested and found effective for educating teachers in the utilization of television and other instructional media. As a result 40 participants trained 800 classroom teachers and three more leadership training institutes were held.

Two new regional media centers were established.

#### *PROPOSED ACTIVITIES:*

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

#### Objective #4:

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

#### *ACCOMPLISHMENTS:*

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

The 105th Legislature increased from one percent to two percent the state valuation of the assessment for capital outlay purposes in unorganized territories where capital construction has occurred.

It increased the state's share of school construction on a formula basis.

It further enacted a bill to give aid for construction costs to all municipalities for school construction projects approved by the State Board of Education.

The 106th Legislature passed legislation (L.D. 1994) providing for increased state participation in school construction projects in an effort to equalize educational opportunity. This raises the level of state participation from approximately 40 percent of construction costs to a 50 percent share.

#### *PROPOSED ACTIVITIES:*

- Develop a comprehensive inventory of public school facilities in the state.
- Identify areas and/or units having greatest need for new or added facilities.
- Encourage and assist construction projects in those places identified above.
- Assist local school systems in the writing of educational specifications which will provide school designers with the background for assuring greater flexibility and utilization of school construction.

#### Objective #5:

Develop and improve a statewide educational technology program which involves libraries, television, and the standard audiovisual resources.

- Provide greater use of the television medium for both group and individualized instruction with assistance from Cable Television, portable videotape recorders and other instructional media.
- Offer more opportunities for students and teachers to determine their needs and to involve them in producing programs to meet their needs.
- Make greater use of Instructional Television to offer in-service training for teachers.
- Establish additional regional media resource centers coordinated by the State Department of Educational and Cultural Services.
- Provide statewide pre-service and in-service training for teachers and para-professionals in media selection, utilization, and production.
- Promote the incorporation of all media, including ITV, instructional radio, and computer assisted instruction into curriculum planning and instructional development.
- Promote the replacement of outdated technical equipment of the Maine Public Broadcasting Network, in order to improve locally produced programming for classroom use.
- Promote cost-effective cooperation between public libraries and school library-media centers.

## Goal II:

Provide all Maine citizens with high quality educational personnel.

## SITUATION:

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

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

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

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

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

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

### Objective #1:

Attract the most able teachers to Maine schools by providing educationally challenging situations.

#### *ACCOMPLISHMENTS:*

The 106th Legislature increased the retirement formula for public school personnel from 1/60 to 1/50 based on an average of the highest three years of wages rather than five. A minimum of \$100 monthly is now provided for anyone who has ten years of service.

Teacher salaries (not including other personnel) in Maine have increased to an average of \$9,238 in the 1973-74 school year. This reflects an improvement in the average salary ranking of Maine among the States from 39th position to 31st position within the past five years.

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

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

#### *PROPOSED ACTIVITIES:*

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

### Objective #2:

Develop a system involving colleges and the University, professional personnel in Maine schools, lay people, and the Maine State Department of Educational and Cultural Services to share the responsibilities for evaluating and improving teacher education.

#### *ACCOMPLISHMENTS:*

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

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

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

Bachelor's Degree -	8,241 teachers
Bachelor's plus 30 hours -	593 teachers
Master's Degree -	2,072 teachers
Master's Degree plus 30 hours -	268 teachers
Certificate of Advanced Study -	62 teachers
Doctorate -	14 teachers

#### *PROPOSED ACTIVITIES:*

- Continue to review certification standards and teacher education programs to assure that these permit the best qualified to meet the educational needs of the students and that they are responsive to the needs of the changing educational system.
- Promote the use of change agents, such as consultants, from inside and/or outside of the Department to assist teacher preparatory agencies solve their felt learning difficulties, suggesting alternative avenues of attack, and citing agencies which model successful solutions to such problems.
- Promote the providing of human and financial resources to agencies wishing to use these for the purposes of research and development.
- Promote process rather than content as a measure of excellence in teacher preparation.
- Promote movement away from the historic role of setting minimum standards to encouraging "openness" and excellence in teacher education and training.
- Encourage joint responsibility and collaboration between school districts, colleges and the University, the profession, and the Department in the preparation of teachers. Such collaboration would focus on developing program(s) which possess the following:
  1. Individualized learning stressing skills
  2. Systematic development with options
  3. Early and continuous experience with children
  4. Differentiated job definitions for teachers
  5. Performance based standards in terms of behavior
  6. Continuous feedback in evaluation to the learner and teachers



7. Accountability by means of careful selection of candidates and careful recommendation of candidates for certification, placement and career development
  8. Follow-up studies and dissemination of data to concerned parties.
- Relate teacher training to community and statewide educational needs.
  - Continue emphasizing the importance of a counseling program which will assist candidates in teacher education to understand the supply and demand factors as these relate to their educational career goals.
  - Place increased emphasis, through appropriate means, on promoting the professional growth and development of educational personnel through in-service educational programs.
  - Give greater attention in the teacher education curriculum to a humanistic approach in the teaching-learning process and an understanding of the cultural background of students.
  - Take full advantage of the new concept of educational renewal centers.

### Goal III:

Improve vocational education opportunities for Maine people.

### SITUATION:

It is estimated that by 1980 eighty percent of available jobs in the nation will require less than a college education. If this projection is accurate it behooves the educational community to assess the relevance of its offerings to the ultimate needs of its clients.

Current trends indicate a demand for renewed emphasis upon programs which lead to either direct employment after high school or to less than baccalaureate education and training at the postsecondary level. There are still a large number of Maine people of all ages who could benefit from such programs who are not now being served.

### Objective #1:

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

#### *ACCOMPLISHMENTS:*

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

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

An individual has been employed by the Department of Educational and Cultural Services to work with business and industry to assess manpower needs and job opportunities and provide for increased utilization of the vocational educational delivery system.

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

The Department is cooperating with other State agencies toward obtaining Federal assistance in developing a comprehensive occupational information system.

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

The State Department has been successful in coordinating 14 exemplary vocational programs throughout the State.

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

#### *PROPOSED ACTIVITIES:*

- Increase the number of people working with industry toward increasing effectiveness in determining manpower needs throughout the State.
- Continue to locate vocational training facilities in areas of established unemployment or high drop-out rate.
- Continue to evaluate and adapt existing programs to more adequately meet the educational needs arising from new or emerging careers.
- Increase vocational guidance in the schools and give more attention to unsuccessful college-bound and general course students who are usually unaware of alternative opportunities.

- Increase services to students in the areas of career guidance, remediation, and job placement and follow-up.
- Increase programs for individuals in need of retraining and upgrading to meet labor market demands.
- Provide postgraduate or evening classes for graduates who have not reached a level adequate for initial employment.
- Develop additional public information programs.
- Provide emphasis on programs in manufacturing, construction, and service occupations for persons in high schools, adults, and disadvantaged persons particularly in those counties having the fewest programs at that time.
- Provide work experience programs as a major part of the curriculum for the handicapped.
- Provide an opportunity for students to meet with, and be interviewed by, prospective employers.
- Continue emphasis in consumer and homemaking education programs and techniques to help provide a very natural kind of situation in which students are associated with potential employers throughout the entire program.
- Provide related instruction specifically pertinent to occupational areas in which students are being trained.
- Encourage further involvement of vocational youth organizations in developing vocational education programs.

## Objective #2:

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

## ACCOMPLISHMENTS:

In 1961 there were 311 students attending the only vocational-technical institute in existence in Maine. VTI enrollment during the 72-73 school year was 2,259. In 73-74 the enrollment increased to 2,438 students who were enrolled in approximately 41 different programs at six vocational-technical institutes. This increased enrollment is accounted for by an increase in options within existing programs, increased flexibility in entry-exit levels, and the addition of several programs.

Improved procedures for recruitment were accomplished through a series of meetings by VTI admissions personnel. Conferences between admissions personnel and guidance directors at the secondary level were held to promote greater cooperation and understanding in areas of recruiting, admissions, and referral.

Efforts were made to increase flexibility and quality of postsecondary programs throughout the State by the Bureau's support of the consortium counselor program between two VTI's and two University of Maine satellites. Its purpose was to improve mobility of students within and between the four institutions.

An attempt to improve program quality was made by the Bureau through the development of an evaluation system for instructional personnel. This system is still being worked on and updated.

Funds were allocated for financial aid to disadvantaged postsecondary students. These were Federal funds provided through Work Study and disadvantaged programs. Monies were also provided to EMVTI and SMVTI for remedial programs.

The 106th Legislature appropriated \$45,000 for State scholarships which were used at the six vocational-technical institutes.

A cooperative program was continued between the University of Maine and SMVTI in the field of Plant and Soil Technology. The University of Maine at Augusta and KVVTI also cooperated in offering a Secretarial Science program.

A study was made to determine the feasibility of combining operations of the one remaining school of practical nursing with an existing VTI. The findings are being reviewed.

All new programs for the VTI's are reviewed by a Screening Committee which is jointly sponsored by the University trustees and the State Board of Education. The primary purpose of the Committee is to avoid undesirable program duplication within the VTI and the University systems.

During the 73-74 school year, progress was made in coordinating programs between the regional vocational centers and the vocational-technical institutes. One VTI hosted a number of programs offered by an RTVC which required facilities and resources not available at the center. The programs included data processing, business machines, and drafting occupations. Another VTI sponsored special short-term programs for secondary students in a region not offering secondary vocational training opportunities. One VTI implemented a satellite program using regional center facilities in an effort to bring short-term post-secondary programs to students in that area.

SMVTI will continue to take an active part in offering programs under the newly-formed York County Community College.

VTI's have increased their efforts to make programs increasingly relevant to actual job experience through more live projects and actual work experience.

In the spring of 1974 the contract between VTI instructional staff and the State Board of Education was renegotiated for the 74-75 school year.

The State was organized into seven vocational planning districts compatible to regions established by the State Planning Commission. The planning groups include postsecondary and secondary vocational school people; Regional Planning Commission representatives; and other agencies within each district which have an interest in vocational education services.

*PROPOSED ACTIVITIES:*

- Promote a greater public understanding and support of vocational education and work for greater cooperation between the vocational-technical institutes and other schools and community agencies.
- Initiate new programs as provided for by legislation.
- Provide flexibility and diversification in offering programs of varying length and on a year-round basis at all VTI's.
- Explore subject areas where vocational instruction can be provided at a lower cost by using existing community resources.
- Extend postsecondary vocational training to more veterans.
- Experiment with new vocational education techniques in pilot demonstration projects.
- Attempt to use other facilities such as regional centers as satellite centers for programs.
- Continue efforts to make a related instruction more relevant to the trade and technical programs being offered.
- Continue the consortium counseling program between CMVTI, KVVTI, UMA and UMP.
- Finalize and adopt an evaluation system for instructional personnel.
- Continue a home economics course at one of the VTI's to provide more opportunities for women.
- Continue the cooperative secretarial science program between the University of Maine, Augusta, and KVVTI.

- Increase the number of co-op programs at the postsecondary level.
- Continue to promote greater coordination and communication between business and industry and the State's vocational-technical institutes.

### Objective #3:

Expand the system of regional vocational high schools for high school students.

### *ACCOMPLISHMENTS:*

Since 1966, fourteen regional technical-vocational centers have received final approval from the Department and are in operation. In addition, recent legislation created eleven new regions for vocational education. Cooperative boards have been organized for each new region, all directors have been hired, and in some cases programs have been implemented.

In the fiscal year 1974, one hundred fifty-seven regular secondary programs were continued in the existing regional centers. Some 9,283 students were enrolled in regular vocational programs at the centers.

Regional centers now offer a variety of programs not only in trade and industry but in marketing, health occupations, wage-earning for girls, and programs for the mentally retarded.

### *PROPOSED ACTIVITIES:*

- Provide a system of career exploration for all students from grades K-12.
- Provide to every secondary student in the State the opportunity for obtaining vocational education.
- Arrive at a delivery system whereby students within a geographic region can obtain vocational education by taking the program to the students rather than have all students transported to the program.
- Further utilize existing facilities and training stations within communities to serve more students rather than build all new facilities.
- Continue coordination between regional vocational high schools and vocational-technical institutes to provide for more effective and efficient use of resources.

- Encourage greater participation in regional vocational programs by students from schools within the established region.
- Develop additional programs within the schools and in cooperation with various manpower and labor organizations throughout the State.
- Utilize the State's regional planning concept in further developing its vocational delivery system.
- Increase the efficiency and effectiveness of the vocational delivery system at the secondary level.
- Create a five-year plan based on manpower needs, job opportunities, and vocational education needs of potential students and industry to serve as a guide for site selection.
- Construct new vocational facilities only where the need is clearly justified.

#### Objective #4:

Expand adult offerings in the vocational technical institutes and the regional technical vocational centers.

Adult education has grown so that every regional technical-vocational center now offers several courses to adults living within that area. In fiscal year 1974 approximately 12,280 adults took advantage of the opportunities being offered at both secondary and post-secondary schools.

Progress and proposed activities in expanding vocational education offerings to adults is described in Goal III, Objective #1 and #2 for improving vocational education opportunities and Goal IV, Objective #1 providing opportunities for adult education. Every attempt is made to locate courses where they are convenient for students. This would include moving to sites where special needs for training have arisen.

Coordination between regional vocational high schools and vocational-technical institutes to provide for more effective and efficient use of resources will be continued. This includes the sharing of facilities as mentioned earlier to achieve more efficient utilization.

#### Objective #5:

Develop programs which encourage re-entry so that education may be available and used as needed.

### *ACCOMPLISHMENTS: :*

Since 1966, the dropout rate has decreased from 20 percent to 4.7 percent of all those entering high school. In 1966, the dropout rate was based on enrollment from K-12; currently, it is based on 9-12. The decrease is in part attributed to the fact that more flexibility and diversification have been used in designing special courses and classes for the slow learner and the disadvantaged student. Classes have been made more appealing and relevant.

Twenty-four work experience programs have been developed for disadvantaged youngsters.

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

Placement and follow-up services have been extensively provided in Aroostook County through the employment of one man who works with each school and community.

Employment of a regional counselor for Washington County was continued to provide emphasis on career exploration, identification of school dropouts, inservice education for guidance staff and others, and to identify the need for remedial education, including awareness of statewide vocational offerings.

Two new programs were developed for school dropouts and potential school dropouts. One will be used as a model for expansion. Remedial education and group guidance have been expanded in many ongoing programs. Three programs were developed with the total direction for providing remedial education.

### *PROPOSED ACTIVITIES:*

- Identify potential dropouts and those who have already dropped out and encourage them to take advantage of vocational education programs.
- Continue to offer remedial education programs where necessary so that students can obtain a vocational training program as well as a basic education.
- Continue to emphasize occupational exploration, cooperative education, and wage-earning programs designed to reduce dropout rates in the schools, especially those with high dropout rates.



- Continue to develop curricular and instructional materials relevant to the needs of the disadvantaged population in order to decrease the dropout rate.
- Continue to provide workshops and other inservice educational experiences to inform persons concerned with the problems and to provide instructional programs associated with the educationally deprived, the disadvantaged, and the dropouts at the secondary and postsecondary levels.
- Emphasize teacher-training programs to modify course content and techniques used in working with the disadvantaged.
- Provide preparatory programs to assist unemployed youth.
- Emphasize vocational skill development, career exploration, and on-the-job training to help provide guidance and direction.
- Integrate disadvantaged programs into the total school program to allow for an easy transition of disadvantaged persons into the mainstream of the total school curriculum.
- Activities which are designed to assist reentering students meet their educational needs are included throughout this section relating to vocational and adult education.

#### Goal IV:

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

#### SITUATION:

The State of Maine has 275,000 adults 16 years of age and older with less than a twelfth grade education. Of this number, 90,000 adults 16 years of age or older have less than an eighth grade education.

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

Funding is taking place in adult vocational education at both the regional technical vocational centers and the vocational-technical institutes. Adult vocational enrollment is anticipated to reach nearly 15,000.

Interaction between public school adult education programs and adult education programming at the vocational-technical institutes is taking place.

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

The Adult Basic Education program is funded on a 90 - 10 basis.

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

The level of staffing of local adult education programs has been consistently inadequate because of a part-time approach to adult education and lack of sufficient funding to support full-time staff in adult education.

Most of those teaching adult education have no special preparation for working with adults. They have had to obtain their training either on the job or in short term institutes and programs. There is only one graduate program for the northern three New England states which is insufficient to meet the needs of a significant number of adult education teachers.

#### Objective #1:

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

#### ACCOMPLISHMENTS:

Federal money to operate basic education programs has risen from \$50,000 nine years ago to \$497,000 in fiscal year 1975. In addition to teaching basic reading, writing and arithmetic to the illiterate and functionally illiterate adult, the programs now have classes located in the home which are directed specifically at low-income, under-educated persons.

Three thousand people took advantage of the Adult Basic Education program in local communities during the fiscal year 1974.

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

An adult must have 16 units of credit for graduation, with each unit being the equivalent of a minimum of 45 hours of class work. By proper scheduling, an adult can now earn his diploma in two years, even though he has no previous credits. For those with credits from past schooling, this time can be reduced to as little as one semester, depending on the number of credits previously earned. The curriculum is geared to the adult's needs and each enrollee has a specific program outlined for him.

In 1967-68, there were 1,859 students in the diploma program; 14 school systems offered programs in this area, and there were 95 adult graduates. In 1974, 13,423 students were enrolled in the diploma program, 60 school systems offered programs in this area, and there were 2,000 adult graduates.

The 104th Legislature passed a law providing 75 percent subsidy for the high school diploma program for adults with the local community providing 25 percent. The programs are free to the participants. The amount of State money expended in the General Adult Program for 1967-68 was \$102,710 and in 1974 the total was \$475,000.

Through the Division of Adult Education, services to Maine veterans are provided including approval of on-the-job training programs and approval of training programs offered to veterans by educational institutions.

Fire service training activities are also carried on through the Division offering training courses designed to improve the level of competence of Maine firefighters in the use of fire tools and apparatus.

In the total adult education program, the number of adults enrolled has risen from just over 10,000 in 1967-68 to just over 42,000 in 1974, and the number of teachers has increased from 700 to 2000.

In 1974, there are 29 full-time members of the adult education staff, seventeen of whom are directors of adult education. In 1969, there were two full-time people employed in adult education.

Each of the vocational-technical institutes and the regional technical vocational centers are offering vocational adult education programming.

Each vocational-technical institute now has a full-time adult education director.

#### *PROPOSED ACTIVITIES:*

- Develop a total community education concept by utilizing all community resources to build adult education programs.
- Encourage other agencies involved in adult education to cooperate in joint efforts to better serve the adult in need of educational services.

- Evaluation of adult vocational education will be accomplished by the Maine State Advisory Council for Vocational Education.
- Consumer and homemaking education programs will be expanded.
- Establish more home-based classes.
- Promote recruitment of veterans eligible for G.I. Bill benefits.
- Create more OJT positions for veterans.
- Update all approvals of educational institutions now approved for veterans' education.
- Support legislation increasing veterans' benefits.
- Promote publicity campaigns to acquaint veterans with existing benefits.
- Provide municipalities with consulting services on fire apparatus design and municipal fire protection.
- Improve the quality and level of fire protection in all municipalities.
- Expand and improve the quality and level of training in manipulative skills for fire-fighting.
- Urge increased fundings for adult education programs at the local, state, and federal levels.
- Promote the establishment of high school diploma programs in all school administrative districts in the State.
- Provide free materials for adults in the high school diploma program.
- Provide free transportation to adult classes for those participants unable to provide it.
- Encourage the development of child care facilities to be attached to the schools to provide baby-sitting services for adults enrolled in adult education courses.
- Promote an increase in adult programs and staff at State hospitals, the prison, and reformatories.
- Cooperate with the Maine Municipal Association to expand opportunities for municipal training throughout the State.
- Offer on-the-job instructors of apprentices a minimum of four training programs.
- Promote apprenticeship/adult programs for local educational agencies.

## Objective #2:

Develop an adult education staff training capability in the State.

### ACCOMPLISHMENTS:

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

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

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

A graduate program in adult education has been established at the University of Maine at Portland-Gorham.

### PROPOSED ACTIVITIES:

- Expand opportunities whereby one can earn graduate credits in adult education.
- Develop programs to train a cadre of qualified counselors to work in adult education programs.
- Expand opportunities for more adult education teachers to attend summer workshops.
- Emphasize performance criteria as a basis for obtaining teacher certification credentials.
- Provide special training programs for adult education staffs in State hospitals, the prison, and reformatories.
- Urge the employment of qualified personnel as full-time staff members for adult education courses.
- Design institutes to prepare adult education administrators who might also assist in the training of adult education teachers at the local level.
- Promote the attendance of adult education teachers at regional and national workshops and other in-service education programs.

- Encourage professionalism through travel, conferences, meetings, projects, lectures, which can substitute for prescribed courses in the Master's degree program at the University of Maine at Portland-Gorham.
- Develop professional adult education libraries at the local level.
- Develop additional adult education meetings locally that promote new direction in adult education in Maine.
- Mount a sizeable thrust to satisfy the expressed needs of adults in utilizing leisure time in alternate ways.
- Provide alternate educational patterns for day and evening students by liberalizing admission criteria.
- Increase the number of full-time local adult education directors to a minimum of twenty-five.
- Obtain suitable space locally so that adults might continue to learn during the day while schools are in use.
- Organize and schedule classes at times and places convenient to the adult.
- Establish a more vigorous and imaginative recruiting program in order to reach those desiring adult education services.
- Establish an intensive public relations program directed toward publicizing, promoting, and interpreting adult education programs for the community.
- Provide more job counseling services to adult students in cooperation with the Department of Manpower Affairs.
- Promote an open enrollment policy in all adult education centers so that adults may enter at any time during the year.
- Develop an adult education curriculum unique to the life experience of adult students.
- Develop performance-based teacher certification criteria.
- Emphasize performance promotion by evaluating students on the basis of ability to demonstrate competence rather than on the completion of a prescribed number of class hours.
- Emphasize "here and now" learning rather than learning for delayed use.

- Emphasize the use of student experiences in the instructional process.
- Emphasize the re-training of older persons so that they may continue to lead useful and productive lives and develop among the total population a positive attitude toward and an awareness of aging.

### Objective #3:

Cooperate with the University of Maine in delivering services to adults.

### *ACCOMPLISHMENTS:*

The Division of Adult Education is continuing to cooperate with the University of Maine in the development of York Community College. A series of ongoing meetings are being held to insure coordination in the development of programs.

The Division of Adult Education and the University of Maine are continuing to cooperate in developing training for staff in Adult Education. Programs are currently available which lead to a Bachelor of Science and Master of Science Degree in adult education.

### *PROPOSED ACTIVITIES:*

- Continue the development of the programs through York Community College.
- Other areas of cooperation with the University of Maine are described throughout the proposed activities of the Goals for Vocational and Adult Education.

### Goal V:

Develop the State Library so that library and media services will be available to each Maine resident regardless of geographical location.

### SITUATION:

Maine's library system has expanded significantly since 1973, when the Legislature passed a law creating a regional library system throughout the State. The statute included the appointment of a State Librarian and a Maine Library Commission within the Department of Educational and Cultural Services. Through the assistance of the Library and Construction

Act, which is administered by the State Library, new construction projects were undertaken by libraries in several Maine communities. Library services have been extended to all citizens by a bookmobile program to 235 rural towns and a special regional library system for the visually and physically handicapped. The emphasis of the new Maine Library Commission, created by the 106th Legislature, has been to give equal access of library facilities to all Maine communities. This is a difficult goal to attain considering the number and remoteness of localities within the State. A major emphasis has been to reach the school systems through a telephone-teletype network for adults and students to submit information requests. In order to help these small communities upgrade their libraries, the Maine Library Commission initiated a service to offer comprehensive library studies to local public libraries.

#### Objective #1:

To develop State level references and inter-library loan services through local schools and public libraries.

#### *ACCOMPLISHMENTS:*

A total of 85,948 books were loaned to Maine citizens as compared to 78,343 in the previous fiscal year.

During the past year NELINET, a computerized cataloging system has been installed and made operational. The system is a cooperative program between Bangor and Portland Public Libraries and the University of Maine, Portland Campus.

3,404 films were distributed to local libraries through a cooperative film program between the State libraries of Maine, Vermont and New Hampshire.

#### *PROPOSED ACTIVITIES:*

- Serve as an informational resource for state government.
- Provide reference materials and library services to any resident of Maine to supplement local library collections.
- Provide library materials or special reading resources and services to the State's visually and physically handicapped.
- Provide access for people not currently served by libraries by providing telephones in all libraries, expanding WATS line and teletype networks, exploring the uses of TV, expanding outreach through mail order.
- Develop a means of facilitating the rapid exchange of library materials among libraries at different locations.



- Provide centralized and automated technical processing services.
- Provide State documents as outlined in Maine law.
- Loan 16 mm films at no cost to public libraries.

## Objective #2:

To provide professional advisory assistance in the development and operation of library programs at the local level.

## ACCOMPLISHMENTS:

During 1974 Library Development has been concerned with developing a cooperative team approach to library planning and development. The division has been making efforts to switch from a strictly service role to educational leadership.

1973-74 was the first year of implementation of "An Act Creating Regional Library Systems". \$80,000 in direct State Aid on a per capita basis was distributed to local libraries. Three library districts, each with an "Area Reference and Resource Center" have been designated. The Northeastern, Central and Southern Maine Library Districts are currently being served by the Bangor Public Library, the Maine State Library and Portland Public Library respectively. About 80% of the total population of towns with public libraries are currently represented.

A total of \$39,509 was distributed to 9 state institutions for development of library collections, programs and services. The above amount was federal funds made available on a matching basis.

Two new area media resource centers were established and funded by \$32,000 (ESEA, Title 11 funds). A leadership training institute trained 42 participants in the effective use of instructional television and as a result 800 teachers were trained locally.

Established, in cooperation and coordination with other New England State Libraries, a New England Library Board to facilitate multijurisdictional library and information programs.

## PROPOSED ACTIVITIES:

- Provide for all types of libraries statewide library development and coordination.
- Provide leadership necessary for statewide programs of library research, planning, evaluation, cooperation and coordination.

- Develop library services including advisory assistance to public, school and institutional libraries.
- Develop guidelines for coordinated planning at all levels, within each type of library and across library types.
- Develop bibliographic tools covering all types of libraries such as union catalogues or records of holdings for groups of libraries, and bibliographies and indexes of special subject materials.
- Provide with the State Library, a strengthened administrative and professional staff with responsibility for statewide interlibrary coordination and communication.

### Objective #3:

To provide printed materials to areas having no local library by means of bookmobiles and direct mailing.

### *ACCOMPLISHMENTS:*

Total book circulation for the eight bookmobiles was 475,373 serving 287 towns throughout Maine.

58,373 talking books were distributed and 1,831 large print materials circulated. For French speaking handicapped we have acquired cassettes through the cooperation of the Canadian National Library for the Blind. A volunteer program has been initiated to produce unique materials on Maine and by Maine authors.

### *PROPOSED ACTIVITIES:*

Give direct library service to yet unserved public in Maine.

Addition of more evening stops and the inclusion of tapes, records and players for use by rural residents without libraries in the bookmobile program.

### Goal VI:

To encourage and stimulate public interest and participation in the cultural heritage and programs of the State and to expand the State's cultural resources.

## SITUATION:

The Arts and Humanities Commission has provided grants to non-profit organizations throughout the State for a variety of professional cultural activities in the arts. The Commission also has fostered the growth of the following programs which are now operational: Artists-in-Schools residencies; travelling exhibits, photo essays and poster series; technical assistance and grants to community arts councils; special assistance and development of efficient performing arts touring by Maine artists; dance residencies; expansion of information services through its newsletter, calendar, and general publicity.

## Objective #1:

To increase participation in and appreciation of the arts and humanities through programs of direct grants, awards, conferences, program sponsorship, performing art groups and exhibitions.

## ACCOMPLISHMENTS:

The Maine State Commission on the Arts and Humanities has awarded \$136,000 in direct grants, is embarking on the 1974 Maine State Awards Program, has held a conference on fund raising for the arts, has placed programs in twenty-two Maine schools involving resident artists, is developing a new plan for tours of Maine's performing artists, has awarded \$15,000 in preservation grants, and has organized three photo-essay exhibits, four posters in the poster series, and one photography exhibit.

## PROPOSED ACTIVITIES:

- Offer grant assistance for preservation and conservation.
- Continue to support and increase artmobile tours, art exhibitions, dance tours, orchestra touring, and other forms of cultural activities.
- Strengthen private and local arts institutions so that they can better serve their constituency.
- Encourage coordinated activities to better use funds available.
- Utilize local schools as centers for cultural opportunities of a community.
- Encourage professional artists of all disciplines to become resources to school systems.
- Encourage local communities to sponsor art shows, plays, etc.

- Offer arts opportunities to adults in communities through whatever resources are available, i.e., service clubs, libraries, arts institutions, museums, historical societies, etc.
- Use commercial and public broadcasting systems to reach a maximum audience.
- Give a voice to the creative artists at the State level.
- Through State and Federal matching funds give developmental grants for projects that reach new or expanded audiences.
- Encourage arts institutions to expand their services and to search for private funds to replace shorter term grants monies.
- Establish workshops for those interested in the arts but who have a limited exposure.
- Emphasize programs that will increase the public's awareness of those aspects of the culture which surround them.
- Acknowledge contributions of artists and institutions that have had an impact on the State.
- Develop special programs for arts services in Maine schools.

## Objective #2:

To provide technical assistance in the support of experimental arts and humanities programs.

## *ACCOMPLISHMENTS:*

The Arts and Humanities Commission has expanded the content of its newsletter, begun a calendar of events, consulted in detail with performing arts and community arts groups through specialized staff knowledge, and has awarded grants for specific technical concerns.

## *PROPOSED ACTIVITIES:*

- Encourage local authors, playwrights, poets, composers, artists and sculptors to produce their art using local resources, production and exhibition.
- Continue the function of the Arts and Humanities Commission of generating and implementing ideas and suggestions relating to cultural activities.
- Assist community arts groups and other interested organizations to form community arts councils.

- Create a situation of trust among institutions to further cooperative planning and program development.
- Develop a unified system of arts information dissemination to the widest number of the State's citizens.
- Conduct studies and seminars on subjects of concern to people of the State.
- Initiate programs on a statewide basis.
- Increase information dissemination concerning the arts and humanities activities and resources in the State.

### Goal VII:

To present the heritage and historical background of the State of Maine through museum activities.

### SITUATION:

At present, fewer than one third of Maine's organized towns and cities are served by museums of any kind. Well over half of Maine's people reside in cities or towns where there are no museum programs available to provide for the systematic documentation, preservation, or presentation of objects relating to the State's rich environmental and cultural heritage. Other historically-oriented museums which do exist in the state are generally without professionally trained staff and generally lack the facilities and resources required to provide for proper collection management and exhibit development.

The State Museum, by virtue of its central location, technical facilities, and professional staff, is the primary source in Maine of direct museum services to the adult public and the school population, as well as indirect services to the public via technical and advisory assistance to local museums and historical societies.

### Objective #1:

To present through the use of collections and educational activities with both children and adults the heritage and historical background of the State.

#### ACCOMPLISHMENTS:

In addition to maintaining and expanding its program of temporary museum exhibits and in-museum school programs which have served approximately 50,000 persons during the past fiscal year, the Museum is actively pursuing a program of extension services to schools and communities throughout the State. A mobile school service program was initiated through a federally assisted program.

The Museum's publications program has continued at a steady pace, with one major work - Maine Guns and Their Makers - being published within the past year and several additional manuscripts ready for publication when resources permit.

#### PROPOSED ACTIVITIES:

- Develop a system of mobile and/or regional museums with coordinated exhibits and programs to meet the needs of areas not now served by other State or local museum programs.
- Seek funding as required to provide necessary technical support and advisory services to local museums, historical societies, and other collection-holding institutions throughout the State.
- Continue and expand technical and advisory services of the Museum-based Regional Conservation Center to provide for improved care and preservation of culturally significant artifacts.
- Continue and expand publications program to make additional publications of a specifically Maine-related nature available to schools and the general public.
- Continue development of audio-visual extension programs and related resource materials for use in classroom and adult education throughout the State.
- Continue sponsorship of seminars, workshops and other special training or informational programs related to Museum-oriented skills, techniques, activities or functions.
- Institute specific programs or services as requested in support of local museums or regional museums throughout the State.
- Continue to assist other State agencies (including Parks and Recreation Bureau, Historic Preservation Commission, Arts and Humanities Commission, etc.) whose functions may be furthered by specific Museum resources or staff expertise.
- To take advantage whenever possible of the special opportunities afforded by the National Bicentennial Observances to increase public interest and understanding of Maine's cultural heritage.

## Objective #2:

To preserve and exhibit the environmental and cultural richness of the State through museum and site preservation.

### *ACCOMPLISHMENTS:*

The establishment of a statewide inventory of outstanding historical resources; the development and trial implementation of a computerized system for storage and retrieval of catalog data relating to objects in the Museum's collections; a conservation laboratory providing technical and advisory services relative to the preservation and restoration of objects in institutional collections throughout the State; preparation and installation of temporary exhibits.

The Museum has developed a proposal for a comprehensive program for archaeological salvage, artifact preservation and interpretive exhibit development relating to the Revolutionary Period shipwrecks which has been given official endorsement as a National Bicentennial Project by the American Revolution Bicentennial Administration.

The Museum's collection of historic artifacts and scientific specimens continues to expand, but at a reduced rate due to limitations of storage facilities and a tendency to avoid duplication of items already on hand.

### *PROPOSED ACTIVITIES:*

- Complete and implement plans for permanent exhibits.
- Complete requirements for accreditation by the American Association of Museums.
- Continue to collect, preserve, document and exhibit materials relating to the cultural and environmental heritage of the State and region.
- Secure resources to provide funds for limited purchase of outstanding items for the collections of the State Museum.
- Continue implementation of computerized storage and retrieval system for museum collection catalog data.
- Extend computerized catalog system to selected items of outstanding importance to Maine in collections of other museums.
- Complete installation and begin utilization of expanded collection storage facilities.
- Continue to expand staff and equipment capabilities of the Regional Conservation Center.

- Continue to provide for the care and maintenance of the State House Portrait Collection.
- Continue and expand in-depth research relating to Maine history, archaeology and natural science in support of exhibits, educational activities, publications, and other Museum programs.
- Seek funding and legislative authorization to establish a State Archaeological Survey Program to meet the needs of all State Departments as established by federal requirements and to provide for the effective administration of T. 27, Chapter 13, sub-c II, relating to archaeological activities on State-controlled lands.
- Improve general effectiveness of existing museum professional staff by providing increased operational resources, including equipment and supplies, support and clerical personnel.









## HEALTH AND WELFARE

### MAJOR POLICY:

TO MAXIMIZE THE HUMAN CAPABILITIES OF THE PEOPLE OF THE STATE OF MAINE BY DEVELOPING, ORGANIZING, AND APPLYING THE HEALTH, MEDICAL, AND SOCIAL SERVICES FOR THE PREVENTION OR AMELIORATION OF CONDITIONS DISADVANTAGEOUS TO THE ACHIEVEMENT OF INDIVIDUAL, GROUP, OR COMMUNITY POTENTIALS.

### SITUATION: (Program area - Health)

Preventable human illness and disability occurs in Maine and detracts from our community strength and productivity. New resources and technologies are being developed to deal with this problem. "Health" has been narrowly defined in the past to include only physical illness, and emerging concepts and values dictate that "health" must include emotional, personal, economic, social and human parameters.

As newer technologies and methods become lucrative, the private health care sector demands the exclusive right to deliver the related services. Widespread publicity about the value of medical services, sometimes in the guise of health education, has created a high level of demand for medical services, not all of which are in the best interests of the public. Yet, an adequate level of public understanding to allow for best use of all health related services is still not a reality. The private system of medical service delivery is periodically subject to exploitation by providers of services and the public alike. It is regarded by many as a poorly organized, poorly managed system which often serves the needs of the professionals as opposed to the public. A better organized, better managed system would be in the public interest. Confusion about the value of health related services has led to a private financing mechanism that is further conducive to exploitation and creates pressures and service trends not always in the public interest.

"Health" is generally not recognized as a high public priority and the clamor for "health" can often be found to emanate ultimately from those who would benefit from a high level of concern. The activities of virtually every State agency and other agencies often relate directly to concerns for human health in the broadest sense; basic reasons for governmental activities in areas such as agriculture (nutrition), public safety (accidents, violence), environmental protection (elimination of noxious agents), education (emotional and social health), industrial development (sufficient income to support health care), industrial accident prevention and others. Cooperative involvement with other authorities in health related matters is often hampered by real personal concerns, but through such cooperation much can potentially be accomplished.



The medical services system, thus, can be also regarded as the back-up system to minimize the disability and fatality resulting from failures of, or limitations of, the more preventive or protective mechanisms in society. As such, society has allowed this system to be held in awe and to surround itself with an air of mystery, glamour, invincibility and self-justification which is necessary as a collective reassurance to public about the abilities of the medical system. Such luxuries are, however, accruing a tremendous cost, both in terms of the dollar amounts being devoted to medical services -- many of which have questionable value when examined critically for induced changes in disability and death rates -- and also in terms of loss of humanism, a sense of caring for others and public orientation of this system.

These social and emotional characteristics of the medical system have, over the years, attracted a group of professionals characterized as being highly goal oriented, independent, aggressive and intelligent. Their income generating capacity is high and usually directly related to their willingness to devote excessive amounts of time to their work. They have sought and obtained a degree of control over the system which is probably unequalled in any other profession. The majority of them are concerned about the public welfare and are torn (and often anguished) by the limitations and pressures imposed by the fee-for-service payment system on the one hand and their desires to practice good highly preventive, cost efficient medicine on the other.

Health care institutions are a product of many forces; thus, considerable confusion exists about their role. They are promoted as sanctuaries for the sick and troubled, but often function as such only if the afflicted can support his stay. They are highly subsidized workshops for highly paid physicians; sources of employment and prestige for other health professionals; monuments to community pride (and prejudice); convenient avenues for community leaders to patronize in pursuing personal fulfillment and sometimes status; and employers of a significant proportion of the community work force. They are fiercely competitive, if not for profits, (although many profiteers exploit them) for status, for patients, for larger service areas and for community predominance. They are also functioning under many hardships imposed by public demands for services (many of which may be medically unnecessary or may not be compensable) by the demands of physicians, inflationary pressures, bureaucratic rigidity, exploitation, confusion about their role in personal training, personnel shortages, arbitrary demands by accrediting bodies for services, facilities and staffing and confusion about how best to engage in and finance community medical care.

In all, a complex interaction of forces has resulted in a cumbersome, costly, awe-some system which is viewed as inefficient by fiscal administration, too hamstrung by its own administrators, too controlled by its controllers, too unresponsive by the public, too successful by its competitors, too unsuccessful by its critics and too concerned with its own problems by those who want it to correct health and personal problems. The major alternative is a totally socialized system. Current political realities, social pressures, cultural values and economic necessities clearly indicate that this alternative is unfeasible.

The experiences in other societies with such systems would confirm this conclusion. Thus, the structure of our medical services system will ultimately be a compromise resembling, in many ways, a public utility which is granted certain geographic franchises in return for submission to public regulation. The current "health care crisis" is nothing more or less than the noise and smoke from the inevitable friction between now and then. It is in the public interest that these compromises be reached as quickly as possible, thus one major health policy of State government must be to organize and structure the medical services delivery system for maximum cost effectiveness and maximum yield as soon as possible and simultaneously to minimize the costs of making the necessary compromises.

In all this, the Bureau of Health represents the "health" concerns of the State Department of Health and Welfare (Human Services). As such, it is the "Health Department" of other states. It has learned to function comfortably in a "super agency" and yet as such has lost certain identity necessary to develop public support and the consequent resources and authority. It also, in contrast to many other states has no allegiance to constituencies other than the people; therefore, it is free to advocate for the whole population. As such, it must examine both sides of all issues, effect compromise; thus, it must expect periodic criticism and limited support.

Health departments were initiated in the late 1800's in response to epidemic occurrences of infectious diseases. These problems have largely been solved. The traditional role of the state is, when necessary, to protect the public from transmissible disease (public health officers), deliver those services which have been determined to be necessary but which are not profitable (public health services), monitor and digest parameters of physical and mental health status (public health statistics), regulate the private medical services industry (public health regulation), and inform the public about health (public health education) and do all this efficiently (public health administration). The conduct of these activities are not ends in themselves but are activities designed to marshal and direct public resources to advocate for and improve collective and individual total health. Many of the limitations experienced by health departments and this agency result from over concern with process and secondary loss of perspective of the product. In 1974, and the next several decades, the public health function will best be performed by shifting the major emphasis from conventional service delivery to regulation and modulation of the medical service delivery industry. At the same time, the delivery of expensive, unprofitable and innovative services will continue to be a governmental task. Progress, if possible, will entail acquiring new skills and authority and simultaneously abandoning the old, many times to other authorities. Rational regulation, control, compromise negotiation, problem identification, new service development, sorting out public vs. private mechanisms and phasing out inappropriate activities requires an expensive and well developed research and management capability. Such an organization is difficult to maintain because of the traditional concern of state and local legislative bodies with service delivery as opposed to supporting research, planning and regulatory functions in the broad area of human services. The private sector will obviously not totally support such development in government because of the potential it represents for regulation and control.

The public is not well enough organized, informed or concerned to spontaneously generate such support. Organized "consumer" movements can be helpful; but, since their orientation is traditionally reformatory, they are difficult to reach and establish contact with. As a result, increasing dependency upon Federal resources will be required to effect these transitions. As a result, the reality of probable Federal pre-emption must be accepted. The interim compromise will probably be Federal-State partnership of some sort, and it is in the people's best interest that this be harmonious, smooth and effective insofar as it is possible.

The advent of new technologies and values and the advance of diagnostic accuracy and specificity has led to new or accentuated environmental hazards to health. These range from straightforward, traditional and established, such as lead paint poisoning, to the theoretical and/or culturally related and/or value related, such as the need for adequate room, ability to communicate and freedom from stress (es). As documentation of the hazards of environmental conditions proceeds, the ability to intervene, interdict and otherwise manipulate environmental health hazards needs be preserved and utilized.

The majority of the physical ills now experienced by citizens of Maine are basically due to physiological limitations of the human organism. Degeneration illness is, to a large extent, inevitable and will never be totally preventable (i.e. heart disease, cancer, stroke, chronic pulmonary insufficiency, immune failure). Significant problems would, in fact, result if human life were suddenly extended in the form of population pressures, marked increase in numbers of dependent elderly persons, increased total cost of human services, etc. The factors which are known to accelerate these processes are almost entirely attributes of individual personal behavior (smoking, alcohol abuse, drug abuse, food abuse, violence, suicide accidents, exhibitionism, denial of risk, etc.). Our ability to manipulate these variables is limited by our cultural bias against individual behavior modification (civil rights); the fact that vested interest groups surreptitiously or openly oppose such change; the fact that our credibility as educators is extremely limited; mass behavior modification technology is both primitive and unacceptable; and, most importantly, humans are in many ways victims of their own personal heritage, thus having a limited ability to effect individual behavior change. The elemental need to survive and the universal human psychologic attribute of ambivalence still, however, manifests itself as a "need to hear" for "health education" messages. Thus, health education of the traditional variety is probably a useful tool, not to modify behavior but as a means for "doing what is expected". However, it is in the public interest that when education is conducted it is cost effective, accurate, not misleading and, above all, not surreptitious advertising for goods or services of questionable value. Since the bulk of today's health education originated ultimately from medical service providers or from other commercial sources, a governmental health agency should further develop its ability to regulate such activities and to correct misinformation already delivered. The latter is potentially dangerous because it involves issuing information which is apparently contradictory to established belief and, therefore, must be based on well established fact and extremely skillfully timed and delivered. Such documentation and timing requires research and public relations skill of a high degree and of greater dimensions than has been previously resident in health agencies.



In areas where the governmental agency persists as a provider of services also available, or potentially available through the private sector, a potential for conflict of interest exists because an agency can only, with great difficulty, provide both services and regulate the providers of similar services. Thus, either all competitive services become internalized (socialized) and regulated administratively or they must be externalized. The quality and efficiency of medical care characteristic of governmental health institutions in the past are not advisable and would, therefore, speak against socialization. Routine laboratory services, direct medical care and the like will most likely need to be delegated to the private sector with appropriate quality and cost controls.

Recent awareness of and concern for the efficiency that could accrue from application of sound management principles in governmental agencies has led to considerable pressure for their more universal application. Their ultimate adoption is in the public interest and should be pursued. However, these principles evolved in the realm of private profit oriented enterprise and are, therefore, not always applicable in public service oriented enterprise. Some of the problems are: (a) Particularly in human services, the lines of authority necessary to set and achieve specific objectives do not yet exist. (b) The various specific objectives motivating various agencies' involvements are often quite diverse. (c) Public enterprise depends on collective decision making which is a slow, cumbersome and often non-specific process which is willing to set vague goals but hardly ever agrees on specific strategies and tactics. (d) A single, universally accepted ultimate goal such as profit which can be easily and accurately measured is hard to identify and the goals that are set are extremely difficult to define, make quantifiable and measure. (e) The restrictions which government has established to minimize abuse of public authority and resources can and do constitute barriers to progressive goal-directed management. The difficulties associated with defining public and private policies and goals in the area of human services, the higher priorities often assigned to other areas because of the state's economic problems, and the characteristics of the state's political and governmental mechanism are all additional limiting factors. Efficient, well managed programs correctly aligned with clearly defined public policies is the best that can be achieved. The degree of cost saving achieved is dependent on both functions.

For these reasons, the major health goal (policy) of the Department of Health and Welfare can be stated as such:

"To maximize the strength and productivity of the Maine State Community by attaining and maintaining the highest level of human health consistent with current technical and social capabilities."

For these purposes, "health" is defined as a psychological, physiological and social state of an individual or group of individuals such that their positive contribution to community strength and productivity is maximal at the same time that the demands they present to the human services system are minimal.

Furthermore, because of the considerations outlined above, the health policies of the Department are as follows:

1. In all categorical or program areas, the impact on the broad range of human health, as defined above, must be considered and addressed.
2. An open and free dialogue with legislative and executive authorities will be maintained in order to clearly understand and correctly interpret public policy.
3. Relations with the public and other authorities will be characterized by candor, courtesy and consideration.
4. Relations with federal authorities will be characterized by cooperation, patience and efforts to identify and jointly pursue common goals.
5. A high priority will be placed on the development and maintenance of a research and evaluation mechanism to support activities relating to other policies.
6. A high priority will be placed on the development and maintenance of an efficient fiscal and program management system utilizing management-by-objectives and prospective budgeting techniques.
7. All activities will be consistent with public and departmental policies and will be subject to periodic review and evaluation.
8. All program areas should identify those goals and activities they share with other areas and authorities and foster cooperative efforts in their pursuit.
9. All efforts will be made to assist the private medical services industry in the creation of an efficient and well managed service delivery mechanism.
10. Specific services which can be more effectively delivered by the private sector will be delegated to them under appropriate controls.
11. A high priority will be given to the development of a mechanism to finance medical service delivery which is characterized by adequate coverage for necessary services and which contains appropriate incentives for preventive services, quality care and efficiency.
12. Health service institutions and agencies will be assisted to assure quality and flexibility of operation, economic stability and efficiency.
13. A high priority will be placed on development or implementation of needed new services and the most efficient delivery of traditional services which remain within the public sector because of policy, costliness or authority.

14. All regulatory activities will be based on well documented scientific and technical principles and characterized by rational rules reasonably enforced.
15. All educational activities will be planned, designed to reach clearly defined goals, systematically implemented, evaluated and critically examined for truthfulness and intent.

### **Goal I: :**

To attain for all the people of Maine, the most favorable mortality, morbidity, and disability rates that are possible within those conditions which are not susceptible to manipulation.

#### **Objective #1:**

To define acceptable short-term standards of health levels, and to identify those disadvantageous conditions which may be manipulated to favorably effect longer term health standards objectives.

#### **Objective #2:**

To define the problems and objectives of the Division of Cancer Control by September 30, 1974.

#### **Objective #3:**

To establish, with the cooperation of the Bureau of Maine's Elderly, a joint program relating to defining the health screening needs of the State's elderly population and have a needs statement submitted for implementation by March 31, 1975.

#### **Objective #4:**

To continue participation in the tri-departmental, pre-school child health screening program (Tri Plan) such that screening in the project area is operational, a State Coordinator is hired and oriented and has written an acceptable operational plan by December 31, 1974.

#### **Objective #5:**

To foster conduct of one survey to define the nature and magnitude of the problem venereal disease presents to young adults by September 30, 1974.

Objective #6:

To review, revise as necessary and implement an improved morbidity reporting system by June 30, 1975.

Objective #7:

To assist in implementing a computerized utilization and morbidity review system under Title XIX by June 30, 1975.

Objective #8:

To assist Maine's Regional Medical Program in identifying and implementing its interests in "preventive medicine" by June 30, 1975.

Objective #9:

To review the nature and magnitude of childhood poisoning in Maine and have a program plan written, if necessary, for future implementation by June 30, 1975.

Objective #10:

To secure completion of a study of preschool health screening practices in Maine including a summary of already-collected data by June 30, 1975.

Objective #11:

To assure the effective existence of those health resources, both physical and human, which are essential to other objectives.

Objective #12:

To secure a firm funding source for continued operation of the Health Facilities Planning and Construction Program by June 30, 1975.

Objective #13:

To secure placement of a Venereal Disease Physicians Assistant in the out-patient facility of Maine Medical Center by June 30, 1975.

## Objective #14:

To secure a commitment of plan for a Statewide Emergency Medical Services telephonic information and referral network from all appropriate authorities by June 30, 1975.

## Objective #15

To obtain in conjunction with various health planning authorities a methodology for planning, reviewing and approving nursing home construction by June 30, 1975.

## Objective #16:

To assure that new physical resources meet adequate standards.

*PROPOSED ACTIVITIES:*

- Provide the full range of services for an estimated five new projects.
- Service three projects under construction--payments, equipment, change orders.
- Provide termination services for three projects.
- Ascertain that all new health facilities construction plans and specifications comply with applicable standards, in cooperation with: the Bureau of Fire Prevention, Health Engineering, Division of Hospital Services, and the State Planning Office (A-95 Clearance).
- Arrange for program review of new projects by the Comprehensive Health Planning Agency, and area health planning agencies.
- Continue implementation of federal regulations regarding "uncompensated care for persons unable to pay" for forty-five former projects.
- Revise the State Plan for health care facilities (if the Hill-Burton Program is extended a sufficient length of time).
- Develop a program for detailed engineering review of plans and specifications for all health facility construction.
- Review and evaluate reports on the planned survey of ambulatory health care center needs; if acceptable, implement methodology and incorporate results in the next State Plan Revision.

- Initiate a similar survey of the methodology for programming long-term care facilities or rehabilitation facilities; review and evaluate recommendations; implement the methodology and incorporate the results in the next State Plan revision.
- Continue planning of health facilities on a Statewide basis, contingent upon legislative and organizational changes permitting this course of action.

Objective #17:

To have available by December, 1974, data on existing health personnel in all health care facilities in the State.

SITUATION:

The health careers coordinator will continue to work cooperatively with Maine's Regional Medical Program in collating and disseminating existing health personnel data for use by individuals who administer recruitment, training and placement of health personnel.

Objective #18:

To work cooperatively with the University of Maine's Center for Research and Advance Study in the development of a Cooperative Health Manpower Data System. Development of Phase I to be completed by June 30, 1975.

SITUATION:

Funding for this project has been applied for by the Bureau of Health and the University of Maine from the National Center for Health Statistics (RFP - HRS - 106 - NCHS - 41 (4) FPM).

The purpose of the proposal is to stimulate the development of ongoing, systematic analysis of health manpower data to address major manpower issues in Maine. It has been designed to make maximum use of existing resources and data files and to eliminate duplication of data collection and cost by planning a uniform set of data requirements which will meet federal, State and local health manpower information needs.

## Objective #19:

To continue cooperative involvement until November 1974, and thereafter, if new funding is obtained, in a project entitled "Use of Multidisciplinary Preceptorships for Improving Distribution of Health Care Manpower in Present Scarcity Areas".

## SITUATION:

The Health Careers Coordinator has served as an Assistant Project Director in this project which intends to demonstrate the effectiveness of arranging for multidisciplinary student teams to be exposed to several of the new health service models in Maine. The State provides an ideal laboratory for applied research into new methods of delivering health care; into the use of new types of health personnel; and into new ways of organizing and distributing manpower to solve geographic and demographic health care delivery problems.

## Objective #20:

To continue to provide in fiscal year 1975, an office that coordinates health careers information to meet the supply and demands of the health care facilities, training institutions and the individuals seeking education and employment in the health field.

PROGRAM AREA - MEDICAID I

## Objective #1:

To purchase the full range of medical services for those individuals receiving categorical assistance and all children in State custody so as to maintain an optimum level of medical care.

## SITUATION:

The Department is currently serving approximately 108,000 individuals under this program, which is very expensive to operate. The current year's expenditures may exceed \$40,000 of State and Federal funds. All program costs are monitored through accounting and auditing procedures, and the eligibility of participants is monitored through the Quality Control Program.

*PROPOSED ACTIVITIES:*

- Establish eligibility of individuals for this program.
- Establish payment procedures.

- Establish rate of utilization.

## PROGRAM AREA - MEDICAID II

### Objective #2:

To purchase the needed medical services for those individuals and families whose income is less than 133% of the current need standard for categorical assistance or SSI.

### SITUATION:

This is a new program authorized by the 106th Legislature. It became operational during the first months of fiscal year 1975. Thus, we have little operational experience upon which to base projections either in terms of case load or costs. All costs are monitored through the Accounting System. The program eligibility will be monitored through the Quality Control Program. The rate of utilization is yet to be determined.

## PROGRAM AREA - MEDICAID III (Catastrophic Illness Program)

### Objective #3:

To purchase on behalf of the individual that part of his needed medical care costs that exceed described criteria.

### SITUATION:

This program serves those individuals whose current medical bills exceed the amount of available medical insurance plus 20 percent of their income, plus 10 percent of cashable assets in excess of \$20,000 plus \$1,000. (Estimated at 5,000 individuals.) This is a new program tailored to meet the medical needs of families and individuals faced with medical expenses so heavy that meeting them would pauperize the family. The program began operation on July 1, 1974, and as of yet we do not have experience enough with it to project future costs or impact upon the Maine community. All costs are monitored through the Accounting System. The rate of utilization is yet to be determined. The program eligibility of persons served is monitored through the Quality Control Program.



PROGRAM AREA - MEDICAID IV (Children's Health Screening Program)

Objective #4:

To screen those children eligible under the Medicaid I and Medicaid II Programs and provide diagnosis and treatment to those with health problems.

SITUATION:

There are nearly 50,000 children in Maine eligible for this program. The program is based upon the concept of early diagnosis and follow-up of the children's medical problems, and is voluntary in nature.

*ACCOMPLISHMENTS:*

More than 50 percent of the children have been screened. However, the establishment of an information system that will identify individual children with problems for follow-up is not in place as yet, so that the effectiveness of the program is greatly impaired.

Objective #5:

To eliminate geographical remoteness and/or lack of transportation as a limiting factor in the provision of adequate medical care.

SITUATION:

The level of medical care available to the individual who resides in a geographically isolated area without transportation of his own at his command is usually much lower than that enjoyed by the rest of the population. In order to alleviate this situation, the Department operates the following programs.

Objective #6:

To provide such needed transportation for families with children eligible under Title IV through the use of volunteers paid only mileage costs for their vehicles.

*PROPOSED ACTIVITIES:*

- Recruitment of volunteers.
- Establishment of dispatch operation.

- Disbursement of payments for mileage.

Objective #7:

To provide such needed transportation for individuals 60 years of age or older through the use of volunteers paid only mileage costs for their vehicles.

*PROPOSED ACTIVITIES:*

- Recruitment of volunteers.
- Establishment of dispatch operation.
- Disbursement of payments for mileage.

Objective #8:

To provide the needed transportation through the purchase from public transportation facilities.

SITUATION:

This is an experimental type program funded by local seed money and Federal matching funds. The program is not operational as yet, but the final details are being worked out for a pilot project in the Portland area.

*PROPOSED ACTIVITIES:*

- The purchase and distribution of books of tickets to eligible individuals.
- Monitoring the program for costs and eligibility of ticket users.

Objective #9:

To provide the needed transportation to individuals 60 years of age and over through a fleet of mini-buses.

**Goal III:**

To significantly reduce the incidence of alcohol and drug abuse in the State of Maine.

## SITUATION:

The decriminalization provisions of the 1973 Alcoholism and Drug Abuse Act went into effect on July 1, 1973. As of July, therefore, public inebriety is no longer a crime, and alcoholic people have the right to treatment.

## ACCOMPLISHMENTS:

A year ago only one shelter/detox program existed in the State of Maine. Since January 1974, when the Office of Alcoholism and Drug Abuse Prevention began, shelter/detox programs have been funded in all alcoholism planning regions. For example, in OADAP's Southern Region, which includes 39% of the State's population, every person is within fifty miles of a shelter/detox facility.

## PROPOSED ACTIVITIES:

- When some minor gaps in shelter/detox programming are filled, program monitoring will provide OADAP with the necessary information basis to strengthen the internal programs and assist with more effectively linking detox services with hospital support.
- To provide outcome measurement through a program monitoring system and organizational assessment of cooperation and coordination.

## Objective #1:

To provide for a Statewide primary prevention system.

## SITUATION:

Any primary prevention activities of the State have been done informally and have been of limited scope.

## ACCOMPLISHMENTS:

The Maine Council on Alcohol and Drug Abuse Prevention and Treatment is developing a plan for a prevention strategy within the State. OADAP expects a Federal grant to be funded in January 1975, which will provide a trained person to work with the Council in developing and implementing a prevention strategy.

*PROPOSED ACTIVITIES:*

- To build upon the relationship between OADAP, the Department of Education and the University of Maine to expand and direct prevention activities.
- To develop effectiveness measures for the system.

## Objective #2:

To provide for early intervention and outreach services in all regions.

## SITUATION:

Early intervention and outreach services in the formal sense exist under three grants, with one each in Cumberland County, Aroostook County, and Knox/Waldo Counties. Federal funding for these will cease at the end of this fiscal year. It has been shown that early intervention does reduce the debilitating effects of alcohol abuse by interrupting the alcoholism cycle before family, job and all else is lost. An effective model for early intervention exists.

*PROPOSED ACTIVITIES:*

- To seek other sources of funding, since the type of people reached by these services largely do not fit into the target populations for Federal categorical funding. In this case, State appropriations will be sought.
- To use outcome measures from a program monitoring system to evaluate the program.

## Objective #3:

To provide for an array of treatment alternatives for various types of alcohol and drug abusers.

## SITUATION:

At present, the types of services available for alcohol and drug abuse treatment are limited. Those that exist, such as medical, para-professional counseling, and minor mental health counseling are effective with only a limited number of alcohol and drug abusers.

*ACCOMPLISHMENTS:*

The number, if not the type of services, for alcohol and drug abusers has increased over 100 percent in the past 9 months. Some progress has been made with expanding mental health type services.

*PROPOSED ACTIVITIES:*

- To increase OADAP's capability in the area of program consultation and community development and direct that capability toward creating different types of service within existing programs as well as within the new programs as they evolve.
- To request additional funding in order to pay for those services not covered under categorical mechanisms.
- To use outcome evaluation based upon a program monitoring system.
- To supplement general outcome evaluation with specific studies of discreet programs.

## Objective #4:

To meet the specific treatment and rehabilitation needs of high risk groups such as the Indian and Corrections population.

## SITUATION:

Little has been done with the problems of alcohol and drug abuse in the correctional institutions where 51 percent of that population have serious problems with alcohol and/or drugs. Indians have a larger alcohol and drug abuse problem than any other portion of Maine's population.

*ACCOMPLISHMENTS:*

Only token effort has been made for high risk alcohol and drug abusing populations. For example, only \$27,000 is being spent by OADAP to fund three counselors for Indians and only infrequent consultation has been given for correctional program development.

*PROPOSED ACTIVITIES:*

- To establish substance drug abuse programs specifically designed to meet the needs of people in correctional institutions.

- To establish programs developed and staffed by Indians.
- OADAP will probably increase dollar support of a comprehensive Indian Alcoholism Program , if increased State funding can be found.
- To use specific evaluative studies looking at the outcome.
- Social indicators of alcohol and drug abuse will also be monitored for these special populations.

Objective #5:

To develop troubled employee programs within the public and private sectors.

SITUATION:

There are about 385,000 employees in Maine, 5% of which (18,000) have drinking problems of such degree that their employment is threatened and their job performance greatly impaired. Employee alcoholism costs the State of Maine \$75 million per year in decreased production, absenteeism, accidents, etc.

ACCOMPLISHMENTS:

At the present time, troubled employee programs have been implemented to cover 11,000 employees (550 problem drinkers). A program to cover 15,000 State employees, (an additional 750 problem drinkers) is approaching the implementation state. This means that about 7% of the problem has been addressed with 93% still to be negotiated.

PROPOSED ACTIVITIES:

- OADAP plans to accelerate the development and implementation of troubled employee programs.

- To develop services in communities to treat the problems identified through the employee programs, which will require increased funding and program development.
- To measure program development by the percent increase of persons covered.
- To assess the program based upon factors which affect the employer, such as absenteeism and productivity changes.

#### Objective #6:

To develop funding alternatives for all alcohol and drug abuse activities. Such alternatives include Title VI of the Social Security Act, Law Enforcement Planning and Assistance, municipalities, rehabilitation, and the State of Maine.

#### SITUATION:

Although the public inebriate is the most visible and problematical part of the alcoholic population, he represents only about 5% of all alcoholic people. Much remains to be done with the remaining 95% of the alcoholic population.

#### ACCOMPLISHMENTS:

The Maine Legislature has appropriated \$350,000 for alcoholism grant-in-aid for alcoholism services. By matching this State money through Title VI of the Social Security Act, OADAP has been able to establish and maintain approximately \$900,000 worth of treatment and rehabilitation services for the public inebriate. The State has appropriated a total of \$80,000 to fund all drug activities. Drug abuse education and prevention activities with school-aged people could consume more than that. In addition, Federal sources of matching funds for drug abuse are almost non-existent. OADAP's relationship and success with Title VI funding has been good as evidenced by making \$350,000 expand to over \$900,000. Efforts with rehabilitation, LEAA, and the municipalities have not been successful in general.

#### PROPOSED ACTIVITIES:

- To request a sizeable increase in State appropriations and increase efforts to develop other funding sources through the regional and State councils, as well as direct contact with the agencies.

#### Objective #7:

To coordinate the planning and operation of all alcohol and drug abuse services, except those related to the prevention of drug traffic.

### Objective #8:

To establish five planning regions with a Regional Planning Coordinator to staff a representative citizen's council in each region.

### SITUATION:

Until last year, no forum for public discussion of alcohol related issues was available, nor was there any effective mechanism available to communicate the needs of alcohol abuse to appropriate public agencies. Alcohol abuse planning was also non-existent.

### ACCOMPLISHMENTS:

Citizen's councils, staffed by regional planning coordinators, exist in all planning regions. Plans for service development, based upon local need, and developed by local people, now exist and are in the process of implementation. These councils, to a limited degree, have been able to generate local dollar and in-kind support for services and technical assistance.

### PROPOSED ACTIVITIES:

- To continue with the present planning and coordination mechanism.
- To integrate alcohol planning and drug abuse planning at both the regional and Central Office levels.

### Objective #9:

To develop a Statewide citizen's advisory council to provide advice and technical assistance to the Office of Alcoholism and Drug Abuse Prevention.

### SITUATION:

Until last year, citizens' input into planning and decision making around issues of alcohol abuse was non-existent. Those programs that did exist and were funded by the State were not necessarily related to local concern or need.



*ACCOMPLISHMENTS:*

With the creation of OADAP, a 35-member alcoholism council was streamlined into 17 members and given the responsibility of dealing with drug abuse issues as well. The committee structure is developed and the committees are active in exploring issues and providing assistance and advice to OADAP.

*PROPOSED ACTIVITIES:*

- To expand the number and sophistication of the issues confronted by the council.
- OADAP will continue to develop the council's capacity to assist in the planning of substance abuse activities.

## Objective #10:

To establish an information system capable of providing a basis for rational decision-making with respect to program development, funding level, program monitoring, service duplication, etc.

## SITUATION:

Until OADAP was created, no evaluation of alcohol or drug abuse programs existed.

*ACCOMPLISHMENTS:*

Two basic systems have been set up to monitor alcohol progress. One is a community monitoring system, the other is a program monitoring system. The community monitoring system gives us the change in a number of broad social indicators of alcohol abuse. The change in these indicators gives OADAP a view of the impact alcohol programming has on those factors society considers as negative results of alcohol abuse.

The program monitoring system provides process measures of service effort as well as the beginning of service outcome. This system, supplemented by separate evaluative studies, will tell OADAP the effect service has on the lives of those receiving service.

*PROPOSED ACTIVITIES:*

- To apply the Community Monitoring and Program Monitoring Systems to drug abuse this year.
- To integrate drug abuse social and program indicators into the alcohol monitoring systems, so that OADAP will have a single source of data upon which to base decision-making.

- To formally put the data emerging from our monitoring efforts into a decision-making process of the State agency, citizen's groups, the facilities providing the information, and others who have an interest and need for such information such as other funding bodies.
- To assess the usefulness of the system in decision-making and its internal validity and reliability

#### Objective #11:

To establish and maintain licensing provisions for alcohol and drug abuse treatment facilities.

#### *ACCOMPLISHMENTS:*

The Special Session of the 106th Legislature established licensing authority for OADAP for drug abuse facilities. However, licensing authority was not given for alcohol abuse facilities. OADAP has established the mechanisms, procedures, and regulations for drug abuse facility licensing, and is in the process of licensing Maine's drug abuse facilities. OADAP is also in the process of writing the regulations for alcohol facility licensing.

#### *PROPOSED ACTIVITIES:*

- To request licensing authority for alcohol abuse facilities in the 107th regular Legislative session and be prepared for implementation by the time the legislation takes effect.

#### Objective #12:

To participate to the extent possible in the planning and funding cycles of those agencies either providing or funding alcohol or drug abuse services.

#### SITUATION:

Cooperation with and the use of funding sources for alcohol and drug abuse programs has not been developed to any great degree in the past. Growth of treatment programs, therefore, has been slow and haphazard.

*ACCOMPLISHMENTS:*

An excellent working relationship exists between OADAP and the unit of State government administering Title VI funds. Extensive use of that funding source has been made and system as well as personal cooperation is excellent.

*PROPOSED ACTIVITIES:*

- To continue the relationships built around Title VI funding.
- To duplicate OADAP's success in funding with municipalities, LEAA, rehabilitation, education, etc.
- To begin to review and approve the planning done by those agencies who have an effect upon alcohol and drug abuse activities.

**Goal IV:**

To provide support and guidance to individuals, public and private organizations, and local governments in their alcohol and drug abuse activities.

**Objective #1:**

Provide for the training of the service and managerial manpower necessary to staff the treatment facilities.

**SITUATION:**

Staff in treatment facilities have generally grown into their positions as problems and programs have developed. Although they have the basic characteristics necessary to maintain their position, the staff by and large needs additional skill training. Skill training is needed at both service and managerial levels.

*ACCOMPLISHMENTS:*

To date, no training resources exist in Maine which relate to the needs of alcohol and drug abuse service and managerial personnel. We need virtually all types of training at all levels.

*PROPOSED ACTIVITIES:*

- To participate in the development of a Federal area alcoholism training program which will provide, within the New England area, a planning and funding mechanism for needed training resources.

- As a result of additional funding being available for training, to develop a plan which will provide the basis for training of drug abuse workers.

#### Objective #2:

Make program expertise available to individuals and facilities providing or planning to provide alcohol or drug abuse treatment services.

#### *PROPOSED ACTIVITIES:*

- To provide problem-solving services to those organizations experiencing programmatic difficulties.
- To participate to the extent possible in those associations which have a direct or indirect effect upon alcohol and drug abuse services, such as the Maine Municipal Association and the Police Chiefs' Association.

#### Goal V:

To expand the capability of providing emergency medical services.

#### Objective #1:

To develop a more adequate transportation system.

#### *PROPOSED ACTIVITIES:*

- To complete the agreement with the Department of Educational and Cultural Services by August 1974, at which time they will assume the responsibility for providing emergency medical training for the system's personnel.
- As a result of the above, to train 400 ambulance and rescue personnel to the Emergency Medical Technician-Ambulance level by the end of the fiscal year.
- To complete the Emergency Medical Transportation Study.
- To utilize the EMS Transportation Study and its recommendations, prepare application to HEW under the EMS System Act of 1972 to fund the implementation of five of the proposed systems.

## Objective #2:

To develop a more adequate communications system.

*PROPOSED ACTIVITIES:*

- To increase the effectiveness of the emergency medical communications system by implementing the system in 8 of the 16 hospitals that now are not part of the system.
- To increase the number of ambulances that have two-way voice communications ties with the hospital they serve from 55% to 65% of the total number of vehicles now operating.
- To review, in light of current FCC direction, the emergency medical communications system as it exists today and prepare, by the end of the fiscal year, recommendations relative to that system.

## Objective #3:

To complete the work of the ad hoc committee of hospital emergency department categorization by September 1974, with an implementation of the scheme by the end of the fiscal year.

## Objective #4:

To develop more adequate management and evaluation systems for emergency medical services.

*PROPOSED ACTIVITIES:*

- Increase the number of users of the ambulance/rescue record from 50% of the ambulance services to at least 75% by June 30, 1975.
- Increase the number of hospitals now using the ambulance/rescue record as part of the patient's permanent record from 15 to at least 25 by June 30, 1975.
- Complete the design of the computer-assisted analysis system for the ambulance/rescue record by the end of the fiscal year.

**Goal VI:**

To prevent that portion of mortality, morbidity and disability which may be possible in terms of the "state of the arts" at any given time.

**SITUATION:**

Although the Department has available for fiscal year 1975 from State and Federal sources \$56,000,000, which it expects to expend on behalf of the 173,000 individuals covered by its medical care programs, there are still 177,000 individuals financially unable to obtain all the medical care needed. These individuals are largely family members of intact families with low incomes (less than \$6,000 annually); slightly more than one-half are children. To provide an adequate level of medical care for these individuals would cost an additional \$30,000,000. Many of these individuals are not at present eligible for Federal programs so that the increased cost would fall largely on State or local funding sources.

**Objective #1:**

To plan and develop new programs impacting on rates of morbidity, mortality and disability.

**PROPOSED ACTIVITIES:**

- To research and prepare an acceptable program for cancer control consistent with available resources and useful authority.
- To develop a High Blood Pressure Control Program with an appropriate program plan.
- To prepare a plan for rural dental service delivery relating service needs to staged development for potential adoption and support by Health Planning Authorities, Organized Dentistry, Dental Education Administrators, and Health Resource Development Agencies.
- To create a Statewide nursing and boarding home tuberculosis screening policy.

**Objective #2:**

To plan and develop strategies for the future maintenance, closure, or expansion of ongoing programs in the area of Health Services.

*PROPOSED ACTIVITIES:*

- To review and update the TBC program plan (long term).

## Objective #3:

To maintain progress in Preventive Dentistry.

*PROPOSED ACTIVITIES:*

- To recruit and hire a Dental Health Education Coordinator to develop and implement an integrated Dental Health Education program.
- To develop a program plan for Dental Health Education which will:
  - a) incorporate teaching designed to alleviate fluoride insufficiency into existing nutrition education programs in Maine, b) assess and disseminate in southern and central Maine appropriate information about the impact of established public water fluoridation efforts, and maintain this effort, c) require that all Dental Health Education activities supported, funded, or otherwise promoted by this Department devote a significant portion of their effort to a) and b).

## Objective #4:

To maintain progress in school water fluoridation.

*PROPOSED ACTIVITIES:*

To secure fluoridation of school water supplies or systems in no less than 25 communities where schools are not on public water supplies during fiscal year 1975.

## Objective #5:

To recruit support for, design, and implement an expanded school dental hygiene program embodying the principles of: a) sufficient dental hygienist manpower to do a proper job, b) progressive assumption of support by local communities, c) significant support from the State Legislature, c) topical fluoride application, and e) appropriate school dental health education.

## Objective #6:

To achieve dentist recruitment to the extent that 70 new dentists are licensed in Maine during fiscal year 1975.

*PROPOSED ACTIVITIES:*

- To continue participation in Tufts dental education compact such that no less than 50 Maine students are attending Tufts Dental School during fiscal year 1975.

**Goal VII:**

To control the incidence of communicable disease in Maine within acceptable limits.

**Objective #1:**

To hold the incidence of measles, rubella, and polio at current levels or below.

*PROPOSED ACTIVITIES:*

- To immunize or provide vaccine for the immunization of one-half of Maine's children that are susceptible to measles (12,405), rubella (16,676), and polio (42,149) by June 30, 1975.
- To determine the immunization status of five significant population groups (two-year olds, school entrants, AFDC children and Bangor City and Somerset County) by June 30, 1975 in order to assist local agencies in immunization programming.
- To conduct a minimum of twenty (two or more per health district) community-wide immunization clinics by June 30, 1975 in order to continue the program policy of providing such services in areas of demonstrated need due to very low immune levels and/or lack of medical personnel.
- To conduct at least one immunization training seminar for nursing personnel in order to increase vaccine certification reporting by 30% and orient new nurses on vaccine administration and storage and survey techniques.
- To introduce a program of immunization record exchange between private physicians and public health clinics in at least two health districts by June 30, 1975.
- To conduct an on-going, Statewide information/education program for public consumption and the private medical community, to include an intensive month-long promotional campaign, (a trial campaign involving the negative aspects of smallpox vaccine and the positive aspects of rubella), and one article for the Maine Medical Journal.



## Objective #2:

To maintain current rate of control of the tuberculosis problem in Maine.

### *PROPOSED ACTIVITIES:*

- To review the case register at least monthly and update the administrative classification of patients.
- To have a fully operational manual records system on a Statewide basis.
- To determine the clerical error rate in recording data on the manual system register cards by January 1, 1975.
- To conduct an epidemiological study to identify the reasons for high morbidity in Penobscot County.
- On a project basis, identify infections by screening nursing and boarding-home personnel and patients in Knox County.
- To ensure that the lines of communication regarding the medical management of the patients are established and maintained between private physicians, tuberculosis consultants and hospital personnel, the medical director will visit, within one week of admission, 80% of all tuberculosis patients and suspects, and will make subsequent visits at three weeks and 70 days after admission as deemed appropriate.
- To maintain at 94%, the percentage of the active cases at home on current drug therapy.
- To maintain at 94%, the percentage of the active cases at home with recent (within the last six months) medical and/or x-ray examinations.
- To maintain at 70%, the percentage of active cases at home receiving bacteriologic examination within the last six months (excluding those with primary and non-pulmonary disease).
- To raise to 75%, the percentage of inactive cases receiving x-rays and/or medical examinations within the preceding twelve months.
- To have 90% of all contacts examined by tuberculin test within one month after report of the source case to the appropriate district office.
- To have 92% of all contacts initially examined by tuberculin test complete their evaluation within 90 days of identification of the index case, and to receive care appropriate to their evaluation that is consistent with TBC Program recommendations.

- To have 90% of all suspects (TB to be ruled out) receive medical services leading to a final disposition within three months.

### Objective #3:

To halt the spread of venereal disease throughout Maine.

### SITUATION:

With the gradual increase in the number of reported cases of venereal disease, the threat of infection and subsequent latent complications to the at-risk groups of this State makes it necessary that control measures be applied as rapidly and effectively as possible.

### PROPOSED ACTIVITIES:

- Determine the source of infection on 80% of all early syphilis cases reported during fiscal year 1975.
- Examine 100% of the early syphilis contacts which are referred into Maine by other State Health Departments.
- Visit those physicians (30-50) who for reasons inconsistent to our control endeavors, need to know periodically what epidemiological diagnostic and other related services are available to them.
- Implement and have operational a mandatory laboratory reporting regulation requiring all laboratories in the State to report all positive venereal disease tests.
- Continue to present VD information programs (75) to schools, civic organizations and other appropriate groups throughout the State.
- Examine by culture, 20,000 females who are utilizing selective health providers in various areas of the State. All females identified with positive culture will be managed through to a final medical disposition.
- In the three major areas where VD epidemiological resources are available (Portland, Bangor and Lewiston), 80% of the male patients reported from those areas will be interviewed for source/spread case evaluation.
- Obtain a final medical disposition on 80% of all female contacts identified through the epidemiological process conducted in the three central cities.

- Determine the occurrence of complications of untreated gonorrhea by surveying the State's medical insurance companies payment record for services performed. Supplementary to this activity, will be an effort by this program to obtain the same data from State-paid medical support systems. A final analysis should be completed in the second quarter of fiscal year 1975.
- Assist in the presentation of a logical and appropriate gonorrhea informational and educational activity during selective periods throughout fiscal year 1975.

#### Objective #4:

To assure that the best family planning information and/or devices are made available to any individual desiring such service regardless of ability to pay.

#### *PROPOSED ACTIVITIES:*

- To determine the need for Family Planning Services by geographical area.
- Select a responsible agency to provide the service.
- Contract with the agency to provide the service under appropriate medical supervision.
- Monitor each contract for unit costs and effectiveness of service provided.

#### Objective #5:

To assure that the family planning information and/or devices are both safe and effective.

#### *PROPOSED ACTIVITIES:*

- To institute a service data reporting system for Family Planning Services to be uniformly used by all of the publicly funded programs in the State by January 1, 1975.
- To assist the Family Planning Association in developing and implementing uniform cost accounting procedures for all Family Planning projects.
- Formulate and write Bureau of Health Family Planning Program, defining overall goals and objectives.

- Review, update, complete and implement all outstanding rules, regulations, policies and agreements relating to family planning by January 1, 1975.
- Review all existing sources of information relating to the needs for family planning services and summarize in written form by April 1, 1975.
- Develop a methodology for assessing the need for family planning services based on the information collected in the above item and apply the same in one rural area of the State by June 30, 1975.

#### Objective #6:

To eliminate lead poisoning as a negative factor in the growth and development of a child.

#### *PROPOSED ACTIVITIES:*

- To institute lead screening tests as a routine component of all public child health clinic activities (including Division of Public Health Nursing Child Health Conferences, EPSDT Screening Clinics, hospital pediatric clinics, local health departments and nursing service child health activities, home health agency child health activities and health maintenance organization child health activities) by September 30, 1974.
- To administer capillary blood lead tests to 17,000 pre-school children (ages 1-5) in Maine by June 30, 1975.
- To achieve: 1) Medical follow-up and treatment of all positive reactors (35 ug/100 ml. whole blood or above), and 2) removal of environmental lead sources of all positive reactors within two months of positive analysis.
- To have available by October 1, 1974, detailed cost factors relating to the removal of environmental lead hazards.
- To have prepared by October 30, 1974, a legislative proposal for the 107th Maine Legislature regarding lead paint removal.
- To insure that 1,000 dwelling units in the State of Maine are screened for lead by June 30, 1975

#### Goal VIII:

To reduce the impact of Genetic Disease on the families involved.

## SITUATION:

While the incidence of Genetic Disease is not too high in relation to the total population, it does create social, economic, and even survival problems for the individuals so afflicted. The following two programs are the Department's attempt to deal with two of the most common genetic diseases.

### Objective #1:

To reduce the impact of hemophilia on the afflicted families.

#### *PROPOSED ACTIVITIES:*

- To have available a universally acceptable statement of what is involved in the process of providing genetic counseling to a hemophilia carrier and to an affected male.
- To negotiate a fee schedule with the Genetic Counseling Center for genetic counseling services provided and establish a payment mechanism for those services.
- To negotiate a fee schedule with the Maine Medical Center (J. Daniel Miller, M.D.) for genetic counseling services provided and establish a payment mechanism for those services.
- To provide by June 30, 1975, appropriate genetic counseling services to the 105 affected males identified by the Project as being in need of such services.
- To provide by June 30, 1975, appropriate genetic counseling services to the 147 at-risk women identified by the Project as being in need of such services.
- To provide by June 30, 1975, appropriate genetic counseling services to the 124 known female carriers identified by the Project as being in need of such services.
- To design and implement a method of evaluating the genetic counseling presented and its effect upon each case referred by the project for genetic counseling services.

### Objective #2:

To reduce the impact of Down's Syndrome on the afflicted families.

*PROPOSED ACTIVITIES:*

- To negotiate a cooperative and informational relationship between the Down's Syndrome Project and the Associations for Retarded Children and the State institutions for the retarded by November 30, 1974.
- To provide information (conference, workshop) regarding the genetic aspects of Down's Syndrome and explain objectives and proposed methods for the Down's Syndrome Project to State and local Public Health nurses.
- To identify by June 30, 1975, 150 Down's Syndrome patients and provide peripheral blood karyotypes when no record of previous karyotype is available.
- To provide by June 30, 1975, genetic counseling to those families deemed by the Project to be in need of those services.
- To secure by June 30, 1975, complete pedigree information for those families where translocation of Down's Syndrome is present.
- To design by March 1, 1975, and implement a mechanism whereby physicians may readily obtain peripheral blood karyotypes and amniotic fluid cell karyotypes for their patients.
- To design and distribute to all physicians kits (informational and educational materials) for families of Down's Syndrome patients.
- To increase, by June 30, 1975, the level of demand for amniotic fluid cell karyotype through physician and risk population awareness of the effect of maternal age on the occurrence of Down's Syndrome.

## Objective #3:

To attain an acceptable level of nosocomial infections in Maine hospitals.

*PROPOSED ACTIVITIES:*

- Informally survey 10% of the nursing homes in Maine and make an assumption based on this survey, as to the extent of the nosocomial infection problem in these facilities.
- Examine existing data sources for measuring the extent of the nosocomial infection problem and write a preliminary description of the problem.
- Design a surveillance system for use in Maine's hospitals on nosocomial infection.

- Design and carry out a plan for reduction of incidence including an educational program for hospital personnel, staff and physicians on need for hospital infection surveillance.
- To monitor the incidence of nosocomial infection.

#### Objective #4:

Prepare and submit for funding a final plan for a three-year statewide cervical cancer screening program, describing methodology to be employed in implementing and administering the program. The plan will be based on the results of the following ten activities. (April 1, to May 15, 1975).

#### *PROPOSED ACTIVITIES:*

- Formulate and write a Cervical Cytology Program Plan defining overall goals and objectives.
- Send copies of Program Plan and Feasibility Report to proposed supporting agencies for comment. Secure commitments for participation in program.
- Conduct epidemiological study concerning cervical cancer in Maine, based on hospital records, death certificates, interviews, etc.
- Identify those women thought to be at high risk to cervical cancer based on results of Objective #2.
- Formulate eligibility guidelines for screening services.
- Determine operational costs for implementation of program.
- Identify direct and indirect supplemental funding sources.
- Discern proper motivational factors necessary to bring women to screening, based on results of Objectives #3 and #4.
- Plan educational program based on results of Objectives #3 and #4.
- Formulate effective data collection and evaluation systems.

#### Goal IX:

To reduce the social and economic impacts of disability by providing the services which may be required to make maximum utilization of residual functions or capabilities.

## SITUATION:

The target population served by this group of programs is all those persons who possess any physical, mental or emotional handicap which is interfering with either gaining or holding employment, and who could benefit through provision of the services of this agency. Services are delivered to general disability groups by rehabilitation counselors located strategically throughout the State. In addition to a general program, we operate specialized programs for the following areas: a) public offenders, b) major medical centers, c) Mental Health Institutes, d) deaf, e) secondary school children, and f) Social Security Disability and Supplemental Security Income Recipients.

### Objective #1:

To rehabilitate as many eligible persons as possible.

(The following objectives are an outcome of the 1973 Vocational Rehabilitation Act and are part of the national effort and improving accountability of the program.)

### Objective #2:

To insure that the rehabilitation program is serving the target population and to insure that these services are provided in an equitable manner.

### Objective #3:

To insure that rehabilitation clients are placed in gainful activities suitable to their capabilities.

### Objective #4:

The extent to which undue delays are avoided in providing clients with VR services.

### Objective #5:

To insure that available resources are utilized to achieve maximum operational efficiency.

### Objective #6:

To insure that counselors maintain manageable-sized caseloads and provide timely and adequate services to those individuals in the caseloads.



Objective #7:

To insure that clients retain the benefits obtained from the rehabilitation process.

Objective #8:

To insure that the need for "post-employment" (section 103 (a) and (b), P.L. 93-112) services is satisfied.

Objective #9:

To insure that agencies are able to identify reasons why clients are not successfully rehabilitated.

Objective #10:

To insure that the client is satisfied with the individualized written rehabilitation program services as developed by the counselor.

(The Federal Government, in conjunction with the various States, is defining evaluation standards and data elements to utilize in the above objectives. This should be accomplished within the next twelve months. In addition, the Bureau has a contract with a consulting firm to develop a more thorough evaluation model to be used in measuring service outcome.)

*ACCOMPLISHMENTS:*

In the Beneficiary Rehabilitation Program, 100 percent increase in Federal funds was made available during fiscal year 1974 to serve disabled Supplemental Security Income-Social Security Disability Insurance recipients. Eight counselors, clerical support and a State Coordinator were employed under the Vocational Rehabilitation Program to serve those beneficiaries possessing potential for return to work after Vocational Rehabilitation Services. Implemented on January 1, 1974, a total of 92 beneficiaries were closed rehabilitated: 60 Social Security Disability Insurance recipients and 32 Supplemental Security Income recipients.

The Division has completed its seventh year of services to handicapped public offenders. In addition to counselors within the institutions, four community based counselors are providing effective continuity of vocational rehabilitation services to public offenders released from institutions into the community.

A Vocational Rehabilitation Counselor has been placed at the Maine Medical Center within the Department of Medical Rehabilitation as source for early referral of severely handicapped individuals to Vocational Rehabilitation.

Through grants and the procurement of a statewide coordinator for the deaf, additional focus is being placed upon more resources and provision of vocational rehabilitation services to our deaf population. A statewide conference was held to obtain specific input from a variety of individuals concerned with the needs for the deaf in Maine.

Additional focus is being provided for renovation and elimination of architectural barriers in key sites to enable more vocational rehabilitation clients - lacking in mobility - to participate in available community activities and educational opportunities.

Utilization of rehabilitation facilities continues to increase. Grants were given to existing or emerging facilities to enable them to enlarge the scope and quality of services. A major expansion of facility services took place in Bangor area during fiscal year 1974.

A Vocational Rehabilitation Counseling Unit has been placed at the Augusta Mental Health Institute to provide services to residents for preparation and adjustment into the community.

#### *PROPOSED ACTIVITIES:*

- Increase case finding.
- Coordination and integration of blind service programs with generic community-based programs for the aged.
- Proposed increase in staff (two positions) to provide adequate Statewide geographic coverage.
- To plan and coordinate with the Department of Education a more concentrated program of Vocational Rehabilitation services for handicapped secondary school youth.
- To plan, with two additional major medical centers, Vocational Rehabilitation Units to bring services to more severely handicapped to include traumatic spinal cord injured.
- To plan a workshop for the vocational evaluation of handicapped who reside in Kennebec and Somerset Counties.
- To plan a center for independent living in conjunction with a major medical center and educational institutions. This would provide a combination of homelike housing, ongoing medical care and training for those severely handicapped who need close medical care but not in a hospital and who can participate in training or job.

- To plan for the implementation of an expanded program of services for the deaf and hearing impaired.

#### Objective #11:

To arrive at a prompt and qualitative decision as to the claimants entitlement to disability payments under the Social Security Disability Act (Title 11) and Supplemental Security Act (Title XVI) as interpreted by the Federal Government.

#### SITUATION:

The program is a joint State-Federal program, financed 100% Federally through Social Security but operated through contractual arrangement with the State of Maine. The situation causes some difficulties in that regulations, budgets, and authority rest with the Federal Government, whereas means for implementation (personnel, salary levels, etc.) are under State control.

#### ACCOMPLISHMENTS:

The Maine Disability Determination Services consistently is first or second nationally in speed of cases processed, and maintains an acceptable reject rate. The national average case processing time is 41 days, while Maine's average is only 25 days.

#### PROPOSED ACTIVITIES:

- To process claims as rapidly and as accurately as possible.
- To equal or better national average time for completing case processing as measured by cases still in process at the end of 45 days, 70 days and 90 days.
- To keep the Federally operated case reject rate at 5% or less of the total cases processed.

#### Objective #12:

To reduce the social and economic impacts of blindness by providing the services necessary to make maximum utilization of the clients' capabilities.

**SITUATION:**

Case finding in the Education Program remains a vital component in the provision of services. The Rehabilitation Program (Blind) over the past two years has remained at approximately the same level (cost-wise and numbers served and rehabilitated). Lack of employment opportunities for college trained blind students during the past two years has become a problem, not only in Maine, but nation-wide. Development of electronic reading and travel aides for the blind has, on the plus side, opened avenues of employment not readily available in the past. Training in the use of such aides has been initiated in Maine during the past year.

**ACCOMPLISHMENTS:**

The Department, under its Rehabilitation Program, provided serviced to approximately 1,000 adults of which 118 were rehabilitated into gainful employment.

**PROPOSED ACTIVITIES:**

- Increased case finding.
- Increased emphasis on vocational counseling of college bound blind students.
- Increased activity in placement activities for clients entering and completing rehabilitation process.

**Objective #13:**

To enable the geriatric blind to have a full, mobile, and meaningful life.

**SITUATION:**

It is estimated that 65% of the blind are over 50 years of age, but only approximately 5% of the resources allocated to services for the blind are available to this group. During the past year a register of blindness was established to identify those persons in need of such service. Approximately 2,000 persons are now on the register.

*ACCOMPLISHMENTS:*

The Division of Eye Care, under its Social Services Program to the Aged Blind, served over 350 persons. The purpose is to allow persons to continue living alone, aid in recreation activities and to make life more meaningful for the aged blind in nursing homes, etc. Third party contract with the use of Title VI funds (Social Services only) has increased trained manpower in the field from three to seven persons.

## Objective #14:

To enable all visually handicapped children to receive the highest quality education possible.

*SITUATION:*

There still exists in Maine a large population of yet unidentified children who need special educational services because of visual impairment.

*ACCOMPLISHMENTS:*

The Division of Eye Care, under its Education Program, provided services in fiscal year 1974 to 430 visually handicapped children. This represents an increase of 25% in number of children served over the previous year. Itinerant teaching staff of the Division of Eye Care, which allows for direct individual services to blind children in the public school system, has substantially increased via third party contract. This has given the Division the ability to provide specialized education services not heretofore available in Maine.

*PROPOSED ACTIVITIES:*

- Increased emphasis on serving multi-handicapped blind children, i.e. residential schools.
- Outreach program to identify those children yet unknown needing specialized educational services.
- To assist the Crippled Children's Services Programs in formulating a program plan such that their impact will be maximal under third party payment programs by June 30, 1975.
- To assist the Developmental Disabilities Council and Pineland Center in review of preventive medical practices at Pineland during FY 1975.

### Objective #15:

To equip people to make intelligent, informed judgements, choices, and decisions in the protection or furtherance of their health.

### *PROPOSED ACTIVITIES:*

- To implement, insofar as possible, any recommendations affecting the Bureau which emanate from the FY 1974 Health Education Review during FY 1975.
- To secure written plans (format already developed) for all education/public relations activities sponsored by Bureau Programs during FY 1975.

### PROGRAM AREA - ENVIRONMENTAL SAFETY

#### Goal X:

To assure the minimum detrimental impact on the physical environment.

#### SITUATION:

Man, especially in the United States, is having a devastating effect on the intricately and delicately balanced earth environment. This impact seems to be increasing geometrically with time. Man's activities not only pollute the earth's land, air, waters, but his proliferating technology continuously generates devices, foods and products which pose a real potential threat to human as well as other life forms.

Although the undesirable effect on human health and well-being of some man-caused environmental hazard is well known, the effect of others remains largely unknown and the combined (synergist) effect may never be known.

#### Assumptions:

- That man is subjected to potential environmental hazards 24 hours per day whether it be in the work place, during leisure hours or in the home.
- That the Department's current programs address only specific portions of the total problem.

- That the ongoing restructuring of the Division of Health Engineering will start to redirect the thinking and planning toward flexible and responsive programs designed more adequately to address the spectrum of environmental hazards that man is subjected to in 1974.
- That the restructuring of the Division will eventually result in a cadre well versed in a number of environmental health areas, and thus, hopefully better able to identify and respond to change.
- That a systematic planning approach to a more responsive environmental health program will take the better part of fiscal year 1975 to complete.

While the overall problem is being re-examined and analyzed, and new objectives can be set and implemented, we plan to continue our current program of activities very much as we have in the past.

#### Objective #1:

To provide administrative support for the programs in this area.

#### *PROPOSED ACTIVITIES:*

- To secure sufficient resources to allow for the existence of a program to eliminate the hazard posed by the presence of lead based paint on interior walls of dwellings in Maine by June 30, 1975.
- To assist the Division of Health Engineering in program plan development such that all its objectives regarding the creation of program plans are met by June 30, 1975.
- To secure support for a statistical survey of the health related quality of home environments in Maine during FY 1975.
- To secure specific authority to regulate the location and construction of private drinking water supplies during FY 1975.
- To develop a plan for the restructuring of the Division of Health Engineering.

#### Objective #2

To carry out the responsibility assigned to the Department under Title 32, Chapter 49, as amended by Chapter 234, P.L. 1965.

## SITUATION:

It is assumed that by the examination and licensing of plumbers, a class of artisans has been developed that is installing plumbing that will result in reduced health hazard, and consumer complaints. It is expected that this program will be continued under the responsibility of the Division of Health Engineering.

## PROPOSED ACTIVITIES:

- Holding of examinations for journeymen and master plumbers twice per year.
- Investigating complaints and violations of the Act.
- Registering apprentice plumbers, and licensing journeymen and master plumbers.
- Maintaining records of all plumbers licensed or registered under this law.
- Maintaining books to show all monies received or disbursed.
- Handling all correspondence relating to the Act.
- Making investigations of complaints and possible violations of the law.

## Objective #3:

To insure that persons do not suffer acute or chronic disease from drinking water.

## PROPOSED ACTIVITIES:

- To develop a systematic program plan in light of the new program mission.
- To identify and quantify the problem, to complete the assumptions and strategy by January 1, 1975, and the sub-program and goals by March 1, 1975.
- Provide informative material for families relative to individual water supply systems.
- Encourage and assist the 170 public water supplies within the State in developing plans and schedules for meeting the requirements of the new



Rules and Regulations covering their operations within the time schedule established for the next four years as specified in the covering Memorandum for these Rules and Regulations dated November 27, 1973.

- Maintain surveillance and follow-up over the public water supplies of the State by means of the existing systems of testing and inspection.
- Continue the program of instruction for upgrading (40-50) operators in our water plants.
- Study the problem of private water supplies in our schools and work up a program of control and surveillance.
- Introduce and install Fluoridation in (20) of our schools which have private water supplies.

(The following Proposed Activities are mandated by statute and regulation.)

- Continue bi-annual inspection of check valves.
- Review fluoride installation plans within 10 working days.
- Review new construction plans within 10 working days.
- Monitor fluoride program of public water systems, with bi-annual inspection of each system.
- Monitor water samples submitted by water systems.
- Monitor fluoride testing results by public systems.
- Inspect new fluoride installation within 10 working days of notice.
- Inspect new construction by water utility within 10 working days.
- Review "packaged water" facilities within 10 working days of notice.
- Inspect "packaged water" facilities within 10 working days of notice.
- Secure bacteriological sampling based on U.S.P.H.S. curve (population) of 160 water supplies.

#### Objective #4:

To minimize exposure to the population from environmental hazards associated with improperly installed plumbing and on-site waste water disposal.

*PROPOSED ACTIVITIES:*

- To complete a systematic plan for reaching the primary objective.
- To identify the problem and quantify it.
- To complete the assumptions and strategy by January 1, 1975.
- To complete the sub-program goals by March 1975.

## Objective #5:

To maintain current level of protective activity.

*PROPOSED ACTIVITIES:*

- To continue the Local Plumbing Inspector (LPI) Certification Program.
- To certify and examine one hundred (100) LPIs.
- To hold Plumbing Code hearings as required by law.
- To inspect water supplies and private sewage disposal systems for VA and FHA as requested.
- To give technical assistance to public agencies and private citizens.
- To establish an accountability system for LPI.
- To publish a newsletter.
- To publish a non-technical private sewage disposal bulletin.

## Objective #6:

To protect beneficiaries, employees and visitors from any and all environment factors threatening their health and well-being.

*PROPOSED ACTIVITIES:*

- To complete a systematic program plan in light of the new program missions.
- To identify and quantify the problem.
- To complete the assumptions and strategy by January 1, 1975.

- To complete the sub-program goals by March 1975.
- To maintain the current level of protective activities.
- Plan and inspect (50) fifty hospitals annually within the State of Maine.
- To make fifty-two (52) environmental radiological surveys at the Maine Yankee Atomic Power Plant.
- To attend Federal, State and private training schools on new equipment and methods of diagnostic and therapeutic x-rays.
- To plan to eliminate any duplication of paper work and institute filing systems for incoming mail.
- To physically inspect 100 dental x-ray facilities on a call or request basis and also on a discrepancy basis.
- To visit seventy-five (75) Medical Doctors, Doctors of Osteopathy, Doctors of Chiropractic and Podiatrists on a call or demand basis and also on a discrepancy basis.
- To visit two (2) dental technician schools and coordinate a radiological safety program.
- To use any and all beneficial public relation aspects to better inform the citizens of Maine about the use of radiation.

#### (Occupational Health)

- To provide a practical service to assist Maine's businesses in meeting OSHA requirements.
- Develop a training program to permit the utilization of employees in the area offices to carry out some occupational health functions.
- Review work sheets in order to measure work results of occupational health functions.
- Identify health hazards in 10 selected industries.
- Review construction plans of industry, on request.
- Offer opportunities for personnel to attend HEW, OSHA and other short courses.
- Work with the University to offer courses to personnel and industry pertaining to occupational and other health fields.

Objective #7:

To minimize the exposure of the population to unnecessary environmental hazards during their pursuit of recreation.

*PROPOSED ACTIVITIES:*

- To complete a systematic program plan in light of the new program missions.
- To identify and quantify the problem.
- To complete the assumptions and strategy by January 1, 1975.
- To complete the sub-program goals by March 1975.

Objective #8:

To maintain current level of protective activity.

*PROPOSED ACTIVITIES:*

- To make 8,000 inspections of eating places.
- To make 100 inspections of the 240 boys and girls camps.
- To provide additional training both in-State and out for our sanitarians by utilizing services of Regional Milk and Food Consultants.
- To certify at least three sanitarians as food service survey officers as recommended by the U.S. Public Health Service.
- To implement a public relations effort aimed at submitting legislation to increase fees.
- To conduct 30 food handling schools.
- To make inspection of 14 county jails for Department of Mental Health and Corrections.
- To inspect children day care centers for Day Care and Foster Care Licensing.
- To inspect Alcohol and Drug Rehabilitation Centers. Also to work with Division to establish new rules and regulations.

- To evaluate and establish an electronic data processing system for eating and lodging licensing.
- To support new legislation which specifies the duties of the Department and establishes a fee structure to provide the services required.
- To modify the inspection procedure in order to maximize service and lower unit costs.
- To develop a comprehensive reporting system that will reduce the time required of the inspector to a minimum and will provide all the required quantitative information.
- To explore the possibility of eliminating duplication by negotiating for inspections by other agencies.
- To provide training of field staff and develop job analysis and write-ups.
- To inspect one-third of the 380 seasonal public beaches and pools for compliance with the Division's present standards.
- Make monthly inspections of the thirty-two (32) year-round pools.
- To inspect and license all suppliers of compressed air for self-contained underwater breathing apparatus.
- To complete a systematic program plan in light of the new program missions. (The mission of the Office of Plans and Standards Review is to review all plans submitted to the Division.)
- To identify and quantify the problem.
- To complete the assumptions and strategy by January 1, 1975.
- To complete the sub-program goals by March 1975.
- To support other offices and programs of this Division and other Departments such as DEP, LURC, Education and BPI.
- Review plans and specifications within two weeks of receipt in areas listed below:

Public and private water supplies  
 Plumbing  
 On-site sewage treatment and disposal systems  
     disposing to the soil  
 Mobile home parks, and tenting and trailer areas  
 Eating and lodging places

Cross connections  
Public swimming facilities  
Radiological protection  
Others as defined by the Director

- Assist in the education of the public and professionals to standards and information required for review.
- Develop a uniform review procedure.
- Utilize review aids to increase review process.

Objective #9:

To complete a systematic program plan in light of the new program missions of the Health and Safety Inspection Program. (The mission of the Health and Safety Inspection Program is to support, at the regional level, the Division's Programs.)

*PROPOSED ACTIVITIES:*

- To identify and quantify the problem.
- To complete the assumptions and strategy by January 1, 1975.
- To complete the sub-programs and goals by March 1975.
- To provide day to day field support for many of the Division Programs.
- Devise a system whereby field personnel can be contacted at specific times during the day.
- Provide cross-training for the health inspection personnel.

## PROGRAM AREA - HUMAN PROTECTION

### Goal XI:

To minimize the impact of those elements of the social and economic environment that are barriers to the achievement of the mission of the Department of Health and Welfare.

### SITUATION

This program area is designed to serve all Maine people whose human rights, dignity and well-being are threatened by elements of the social and economic environment. The social and economic environment within which Maine people live is characterized by a low average income, a relatively stable population and a somewhat conservative approach toward the alternative solution of individual problems emanating from the lack of recognition of basic human rights and dignity.

The following programs are designed with these factors in mind to help those individuals endangered by their environment attain as high a level of protection, self-care, and self-sufficiency as possible. The elements causing the most serious impact on individuals are as follows:

1. Economic insufficiency which may be defined as living on an income less than that defined by the U.S. Department of Labor's Bureau of Labor Statistics as being adequate for a low standard of living. (150,000 individuals).
2. The abuse, neglect, or exploitation of individuals unable to protect themselves against those factors or influences in their environment which lead to physical or mental injury, sexual abuse, negligent treatment or other maltreatment and are without someone to act responsibly on their behalf.
3. The lack of awareness of individuals as to how to obtain or preserve income or other resources to which they are entitled.
4. The incapacity of certain individuals to reside in their own home, to participate in community affairs, and to exercise their right of self-determination.
5. The inability of certain individuals to obtain institutional care on their own when needed.

Summary of progress toward eliminating economic insufficiency: The programs we are operating cover less than one-half of the individuals with an economic insufficiency problem. In one program we are meeting only about 55% of each individual's need. Our basic problems are a lack of funds for payments, and a lack of staff to adequately handle eligibility determination resulting in a high ineligibility rate.

## Objective #1:

To eliminate economic insufficiency in Maine.

## SITUATION:

This program is designed to serve all families suffering from economic insufficiency who are deprived of parental support. (25,000 families, 63,500 individuals). This program is a very expensive program and a program that is not popular either nationally or at the local level. The result is that in order to meet full need according to current BLS standards would require the defined target population more than twice the financial resources currently available.

## Objective #2:

To determine the eligibility of individuals and families.

## Objective #3:

To distribute funds available from private, State and Federal sources in an equitable manner among the families and individuals identified in the above target population.

*PROPOSED ACTIVITIES:*

- To respond to requests by making applications available.
- To evaluate individual's financial situation from data on returned application with personal contact, if necessary.
- To authorize the correct amount, if the client is eligible.
- To review the client's eligibility periodically to assure continued eligibility.

## Objective #4:

To distribute available State funds among these individuals as equitably as possible according to their needs.

## SITUATION:

This program is designed to serve individuals receiving Categorical Assistance for the Aged, Blind or Disabled during December 1973, whose needs exceed their income from January 1, 1974 on. This program is jointly administered by the Federal Social Security Administration and the Maine Department of Health and Welfare. It came



into being on January 1, 1974 when, by Congressional Action there was a termination of Federal financial support of State-administered Categorical Assistance programs for aged, blind, and disabled individuals and replacement of these programs with an SSI program administered by the Social Security Administration.

Because the individual payments in the Categorical Assistance programs were based upon the actual living arrangements of the client, and the SSI payment has a ceiling, nearly one-half of those individuals receiving AABD in December of 1973 would have suffered a loss in payment without State supplementation. The State identifies those individuals in need of supplementation and the amount of supplement. The Social Security Administration administers the supplemental payments for the State, and bills the State monthly for the supplemental payment. This program has had its problems. The Federal billing has consistently exceeded our projections by as much as 20% to 30%. An inordinate amount of our staff time is spent trying to straighten out "foul-ups" in payments to clients. The build-in provisions for changing amount of payment to reflect the changing needs of clients are cumbersome and do not work well.

Because of its nature, this program will phase out over a period of time as clients die off or are moved into a medical care program.

#### Objective #5:

To distribute available State funds as equitably as possible among the aged, blind or disabled individuals applying for financial assistance subsequent to January 1, 1974 whose income does not meet current needs.

#### SITUATION:

This program was to have been jointly administered by the Federal Social Security Administration and the Maine Department of Health and Welfare. Because of the difficulties in getting the previous program started, the Federal Government was unable to assume its responsibilities until November 1, 1974. As a result, the Department was forced to assume complete responsibility for administration, the part of this program necessary to put into operation April 1, 1974. This has caused the Department to respond to client need very slowly. The program is in no financial trouble at present, but has not been in operation long enough to get a very solid picture of what the future holds.

#### Objective #6:

To obtain financial support for parents separated from their children who are not meeting their responsibilities for financial support of these children.

## SITUATION:

This program is a joint program administered by the Department of Health and Welfare and the Office of the Attorney General. Parents not meeting their responsibilities are contacted by Health and Welfare staff to determine if contributions can be obtained voluntarily. If this attempt is unsuccessful, court action is initiated by the Assistant Attorney General assigned to the Department, if the parent has legal responsibility for the child.

Problems with this in the past have been twofold. The sheer volume of referrals annually has been so great (8,000+) that the current departmental staff has been unable to maintain current knowledge of the situation in all cases. This is important, because if a parent fails to meet his responsibilities on time and is not contacted immediately, he has established a pattern that is difficult to break. The last Legislature authorized three additional staff positions for this program, but it will be a few months before we can evaluate their impact on the program.

The second problem is that, in the instance that court action is necessary, the courts are so slow that it is often months before court action is taken.

## Objective #7:

To meet the needs in a consistent manner of those individuals in financial distress whose financial needs are immediate and cannot be met under one of the State or Federal programs.

## SITUATION:

By State law, the local welfare officials are bound to provide such financial assistance to those who "on account of poverty need relief".

State law also provides that organized municipalities granting such assistance to persons from an unincorporated or unorganized township shall be reimbursed 100% for welfare costs to such individuals.

In addition, State law also provides that when a municipality incurs net costs for furnishing general relief to its own residents in excess of .0006 of its State valuation, the Department of Health and Welfare shall reimburse such municipality 90% of the amount that the welfare expenditures exceed .0006 of its State valuation.

In order to qualify for such financial assistance, a municipality must promulgate a set of written standards for eligibility for relief and file a copy with the Department of Health and Welfare.

## Objective #8:

To meet the financial needs of children in State custody; to purchase food, clothing, shelter and supervision by Foster Parents; to meet the medical needs and; to meet any other special needs of each child.

*PROPOSED ACTIVITIES:*

- To maintain payroll of Foster Parents.
- To issue ID cards for medical care.
- To authorize vendor payments to supplier for other special needs.
- To monitor expenditures by appropriation, activity, character and object.

## Objective #9:

To provide an opportunity for eligible individuals and families to purchase Food Stamps.

*PROPOSED ACTIVITIES:*

- To determine eligibility of individuals and families and authorize purchases.
- To monitor the eligibility rate through the Quality Control procedures.
- Respond to requests by making applications available.
- Evaluate individual's financial situation from data on returned application with personal contact, if necessary.
- Authorize correct amount if client is eligible.
- Mail authorization to client.
- Review client's eligibility periodically to assure continued eligibility.

## Goal XII:

To eliminate those factors in the social environment that threaten the rights, dignity and well-being of individuals.

## SITUATION:

The threatening factors in the social environment around which the Department has designed programs are:

Child Abuse	Inadequate Housing
Child Neglect	Lack of Adequate Transportation
Adult Abuse	Lack of Home Management Skills
Adult Neglect	Physical Incompetence to Manage Home
Adult Exploitation	Alcoholism
Inability to Maintain Independent Living	Drug Abuse
Inability to Obtain Entitlements	Mental Retardation
Unnecessary Institutionalization	Marital Discord
Illegitimate Pregnancy	Inadequate Education
Lack of Skills in the Labor Market	Mental Disorders
Lack of Child Care	

### Objective #1:

To determine if conditions of child abuse, child neglect, or exploitation exist.

## SITUATION:

This program is designed to meet the needs of all children reported to be endangered because their parents are unable or unwilling to provide adequate care. The Department responds to approximately 4,000 complaints annually. Of these, approximately one-fourth or 1,000 prove to have some substance. In many instances we are called into a bad situation that has been going on for a long time. Other States report that their rate of the number of child abuse and neglect situations to the total population markedly exceed Maine's ratio.

Research and planning is being done as to how to improve the community's participation in case finding. Plans are in progress to improve the quality of data collected. The basic problems in this program area are the inadequate reporting of valid situations, and the difficulty with data gathering on open cases.

### *PROPOSED ACTIVITIES:*

- Upon receipt of a complaint, the Department will: contact the principals and advise them of the complaint, document the facts surrounding the situation, and decide if child abuse and neglect truly exist.

### Objective #2:

To develop a plan for the elimination of those factors in each child's environment that constitute child neglect, abuse or exploitation.

### SITUATION:

This program area is designed to serve all children served under the previous program who are determined to be abused, neglected or exploited.

Of the approximately 1,000 children determined annually to be in a situation in which abuse and neglect exists, about two-thirds are in situations that appear remedial in nature so that they are left with their parents and the parents are given the support necessary to correct the situation. Court action is taken in the rest of the cases in an attempt to remove the child from the jeopardizing situation.

### PROPOSED ACTIVITIES:

- To determine the causal factors leading to child abuse and neglect.
- To assess the parent's capability to change.
- To make a decision as to whether the child's well-being would be best served by removal from the home or by leaving him there.
- To monitor cases open for protection to determine outcome.
- To monitor home situations in cases where the children were committed to determine if the decision to remove was a correct decision.

### Objective #3:

To remove those home conditions that result in child neglect, abuse and exploitation.

### SITUATION:

This program area is designed to serve those children served by the previous program whose plan indicates that they are to remain in their own home.

At any given time, there are between 400-600 families with whom the Department is working in an attempt to solve the child abuse and neglect problem. Approximately 80% of these families are closed out with the problems apparently solved. In about 20% of this group, and in spite of our efforts, the home situation deteriorates and we are forced to take the case to court. Only about 25% of those cases closed without court action come back to us with a new valid complaint.

*PROPOSED ACTIVITIES:*

- Re-determine the causal factors in each case.
- Provide those services that relate to the causal factors, such as day care, home management, housing, financial management, housekeeping services, alcoholism services, and drug abuse.
- Collect data on case disposition and services provided, and analyze this data to discover trends and effectiveness of the program.

## Objective #4:

To obtain custody of those children whose plan indicates removal from the home or for whom the objective under the previous program area becomes unattainable, and to provide a substitute care living arrangement which removes the child from his jeopardizing situation.

## SITUATION:

Of the 150-200 case situations annually that are deemed of such a serious nature that court action to remove the children from the home is warranted, the Department prepares the evidence for presentation to the court. The Department requests the hearing and presents its evidence. It may or may not have legal representation at the hearing. In 80-85% of the case situations the Department is successful with its petition and the custody of the child is awarded to the Department. The parents may have legal representation if they so desire. Congress recently passed PL 93-242, the Child Abuse Prevention and Treatment Act of 1974. One of the provisions of this act requires a State to provide a guardian "ad litem" to represent the interests of the child in any court action in which the custody of the child is involved. Maine State law does not currently provide for this. The penalty for non-compliance is a reduction of Federal funds.

*PROPOSED ACTIVITIES:*

- Initiating a petition.
- Collecting and presenting evidence at the hearing.
- Collecting data on cases brought to a hearing, and analyzing this data.
- To use the findings for program modification.

### Objective #5:

To return custody to the natural parents of a child who is the Department's responsibility, whose natural parents are temporarily incapable of carrying out their responsibilities as parents, but there is reason to suppose that at some date in the future they will be able to assume this responsibility.

### SITUATION:

These children divide into two groups according to their legal relationship with the Department.

#### Group #1:

These children were committed to the Department by a court but in the opinion of the Department the home situation, although very bad, is not hopeless and there is a good chance that the family will pull itself together to the extent that the child or children can be returned to their custody.

#### Group #2:

These children are released by the parents or guardian to the Department's care during a period (not to exceed six months) of family stress when there are no relatives or other resources to which they can turn. The release is in terms of a signed agreement which can be terminated at any time. The legal custody of the child or children remains with the parent.

At any given time there are a total of 500-600 children in the two groups with a ratio of 3:1 between groups.

### *PROPOSED ACTIVITIES:*

- To place these children in foster homes.
- To monitor the child's progress.
- To determine his special needs, and authorize expenditures in his behalf.
- To plan for the child's future.
- To support the natural parents in planning and preparation for the child's return.
- If the basic objective is reached, arrange to terminate the legal relationship.

Objective #6:

To secure adoption for those children whose natural parents are permanently unwilling or unable to assume custodial responsibility for their children, but who could be adopted members of another family.

SITUATION:

Children served by this program fall into two groups.

Group #1:

Children for whom the court has awarded full legal custody to the Department and there is no likelihood for future return to their own family.

Group #2:

Children whose parents have relinquished to the Department the legal rights to their children for the purpose of adoption.

At any given time, approximately 200 children are in this program. Not all children in the program get adopted, however. The Department averages about 100 completed adoptions annually. For the past several years the numbers of adoptions has decreased annually, largely because the numbers of children described in Group #2 above have decreased. However, this has been partially offset by an increase in numbers of successful adoptions of Group #1 children.

*PROPOSED ACTIVITIES:*

- Matching of children with adoptive parents.
- Trial placement.
- Monitoring success of placement.
- Final legal transfer of parental rights.

Objective #7:

To provide to those children for whom return to their own parents or adoption does not appear to be feasible and opportunity to mature into well-adjusted adults capable of normal independent living in a community.

SITUATION:

This group of children consists of approximately 1,400 children. The group consists largely of older children, only 2% are less than five years of age. It is expected that this group will grow smaller as the years pass and more hard-to-place children get adopted.



The objectives of this program are difficult to measure. We know of examples of successes and also of failures among the 15,000 or 20,000 children who have left this program during the past ten years. However, we have no current policy or procedure designed to follow these children beyond dismissal and to assess their ability to cope with adult life. Consideration is being given as to ways and means by which this could be done. We need the results of such a study to use in our planning but the cost of such a study and the inherent difficulties in conducting it have prevented the Department from undertaking it.

#### *PROPOSED ACTIVITIES:*

- Negotiate agreement.
- Authorize maintenance payment.
- Monitor individual's progress.
- Terminate payment at proper time.
- Analysis of the number of children and the costs to determine the program costs.

#### Objective #8:

To enable the individual to maintain his independence.

#### SITUATION:

This program area is designed to serve adults not able to maintain an independent living in the community without help not currently available. There are approximately 200,000 individuals in Maine who are either over 60 years of age or have serious mental or physical disabilities. Nearly one-half (90,000) of this group are finding independent living difficult. The barriers to independent living are:

Limited income	Lack of Health Care
Lack of adequate housing within their price range	Inability to care for home
Malnutrition	Social isolation
Exploitation	Inability to function physically or mentally.

#### Objective #9:

To eliminate the factors resulting in a danger of abuse, neglect, or exploitation of adults.

## SITUATION:

Title 22 of the M.R.S.A. was amended by adding a new chapter number 958, and Title 18, Chapter 501, Sub-Chapter III-3 was also added. Content of these chapters became effective on October 3, 1973. The purpose of these changes is to provide protective and supportive services to those adults who are incapacitated by reason of advanced age, or physical or mental incapacity, and who, with some assistance are capable of living and functioning in society.

These changes do two things: (1) Mandate that the Department of Health and Welfare provide protective and supportive services to incapacitated adults; and (2) mandate and establish a process whereby the Department of Health and Welfare may seek and become legal guardian of incapacitated adults.

## PROPOSED ACTIVITIES:

- Identify factors which might be: inappropriate living quarters, non-receipt of entitled financial benefits, lack of medical services and supplies, lack of legal services, inadequate food, mental or physical impairment.
- Provide appropriate services including guardianship.
- Record the numbers of individuals served and the services provided.
- Develop and evaluation plan.

## Objective #10:

To provide a nutritious meal to all individuals sixty years of age and older or to those who are SSI recipients and are in need.

## SITUATION:

The Department provides between 6,000 and 8,000 meals weekly at 39 different sites. All but approximately 800 of these meals are congregate meals served at the site. The rest are meals delivered to the homes of individuals (meals on wheels). The sites are operated for the most part by non-profit organizations under contracts with the Department. Funds come from local contributions, Older Americans Act, Title VI and Priority Social Services. This creates a bureaucratic maze, because each funding source establishes its own parameters on the way its money can be spent.

## PROPOSED ACTIVITIES:

- Menu preparation.

- Purchase of supplies.
- Preparation of food.
- Serving of food (congregate).
- Delivery of meals (meals on wheels).
- Record the number of meals served by funding groups.
- Record expenses.
- Analyze data to determine the average cost of a meal and charge it back to the funding source.

#### Objective #11:

To provide adequate housing within financial reach of all individuals 60 years of age and older who are living in substandard housing because there is no adequate housing available that they can afford.

#### SITUATION:

A study of substandard housing in Portland indicated 35% of all structures considered substandard were occupied by the elderly (65 and over), (1,035 dwellings, 85% of which were rented and 15% owned by the elderly person). These figures indicate a serious problem for the elderly Statewide. It is reasonable to estimate that 25,000 - 30,000 of Maine's elderly are living in substandard housing (20,000 - 25,000 of these individuals live in rented houses). The balance live in houses owned by themselves. Thus, any program focused on the solution of this problem must be geared to both promote the construction of new low-cost housing and to promote the repair of existing housing units. Some progress has been made; 304 newly constructed housing units have been planned through the cooperation of HUD and the local housing authorities in 20 different projects, four projects with 60 units having been made available.

A home repair project has been initiated in one county which to date has made repairs on 425 homes.

#### PROPOSED ACTIVITIES:

- To organize community resources in support of the program.
- To participate in planning for each project.
- To participate in project search for funding.

- To participate in project monitoring and evaluation.
- To participate in screening and selection of tenants.
- To collect and analyze data on project's costs, funding sources, adequateness of the product and the characteristics of the tenants.

#### Objective #12:

To provide transportation to all individuals 60 years of age and older who lack transportation for the essential activities of everyday life.

#### SITUATION:

In Maine, almost the sole means of transportation is the private automobile. Public transportation is almost non-existent except in the Portland area. The long distance bus lines do provide a means of transportation between the larger population centers, but offer little help to the individual in need of low cost transportation for the short trips necessary to procure supplies, obtain medical care and participate in community affairs. Many of the elderly either do not own automobiles or are physically incapable of driving. Transportation by taxi is very expensive. Although usually available, the costs prohibit this method of transportation to the elderly living on a small fixed income. This program is designed to cope with this problem. The program entails the use of a fleet of mini-buses in each area controlled by a dispatcher in such a way so as to meet the needs of the aged population.

#### PROPOSED ACTIVITIES:

- To procure buses and hire drivers.
- The establishment of routes and schedules, and the adjustment of schedules to meet the varying needs of the users.
- The maintenance of buses.
- The establishment of priorities.
- The maintenance of records on trips, passenger miles traveled and an analysis of those records to determine the cost factors.

#### Objective #13:

To provide care to those individuals 60 years or older living in their own home (owned or rented) who are unable to care for the home or their own personal care in all respects.

### SITUATION:

The number of individuals in need of such service is unknown. However, the program served 11,000 individuals last year although the program was not State-wide.

### PROPOSED ACTIVITIES:

- Recruit and train homemakers and home health aides.
- Set up administrative procedures.
- Dispatch staff in response to requests.
- Maintain control of staff activities.
- Review the quality of service performed.
- Review the appropriateness of the services performed.
- Record the number of clients served and units completed.
- Record the type of services performed and the costs.
- Analyze records for accountability and plan reformulation.

### Objective #14:

To provide an opportunity for those individuals 60 years of age and older who are socially isolated from the rest of the community because of a lack of common interests and goals to meet, develop and focus their common interests so that they can become a vital part of the community.

### SITUATION:

Under the auspices of the Governor's Committee on Aging, the Department has developed a network of senior centers throughout the State. These senior centers formulate their own programs to meet their individual needs. Each center is staffed by a director and an advisory and such other staff as is necessary to operate their programs. The source of funds is local money matched with Federal Older Americans Act monies.

### PROPOSED ACTIVITIES:

- Program planning.

- Dissemination of information
- Identification of issues
- Development of strategies
- Support of major programs: Nutrition, health screening, foster grandparent, RSVP
- To provide program evaluation through such items as the number of participants, services rendered and fiscal accountability.

#### Objective #15:

To enable those adults now institutionalized who could live independently outside the institution with supportive services to enable them to leave the institution and live independently.

#### SITUATION:

There are, at present, two groups of de-institutionalized people for whom the Department provides services through purchase of service contracts. They are the mentally retarded placed in the community, from Pineland, and those mentally ill or senile people placed in the community from the two State mental health institutes-- Augusta and Bangor. Both Pineland and the two mental health institutes could conceivably place many additional people, were adequate facilities and supportive services available.

This program has had a tremendous impact on the institutions, individual client and the taxpayer of Maine. The institutions are able to use their facilities for treatment purposes, not custodial care, the individual client is happier; and as the institutions are supported almost entirely by the Maine tax dollar, whereas the individual client's maintenance in the community is only 30% Maine tax dollars, the Maine taxpayer should be happier.

#### *PROPOSED ACTIVITIES:*

- Identification of individual to be placed.
- Evaluation of his needs.
- Choice of placement.

- Delivery of service needs.
- Monitoring of placement.
- Evaluation of success of placement.
- Replacement or return to institution.

#### Objective #16:

To provide the optimum chance for all illegitimately pregnant females to have an uneventful pregnancy and the delivery of a normal, healthy child with a planned future.

#### SITUATION:

Each year an unknown number become pregnant by men who are not their husbands. Some of these women are particularly vulnerable when in this situation. Being young (usually in their teens) and not particularly knowledgeable about life processes, and feeling the shame that society attaches to a woman in this situation, their first reaction is to hide their condition from their relatives, friends, and associates. As a result, they do not receive the medical attention and advice that usually leads to an uneventful pregnancy and delivery of a normal child. Statistics show that illegitimately pregnant women are more than twice as likely to have complications during late pregnancy and delivery and are more likely to deliver an abnormal child. Even a normal child born under these conditions has a poor chance because the mother has done little planning concerning her own and the child's future. Each year between 400 and 500 unwed mothers come to the Department seeking help.

#### PROPOSED ACTIVITIES:

- Provide medical attention for the mother-to-be.
- Involve the father in the planning process, if possible.
- Develop a rational plan for the mother and child's future.
- Support the mother through the delivery and implementation.
- Maintenance of data on the results of the program, including abnormal pregnancies, delivery complications, post-partum complications, and the success of the plan for the child.
- Analyze the data and compare it with data on normal legitimate pregnancies.

Objective #17:

To remove the barriers confronting all individuals desirous of employment but unable to obtain it because of a lack of skills and/or family responsibilities.

SITUATION:

The State of Maine, with a work force of approximately 300,000 and an unemployment rate of 8%, has nearly 25,000 unemployed. In addition, there are an estimated 25,000 potential employees who would work if they possessed the necessary skills and/or were not homebound by family responsibilities. The following programs are designed to impact upon this problem.

Objective #18:

To enable AFDC family members who lack the necessary skills to compete in the labor market to participate in a job training program.

SITUATION:

Federal regulations require adult members of AFDC families not burdened by the care of children less than five years of age to register for work or training with the Labor Department. If they are unskilled or the Labor Department has no jobs for them, they are required to participate in job training in order to acquire the necessary skills to make them employable. The Department of Labor furnishes the job training, but the Department of Health and Welfare furnishes the services necessary to permit the individual to participate in the program.

*PROPOSED ACTIVITIES:*

- To assess the needs of the individual which may be: day care for children, medical problems, dental problems, transportation.
- To arrange for the necessary services and authorize payment for same.
- To monitor the number of individuals passing through the program.
- To monitor the earned income of the program graduates, analyze the findings and report to the Federal government.



### Objective #19:

To assure that necessary child care and transportation resources are available to working AFDC recipients.

### SITUATION:

The rules and regulations surrounding the AFDC program provide that a working AFDC recipient may either pay for her work expenses and deduct them from her earnings in calculating the amount of her grant, or if the services are available in a facility funded by the Department, she may avail herself of the free service and use the full amount of her earnings in calculating the amount of her grant. Usually, it is to her advantage to pursue the latter course because the additional money is available weekly instead of at the end of the month. In addition, it is a considerable incentive for the mother to work if she does not have to make the arrangements for the children's welfare while she is at work.

### PROPOSED ACTIVITIES:

- Negotiate contracts with qualified day care facilities, and place children as required.
- Approve payments.
- Review eligibility of children for service, and review service delivered to assure quality.
- Audit contracts to assure financial accountability.

### Objective #20:

To assure that AFDC families and individuals receiving SSI who are less than 60 years of age whose well-being is endangered by the quality of housing in which they live have an opportunity to avail themselves of such resources for better housing as the community provides.

### SITUATION:

Rather more than 50% of this group live in substandard housing. This means about 15,000 housing units. Less than 25% own their own homes. It is difficult to interest builders and/or the Housing Authority in building low rental housing units for families

with children. They fear the maintenance costs. For this reason, the Department has had little success in initiating new construction. About the only resources that are available are the new laws relating to tenant-landlord relationship, and for homeowners living in rural areas, low-interest loans or grants for home repairs from the Farmer's Home Administration. However, the FHA does not have much money available and tenants are usually fearful of taking their landlord to court to enforce their rights. About all we can do is to be sure that they understand their rights and what resources are available to them.

*PROPOSED ACTIVITIES:*

- Explain his rights to tenant.
- Explain what resources are available.
- Support him in any action he decides to take.

Objective #21:

To hold the family together.

SITUATION:

This program is designed to aid families who are currently intact but are in danger of dissolution because of marital strife, alcoholism, drug abuse, low income, mental illness or other social problems amenable to solution. In the Department's child protective work we often come into contact with these families. Occasionally, a family will come for help on their own.

*PROPOSED ACTIVITIES:*

- To assess the situation with the family.
- To make them aware of the resources available.
- To connect them with the resources.
- To provide such needed services as are at the Department's disposal.
- To determine outcome.

**Goal XIII:**

To achieve a community atmosphere of greater recognition, and the provision for a greater variety of human needs and problems for all Maine people.

**Objective #1:**

To identify the needs of specific target groups by geographical area.

**Objective #2:**

To search out and mobilize resources to meet these needs.

**Objective #3:**

To create community support for programs through two-way communication with all special interest groups.

**Objective #4:**

The development of a comprehensive plan that realistically matches resources with needs.

**Objective #5:**

To provide any and all information to the general public concerning any program administered in the Human Protection area.

**Objective #6:**

To complete planning and fully implement a program to identify, clarify and publicize the role of the local health officer and his functions.

**Goal XIV:**

To protect human rights and dignity.

**Objective #1:**

To conduct, with the assistance of appropriate consultants and authorities, a review of the health law structure of Maine during fiscal year 1975.

## Objective #2:

To assist the Attorney General's Office in the formulation of appropriate policies and regulations regarding human sterilization.

## Objective #3:

To provide for the State of Maine a well-equipped, well staffed modern public health laboratory.

## SITUATION:

The microbiology laboratory will provide the following services during fiscal year 1975:

Throat Cultures	25,000	Syphilis, serology	
Gonorrhea cultures	24,000	Qual., VDRL	30,000
Stool cultures	1,400	Quant., VDRL	1,800
Parasitology specimens	125	FTA-ABS	2,200
Reference cultures	300	Spinal fluid	
The cultures & smears	4,200	VDRL	1,300
Tbc, drug susceptibility	1,100	Coll. gold	1,200
Mycology cultures	100	Protein	1,200
Rabies specimens	300	Toxoplasmosis	2,000
PKU Screening	16,000	Rh typing	7,500
Heterophile antibody	850		
Misc. agglutination	100		
Virus isolation spec.	1,000		
Virus serology	20,000		

## PROPOSED ACTIVITIES:

- Cross-training of bacteriology personnel will be expanded to extend back-up capabilities by 30% during fiscal year.
- Training in parasitology will be obtained at CDC for one Microbiology Aide when the course is scheduled.
- Usefulness of toxoplasmosis screening will be evaluated by interviews of all physicians using the service significantly during the first quarter.
- A microbiologist for direct supervision of virology and over-all direction of microbiology will be recruited and oriented.
- Training for virology personnel in cell culture technics and respirovirus procedures (one each) at CDC will be effected when the CDC schedule permits.

## Objective #4:

To provide a water lab program for the State of Maine.

## SITUATION:

This water lab program will provide the following services:

Sanitary microbiology of potable waters test	31,000
Swimming pools and recreational waters test	1,300
Sanitary chemistry tests	139,300

*PROPOSED ACTIVITIES:*

- Visits will be made to three testing laboratories for initial approval purposes during the first quarter.
- Second generation automated analytical equipment for chemical testing of water is on order; it will be placed in operation during the first quarter.
- Pseudomonas monitoring will be expanded to include five hospital tap and distilled water systems during the first two quarters.
- Further specifications and regulations for State approval of water testing laboratories will be developed during the second quarter.
  - a. Formalize proficiency testing system.
  - b. Standardize visitation schedule.
- Standard plate count technic will be adopted as routine if and when Federal standards so require.
- Metals testing for Cd, Cr, Ag, Pb, Na, Hg, and Se will be added to the routine Cu, Fe, Mn analysis of three surface water supplies during the second quarter.
- Specific metal testing of waste water as requested by the Department of Environmental Protection will be provided at their direction on a fee-for-services basis.

## Objective #5:

To provide a Chemistry-Toxicology Laboratory program for the State of Maine.

## SITUATION:

The Chemistry-Toxicology Lab will provide services as follows:

Blood and breath alcohol specimens	2,325
Drug identification specimens	2,345
Toxicology, Med. Exam. specimens	550
Miscellaneous specimens	150
Racing toxicology	2,000
Rad Health specimens	960

*PROPOSED ACTIVITIES:*

- Explore possibility of acquiring replacement u.v. spectrophotometer and mass spectrometer with financial support from the Law Enforcement Planning and Assistance Agency during the first quarter.
- Develop the use of gas chromatograph and nuclear magnetic resonance spectrophotometer for the identification of demerol and the barbituates as a supplement to u.v. and thin layer during the fiscal year.
- Develop fractionating for L.S.D. capability of recently acquired liquid chromatograph during the fiscal year.
- Develop confirmatory methods in racing toxicology for phenylbutazone and lasix using the spectrofluorometry and u.v. spectrophotometry during the first quarter.

## Objective #6:

To improve the level of clinical laboratory practices in Maine.

## SITUATION:

Proficiency testing services in eight specific areas of clinical laboratory practices will be offered to 15-55 (median 45) hospital laboratories and physicians' offices: basic clinical chemistry (13 parameters, 2 levels, 5x annually); bacteriology (2 specimens, 5 x ann.); urinalysis and pregnancy tests (2 specimens, 2 x ann.); enzymes (2 specimens, 2 x ann.); coagulation (3 specimens, 2 x ann.); syphilis serology (10 specimens, 3 x ann.); hematology (2 smears, 2 x ann.); radioimmunoassay. T38, T4 (3 specimens, 2 x ann.).

*PROPOSED ACTIVITIES:*

- Visitation to thirteen hospital laboratories to survey facilities, etc. as preliminary to Medicare re-certification by Hospital Services, Bureau of Health as scheduled by that agency by June 30, 1975
- Visitations to fifteen hospital laboratories, on an invited basis, for consultation and problem solving by June 30, 1975.
- Develop capability for quality assurance activity in exfoliative cytology during the first and second quarters.
- Review and report on the possibility of expanding laboratory improvement efforts in terms of additional training opportunities for hospital laboratory personnel during the first two quarters.
- Review and report on ways and means to offer proficiency testing service to physicians' offices during the first two quarters.

## Objective #7:

To improve the level of public health services available to Maine people.

## SITUATION:

There is a diversity of agencies providing health services to Maine communities.

*PROPOSED ACTIVITIES:*

- Participate in educational programs for community health agencies Statewide regarding communication among existing nursing services.
- Encourage, through consolidation, the decrease in number of local nursing agencies in York County and the Mid-Coast area by 50% during fiscal year 1975.
- Encourage the increase of SSA certified home health services from 96% to 100% in fiscal year 1975.

## Objective #8:

To improve the level of school health services available in Maine.

## SITUATION:

There exists a lack of documentation of school health services which are provided in Maine.

*PROPOSED ACTIVITIES:*

- Obtain school health policies for services provided by Division staff in schools for the school year 1974-75.
- Encourage employment of a nurse consultant for school health problems by June 1975.
- Simplify the Vision and Hearing Screening Program data collection mechanism.

## Objective #9:

To improve the Tuberculosis Control Program in Maine.

## SITUATION:

There is a lack of definite policies regarding the Tuberculosis Control Program.

*PROPOSED ACTIVITIES:*

- Work with Tuberculosis Control Program to hold workshops Statewide to update nurses regarding TBC policies and procedures.
- Evaluate the current TBC services provided by Division staff (clinics, visits, contacts, etc.) by January 1, 1975.

## Objective #10:

To improve the pre-school group activities available in Maine.

## SITUATION:

There is a lack of standard practice in the pre-school group activities.

*PROPOSED ACTIVITIES:*

- Evaluate the Division Child Health Conferences and Pre-school Immunization Clinics in terms of manual guidelines in fiscal year 1975.
- Work with Special Medical Services to obtain financing for Child Health Conferences sponsored by local nursing services in fiscal year 1975.



Objective #11:

To increase the available clerical back-up for the Division staff and Division programs.

SITUATION:

There exists a deficiency in the clerical back-up for the Division staff and Division programs.

*PROPOSED ACTIVITIES:*

- Evaluate current clerical needs of the Division and prepare specific recommendation to the Bureau of Health Director for presentation to the Legislature by September 30, 1974.
- Change the staffing pattern to meet the management needs of the Central Office in fiscal year 1975.

Objective #12:

To increase the management capabilities of Division Supervisors.

*PROPOSED ACTIVITIES:*

- Hold in-service education programs for Division Supervisors with a focus on various aspects of management objectives, program development, program and personnel evaluation, budget in fiscal year 1975.

Objective #13:

To administer the SIDS program.

*PROPOSED ACTIVITIES:*

- To evaluate the program in terms of the Division of Public Health Nursing referrals on SIDS, the use of the term "SIDS" by medical examiners, the type of information obtained.
- To contact all SIDS families referred to the Division of Public Health Nursing.

Objective #14:

To improve nursing services provided to families with premature infants.

## SITUATION:

The notices of premature births are received too late for the nurses to provide the maximum service to families.

*PROPOSED ACTIVITIES:*

- To work with Special Medical Services to evaluate the nursing service to premature infant families.
- To decide whether to continue premature follow-up by the Division of Public Health Nursing staff.

## Objective #15:

To identify health problems by geographical area.

## SITUATION:

There is a low pre-school immunization level in York County.

*PROPOSED ACTIVITIES:*

- To work with the York County Public Health Nursing Agencies and York County Community Action Corporation to document services to pre-school children.
- Alter the Division of Public Health Nursing sponsored Child Health Conferences and immunization clinics to prevent duplication and to provide these services where needed during fiscal year 1975.
- To continue evaluation of preventive services currently provided by agencies in Westbrook and Gorham.

## Objective #16:

To improve nursing services to mental health patients in Maine.

## SITUATION:

Nursing services to mental health patients are not clearly defined.

*PROPOSED ACTIVITIES:*

- To work with the Tri-County Mental Health Clinic and Androscoggin Home Health Services to develop communication (including referral) system among these three agencies during fiscal year 1975.

## Objective #17:

Encourage development of a Bath-Brunswick Health Agency to assume current Division of Public Health Nursing functions in Sagadahoc County, and redefine the role of the Division of Public Health Nursing in Sagadahoc County by June 30, 1975.

## Objective #18:

To evaluate the Division of Public Health Nursing workload in the Mid-Coast district.

## SITUATION:

Consideration is being given to regionalization of local agencies and the Division of Public Health Nursing in the Mid-Coast area.

*PROPOSED ACTIVITIES:*

- To project the Division of Public Health Nursing changes which may assist regionalization.

## Objective #19:

To document the level of pre-school immunization level in Somerset County.

*PROPOSED ACTIVITIES:*

- To plan pre-school activities based on the data analyzed by June 30, 1975.

## Objective #20:

To begin regular inter-district and inter-agency meetings with the Bangor-Brewer Tuberculosis and Health Association during fiscal year 1975.

**SITUATION:**

Communications between the Division of Public Health Nursing and the Bangor-Brewer Tuberculosis and Health Association are minimal.

**PROPOSED ACTIVITIES:**

- The Division of Public Health Nursing staff will attend all TB clinic sessions in fiscal year 1975.

**Objective #21:**

To continue meeting with representatives from the Counseling Center Home Health Agency and the Division of Public Health Nursing monthly regarding inter-agency relationships.

**SITUATION:**

The delivery of services by the Counseling Center Home Health Agency and the Division of Public Health Nursing is not clearly defined.

**Objective #22:**

To establish a Division of Public Health Nursing consultation to the Downeast Health Services.

**SITUATION:**

The Downeast Health Services lack qualified public health nursing staff for MIC, C&Y, or EPSDT projects.

**Objective #23:**

To evaluate the effectiveness of the Division of Public Health Nursing pre-school activities, including the percentage of eligible population served, and the services rendered.

**SITUATION:**

Hancock County is focusing on services to pre-school children through the Tri-Plan, C&Y, MIC, and EPSDT projects.

**Goal XV:**

To maximize the resources available for the furtherance of the major Departmental goal.

**Objective #1:**

To assure the maximum resource utilization for the accomplishment of program objectives, and to plan and implement a more effective management system for the Department.

**SITUATION:**

During the past ten years the number of bureaus within the Department has grown from three to six with the result that there is considerable duplication of function between bureaus. Out of this arises also a certain amount of competition between bureaus for personnel, office space and for priorities in the utilization of supporting services and resources. While a certain amount of competition is normal and healthy, it puts the Commissioner in the position of having to either resolve the problems of a relatively minor nature arising between bureaus or of leaving the problem unresolved with the resulting dissatisfaction of all parties.

**PROPOSED ACTIVITIES:**

- Plan organizational structure, and implement the plan.
- Define management responsibilities at all levels.
- Define operational procedures.
- Monitor the implementation.
- Evaluate the product.
- Analyze the operation to determine the impact on problem resolution.

**Objective #2:**

To design and implement a more effective system for the monitoring of services for cost-benefit and cost-effectiveness.

**SITUATION:**

The greatest problem in developing such a system is that the present State accounting system does not lend itself readily to such an effort.

The second problem is that the Department's programs do not remain static. In some instances, they can change overnight with a complete change in budgetary allocations at the activity level.

A third problem is that to make the data meaningful and useful to management, it must be broken down to the regional level. There is little point in knowing that the cost of a program is high in relationship to benefits Statewide unless one can determine if the high cost ratio is consistent across the State and not caused by a region that is operating inefficiently.

#### *PROPOSED ACTIVITIES:*

- To establish and define in measureable terms the benefits expected to accrue from the program.
- To establish the degree of effectiveness of the program that is acceptable.
- To accurately establish the expenditures attributed to the program.
- To run the program on a test basis to determine if the benefits accrued and the effectiveness level are acceptable.
- To calculate ratios.

#### Objective #3:

To plan how to use our EDP capabilities more effectively.

#### SITUATION:

The Department's EDP capability is very costly. It does generate a tremendous amount of information, some of which is excellent and extremely useful. Some of it is of doubtful value. We never have really experienced as much cost savings as we expected from EDP. The reason for this is that the Department used EDP to expand its information gathering capability rather than as a tool to create operational savings. One reason for that is in many instances new operational procedures would impact upon the operational procedures of other departments. Payroll processing is one of these. Inventory control of capital equipment is another. Another problem is the lack of capability of capturing expenditures by social programs at the regional level. Thus, managers of program units within the regions have no way of knowing whether or not they kept within their planned budget. The Bureau of Social Welfare and the Bureau of Human Services have done some work on the last problem and have evolved a plan that looks promising for a solution of this problem for these two bureaus. There should be consistency between bureaus.

*PROPOSED ACTIVITIES:*

- To involve other departments in problem solution, if necessary.
- To establish parameters of problem solution.
- To establish evaluation criteria.
- To identify and design alternative solutions.
- To estimate operational costs of each alternative.
- To estimate design and implementational costs.
- To select alternatives.
- To implement, evaluate the product and repeat the process, if necessary.

## Objective #4:

To assure a rational distribution of resources among Departmental programs.

## SITUATION:

Within the Department there are certain functions that are centralized and are the responsibility of the Bureau of Administration.

## Objective #5:

To formulate a working budget for each of the Department's programs.

## SITUATION:

Periodically, the Department presents its budget to the Governor and the Legislature for approval. When final approval and appropriations are made, the available funds are redistributed among the programs.

*PROPOSED ACTIVITIES:*

- To collect program budget estimates from the bureaus, and review them with the Commissioner.

- To put budgets in correct format for presentation to the Governor and Legislature.
- To formulate a working budget for each program using State appropriations and Federal monies.
- Adjust each program budget as indicated by changes in funds available.

Objective #6:

To distribute Departmental expenditures among its programs.

*PROPOSED ACTIVITIES:*

- To evaluate programs by measuring the degree by which program expenditures reflect the working budget for that program.

Objective #7:

To provide personnel support to the Department's operational units.

SITUATION:

Over the years, personnel support has become more and more necessary for any manager of an operational unit. As the laws, rules and regulations at the State, Federal and administrative level governing employer-employee relationships multiply and become more complex, it is necessary that any organization of any size develop within its organizational structure a specialized unit to deal with these problems.

*PROPOSED ACTIVITIES:*

- Familiarization with all laws, rules and regulations that directly or indirectly impact upon employee-employer relations.
- Dissemination of such information to those who are in need of it.
- Maintenance of personnel records on Departmental employees.
- Process all personnel changes.
- Monitor all personnel actions for compliance with applicable rules and regulations.
- Publish such directives as are necessary to keep the staff aware of changes in the personnel rules and regulations.



## Objective #8:

To assure that Departmental staff have available suitable tools, supplies and capital equipment when they are needed for use by the staff.

## SITUATION:

The Department purchases its supplies through Central Purchasing in large quantities. The functions of ordering, storage and delivery to the operational units is handled by this program.

*PROPOSED ACTIVITIES:*

- Maintenance of inventory of supplies and capital equipment.
- Repair and maintenance of capital equipment.
- Maintenance of record for cost allocation.

## Objective #9:

To attain more consistent program planning throughout the Department.

## SITUATION:

At the present time, all the responsibility for the development and implementation of plans around new programs and changes in older programs is vested within the operating bureaus. The sole exception is the Comprehensive Health Planning Program which operates out of the Commissioner's office. There has been increasing recognition among the bureau chiefs that program planning in a management by objective system is a function that should not be taken lightly, nor is it a function that can be carried out by the top executive in his off moments. As a result, four of the six bureaus have identifiable staff units to assist the administrator with program planning. These units are entitled Research, Evaluation and Planning units. However, the activities carried on by these units are not in any manner consistent. As an example, the program activities currently carried on by two of the bureau's Research, Evaluation and Planning units are demonstrated below. The Human Services unit currently serves both the Bureau of Human Services and the Bureau of Social Welfare.

*PROPOSED ACTIVITIES:*

- Testing of the worker activity log as a possible module of the total information system.
- On-going operation of the information system module for contracted services.

- Planning for the assimilation of the above modules into the total information system.
- Editing and preparation of this plan.
- Keeping abreast of new developments on the Washington scene.
- Obtaining documentation for and writing proposals for R&D projects at the Federal level and for private foundation support.
- Determining the extent of need for State legislation to insure additional funding under the Child Neglect and Abuse Act.
- Respond to routine inquiries from interested parties regarding any of the Bureau's programs.
- Prepare projections on current program utilization and costs for the Governor's use.

(Research, Evaluation and Planning functions relating to the Director of Health)  
 Carry-over responsibilities from FY1974

- To manage the completion by July 1974, of a source guide to health-related information within State government (State Health Information Project).
- To manage the State Health Information Project for the Director's office by supervising the implementation of agreed-upon SHIP Goals and Objectives for fiscal year 1975.
- To assist the Director of Health in realizing maximum utility from the Health Program Reporting System of ASTHO.
- To manage the on-going responsibilities after the completion (July 1974) of an evaluation system that will predict and measure the impact of a Neonatal Intensive Care Center located at the Maine Medical Center in Portland.
- To manage the production of a report concerning Maternity Care in Maine (July 1974) and undertake indicated carry-over responsibilities of distribution and implementation of recommendations.
- To write action-oriented recommendations (July 1974) for a background report on Local Health Officers and implement the indicated program including drafting legislation, educational program planning and garnering support for the changes.

Responsibilities to be initiated during FY 1975

- Research areas of Interest (FY1975)
  - a. To conduct (two) studies of major proportions through a combination of managing consultant, coordination of data sources, writing reports and publications and necessary follow-up.
  - b. To conduct (five) research probes of smaller dimensions to test areas of interest, sample opinions and refine policy.
- Evaluation areas of Interest (FY1975)
  - a. To conduct (one) in-depth assessment of a program or function within the Bureau to determine if needs are defined and are being met through program activities.
  - b. To conduct (several) evaluations of smaller dimension relating to Bureau Programs, policies or objectives where the review can clarify the effects of anticipated change.
  - c. To consider the effects of (several) outside activities on the public health.
- Planning Activities of Interest (FY1975)
  - a. To offer planning alternatives in (five) defined areas of interest.
  - b. To offer planning alternatives for action in (five) areas of policy for decision-making.
  - c. To develop (three) program plans for implementation as Bureau or advocated health programs.

(Research, Evaluation and Planning Advisory Functions that Relate to the Division and Program Directors, and Consequently, to the Bureau Director)

- To prepare replies in each area mentioned during the February 14, 1974 staff meeting and prioritize items as work program items.
- To assist in an advisory capacity the research, writing and review of (five) grant proposals by Division and Program Directors during fiscal year 1975.
- To supervise the implementation of the objectives by the Health and Welfare Library under temporary delegated authority.
- To maintain a block of time (fifteen days) to assist Division and Program Directors in developing areas of special interest.

(Research, Evaluation and Planning Advisory Functions Relating to the Director of Health Concerned with Issues Outside the Bureau of Health)

- To serve as staff from the Bureau of Health on committees, commissions and panels as requested by the Director.
- To relate areas of Research, Evaluation and Planning outside the Bureau to the goals and objectives of the Bureau.

- To develop working relationships with indicated Federal and local government and professional organizations to further the goals and objectives of this office.

#### Objective #10:

To assure administrative support for the staff of the Bureau of Health.

#### *PROPOSED ACTIVITIES:*

- To continue monthly informational staff meetings including at least four guest speakers in administrative mechanisms during fiscal year 1975.
- To recruit and fill the newly created position of Assistant Director (for management). Through him, to initiate planning for the implementation of program budgeting during fiscal year 1975.
- To fill the vacant positions of Director of Division of Disease Control and the Division of Health Resources.

#### Objective #11:

To approve or license facilities meeting minimum standards for day care and foster care of children and adults.

#### SITUATION:

There are approximately 4,000 children and 400 adults living in homes approved or licensed by the Department.

#### *PROPOSED ACTIVITIES:*

- To inspect homes, and evaluate according to the current standards.
- To notify of approval or disapproval.
- To evaluate the level of approved homes compared to the level of need.
- To monitor the incidence of accidents or illnesses attributable to home surroundings.

#### Goal XVI:

To assure the most effective total departmental organizational and management system.

## Objective #1:

To provide a system for periodic evaluation of the Department's programs.

## SITUATION:

The Department's operational programs are designed to produce some positive impact on a certain segment of our society. Whether it's an inspection program for eating places or money grant for assistance makes no essential difference in the premise which is, in the first instance, that an individual eating in a State-inspected facility is less likely to catch ptomaine than an individual eating in a non-inspected facility. In the second instance, the premise is that, if we give a man more money to live on, his living situation will improve. Either, or both premises, may be true, but the actual inspection procedure or delivery of a check does not ensure program success. An eating place may have adequate refrigeration available, but not always store its perishable food there. An individual receiving assistance may not have been eligible to receive it. As a result, our program objectives need to be carefully written with the program evaluation procedure fully in mind.

*PROPOSED ACTIVITIES:*

- To consider the numbers and characteristics of the target population.
- To consider the limitations under which the program operates.
- To write the evaluation plan based on the program objectives, and implement it.
- To design any data-gathering instruments and procedures.

## Objective #2:

To determine the extent that individuals receiving public assistance or food stamps are ineligible, underpaid or overpaid.

## SITUATION:

Each month a random sample of clients participating in these programs is drawn. Each client drawn on the sample is visited by a staff member who interviews the client and then gets documentation of his or her statements. This procedure is done very carefully and according to a very strict set of procedures. The findings on each interview are compiled into a set of data from which Statewide ineligibility rates are compiled. Clients with an error in eligibility are referred to the regional office for correction. In addition to the base data described above, the causal factor for the error is determined and classified. Rates for each classification of causal factor are also determined. This program is administered in-house with specially selected permanent staff.

## Objective #3:

To determine the extent by which our service programs serve only eligible persons and the extent to which each program meets its defined objective with the client.

## SITUATION:

This program is a companion program to the previous program. Although it is not Federally mandated, it is possible that it may become so in the future. Actually, Maine was a pioneer in developing the procedures and methods for use in evaluating the integrity and impact of its service programs. Maine has made two test runs of the program - one in 1972 on clients served directly by the Departmental staff, and one in 1974 on clients served by other agencies under contract. The first test run did not include client eligibility as a factor, nor did it include an evaluation of the agency delivering the service. The second test run includes these factors. The preliminary work on this program was done with Federal Research and Demonstration monies. Currently, the program is not funded for the future.

*PROPOSED ACTIVITIES:*

- Pull a random sample of clients served.
- Conduct a structure interview, and record the results on a standard schedule.
- Conduct an agency interview, in the case of contracted services, and compile the results.
- Establish eligibility rates (Statewide or by agency).
- Establish the degree of impact on the client.

## Objective #4:

To maintain the fiscal integrity of the Department's programs.

## SITUATION:

This is an internal audit program established by and operated by the Bureau of Administration.

*PROPOSED ACTIVITIES:*

- To conduct the usual audit activities.

Objective #5:

To develop management-oriented budgeting and expenditure controls.

SITUATION:

In order to provide the program manager and his staff with the tools they need to control their budget and manage their expenditures, it is necessary that the current methods for allocating funds and expenditure control be examined and more precise methods be developed.

*PROPOSED ACTIVITIES:*

- To review current activity structure.
- Assign activity codes to all programs not currently coded, and include the regional code in the coding structure.
- To structure the file, write a retrieval package, load the file and test.
- Train the management staff in the use of output reports.
- Cross-check with the current expenditure totals by appropriation.

Objective #6:

To provide a more effective management and organizational structure for the Bureau of Health.

Objective #7:

To secure current and acceptable job descriptions for the two new staff positions, Director of Cancer Control and Director of Dental Health.

Objective #8:

To accept and incorporate any new authorities, agencies, or responsibilities delegated to the Bureau and incorporate them into the management and organizational system within six months during fiscal year 1975.

## Objective #9:

To have current and accurate detailed program plans for all Bureau programs written, approved and on file by December 31, 1974.

## Objective #10:

To review and update Bureau grants management policy and standardize grant reporting by March 31, 1975.

## Objective #11:

To review and update all outstanding health-related Departmental rules and regulations by June 30, 1975.

## Goal XVII:

To maximize financial resources for program support.

## Objective #1:

To increase the effectiveness of local money as a funding source.

## SITUATION:

Currently, around 3,000,000 dollars is raised from private or local government sources for the purpose of funding Departmental programs; such monies are matched 1-3 with Federal money and used to fund purchase of service contracts under Titles IV-A and XVI. By far the greatest number of these contracts were negotiated and funded on a unit costs basis. This means that if the program utilization rate is lower than the contractor expected, not all of the money set aside to fulfill the conditions of that contract will be used. We expect that the next time around, with both the Department and the contractor having gained experience through the first contract, that the utilization rate will improve and money will not be tied up needlessly for the life of the contract. Through careful contract negotiation it might be possible to increase the effectiveness of donated money by 20-25%.

## PROPOSED ACTIVITIES:

- To examine the program and contractors' past record .
- To review Service Impact Analysis on that contract, and question any estimates that seem out of line.



Objective #2:

To continually review Federal funding sources.

Objective #3:

To review 314 (d) plan requirements and to assemble the necessary documents for the simplified plan review procedure by December 31, 1974.

Objective #4:

To initiate legislative strategy planning for the 107th Legislature in July 1974, and have all required proposed legislation prepared, reviewed and ready for submission by December 31, 1974.

Objective #5:

To form and secure a report from a Bureau of Personnel Needs Committee regarding long range personnel needs during fiscal year 1975.

## HOUSING

### PRESENT OVERALL SITUATION:

Maine's citizens are in need of better housing opportunities at all levels. Most in need, however, are Maine's citizens of low and moderate income - young families as well as the elderly, home-owners as well as renters.

Stating the housing need statistically is impossible today. Precise, current figures just don't exist. The best guesses<sup>a</sup>, however, indicate that we are now in need of at least 35,000 new housing units and that as many as 80,000 existing units may be substandard without proper heating or plumbing. This is based on an estimated housing stock in the State of approximately 450,000 units, of which an estimated 33,000 are mobile homes and an estimated 60,000 are only seasonal homes.

Perhaps the best way to simply state the housing need in Maine is to note that we are an economically poor, mostly rural State with a short building season and that we were already behind in the task of providing adequate housing opportunities for our citizens when housing costs skyrocketed and the current recession began.

### Housing Obstacles in Maine:

- a. Economic poverty and the combined effects of recession and inflation.
- b. The conditions of rural life itself, i.e., widely scattered population, small communities and little massing of resources.
- c. The lack of serious financial commitment by the Federal Government to fund those programs which will reach the lowest economic levels of the greatest need.
- d. The absence of a coordinated rural growth policy.
- e. The scarcity of trained personnel to effectively deal with the problems of housing and poverty.

### MAJOR POLICY:

TO HELP ENSURE THE AVAILABILITY OF DECENT HOUSING WITHIN THE ECONOMIC REACH OF ALL MAINE PEOPLE.

### Goal I:

To provide decent quality homes for the low and moderate income home-owners and renters through the maximum use of available Federal assistance.

- 
- a. Two major recent studies of housing in Maine, from which these "guesses" are extrapolated, are reports of the New England Regional Commission (1971) and the University of Maine's Cooperative Extension Service (1974). Also used in these "guesses" are extrapolations from 1970 U.S. Census data.

## SITUATION:

Per capita income in Maine is below the New England average and significantly below the national average. For that reason, a major portion of Maine's population is not economically capable of purchasing or renting adequate housing without some type of assistance.

One of the major functions of the State, through the Maine State Housing Authority, has been to secure Federal subsidies for aid to low and moderate income people, principally through three Federal programs: Section 235 and 236 under the 1968 Housing and Urban Development Act and Section 23 of the Housing Act of 1965.

For two years, however, the Federal Government's Department of Housing and Urban Development has been re-evaluating Federal involvement in housing and has replaced those programs now with Title I, Section 8 of the Housing and Community Development Act of 1974.

The major task faced now by the State, therefore, is to implement this program and renew the flow of Federal assistance to low and moderate income citizens of Maine.

## Objective #1:

To apply for and use all available Federal subsidies.

## ACCOMPLISHMENTS:

Now for the first time, in the Maine State Housing Authority, the State has a single agency which can act in the several related capacities to meet Statewide housing needs. The Authority now has the research capabilities, the community development staffing, the mortgage finance experience, the management and tenant service background, the industrialized housing expertise and most of the needed statutory abilities to effectively begin to meet Maine's housing needs on a Statewide basis. Most start-up difficulties of the kind which plague any new operation have now been overcome.

The Authority has now generated a total of \$15,000,000 in Federal subsidies for low and moderate income housing; has established working relationships with the appropriate Federal agencies; and has built a total of 347 Section 23 leased housing units, 660 units of Section 235 housing and 138 units of Section 236 housing. The Authority now also directly manages 58 of the units it has built.

## PROPOSED ACTIVITIES:

- Prepare specific applications for renewed Federal funding under the Housing and Community Development Act of 1974.
- Coordinate management of all Federally assisted housing in the State and related problems.

- Initiate more active efforts to secure the necessary involvement of local governments, local banks and potential local producers and developers of housing by acting as a clearinghouse of information about Federal aids which are available.
- Prepare a "Developer's Handbook" to assist developers in qualifying for Federal and State assistance, and other similar guides to assistance, as appropriate.
- Offer technical assistance and information to local housing authorities, cooperatives and housing development corporations on methods of their participation in Federal assistance housing programs.

## Goal II:

To increase the availability of residential mortgage money in Maine.

## SITUATION:

The pace of privately-financed new home construction has shown a severe drop, down to around 2,000 homes in 1974 compared to a level of nearly 3,500 homes per year in the 1971-73 period. The major cause of this drop was an inadequate supply of residential mortgage money. Another major area of need is that of Indian housing, a need best served to date by State provision of mortgage insurance.

## Objective #1:

To continue and expand current Maine State Housing Authority activities in the sale of tax-exempt revenue bonds to provide an ever-greater flow of funds into the Maine residential mortgage market, including Indian housing.

## ACCOMPLISHMENTS:

The Maine State Housing Authority has now sold \$65,000,000 in tax-exempt revenue bonds and invested the proceeds in residential mortgages for low and moderate income families throughout the State with the cooperation of 20 Maine financial institutions.

The Maine State Housing Authority has begun a Mortgage Insurance Program, the major thrust of which, to date, is to provide mortgage insurance for the special needs of Indian housing.

## PROPOSED ACTIVITIES:

- Continue tax-exempt revenue bond sales to increase the flow of private capital into Maine housing.

- Increase the bonding limit of the Authority to allow for additional bond issues.
- Continue to encourage the participation of an increasing number of private lending institutions in providing mortgage funds to citizens of low and moderate income.
- Implement new programs as they are approved by the State Legislature to create a loans-to-lenders program, a direct lending program, a construction loan participation program and to enable the State, through the Housing Authority, to finance nursing homes, extended care facilities and student housing.
- Continue to develop the State's Mortgage Insurance Program as a way of bringing private funds into the mortgage market, and particularly into Indian housing finance through the Indian Housing Mortgage Insurance Program.

### Goal III:

To ensure the quality of industrialized housing sold in the State and to serve as a consumer protection agency in the industrialized housing field.

### SITUATION:

An increasing share of new housing starts in Maine are actually mobile home units, generally used as substitutes by Maine home buyers who cannot afford conventional homes. Increasing reliance has also been placed on modular housing units and housing components by the home-building industry. The trend toward increasing use of these three elements of industrialized housing underscores the role of the State, through the Maine State Housing Authority, to serve as a regulator and inspector of industrialized housing to protect the consumer.

### Objective #1:

To regulate and inspect the quality of industrialized housing sold in Maine.

### ACCOMPLISHMENTS:

Within the last year, the Industrialized Housing Division of the Maine State Housing Authority has drafted, and is now enforcing, mobile home construction standards for all units sold in the State. Rules and regulations for modular homes and housing components have been drafted by the Authority and will become mandatory February 1, 1975. The Industrialized Housing Division of the State Authority has also begun inspection efforts in the field and has already begun handling consumer complaints and inquiries.

*PROPOSED ACTIVITIES:*

- Handle the increased workload of regulating, and inspecting industrialized housing as rules and regulations take effect and the full impact is felt.
- Process the increasing volume of consumer complaints and inquiries.
- Proceed with the application to HUD for approval as a State Certifying Agency for mobile homes.
- Develop a "Mobile Home Owner's Guide" for the consumer.

**Goal IV:**

To initiate and administer programs which meet the many and varied special housing and housing-related needs of the State.

**SITUATION:**

Housing is a complex field and there are many elements in the State's proper role. Mostly a privately-funded effort aided massively and in many ways by Federal dollars, housing progress in Maine is only beginning to feel the effects of State involvement.

In strengthening that involvement and in determining the role which the State should play, many other elements besides subsidies, bond issues and industrialized housing regulations will have to be considered.

A major need is adequate housing research. The fact is we really don't have the housing data we need to do good planning.

Another important need is the coordination of State housing programs with other efforts being made by Federal, State, local and private groups in housing and housing-related fields. Further, there is a need to coordinate housing programs with environmental and social service planning as well.

Finally, there is the need to experiment in housing: to experiment with housing construction methods, housing finance methods, and with housing development programs. There is a need to examine home ownership and cooperative living possibilities that provide possible new directions in housing assistance.

**Objective #1:**

To provide data and evaluation which will assist State, regional and local planning units, as well as the housing industry, to analyze the existing housing picture and forecast changes which will necessitate future planning adjustments.

*ACCOMPLISHMENTS:*

The State Planning Office and the Maine State Housing Authority published an Initial Housing Element which outlined the planning program for housing in Maine.

The Maine State Housing Authority and the State Planning Office have also developed the Housing Evaluation and Market Analysis System (HEMAS) showing comparative and absolute need for rental units for low and moderate income families throughout the State.

*PROPOSED ACTIVITIES:*

- The State Housing Authority should expand its research efforts, beginning with the local housing surveys now required to secure assistance under the Housing and Community Development Act of 1974.
- The State Authority should continue to monitor and coordinate housing research done by private and other public bodies.

## Objective #2:

To coordinate State housing programs with all other housing efforts made within the State and with environmental and social service planning efforts as well.

*ACCOMPLISHMENTS:*

The State Housing Authority has built working relationships for program coordination with every Federal agency involved in housing.

The Housing Authority, the State Planning Office and the University of Maine Cooperative Extension Service have coordinated research efforts on several occasions.

Last year, Project F.U.E.L., under the direction of the Office of Economic Opportunity, insulated approximately 3,000 homes.

The Housing Authority's Inspection Division is currently working on a joint effort with the Farmer's Home Administration for cooperative inspection of units built by both the Housing Authority and the FmHA.

*PROPOSED ACTIVITIES:*

- The State Housing Authority should act as a clearinghouse of information about housing.

- The State Housing Authority should support efforts toward encouraging better housing data information systems at the local level to aid the compilation of Statewide data.
- The State Housing Authority should support the implementation of Statewide land use regulations and building codes to protect the environment and to allow for more efficient allocation of housing resources.
- The State Housing Authority should continue initial efforts to coordinate with the Departments of Health and Welfare; Education and Cultural Services; Mental Health and Corrections; Indian Affairs; Law Enforcement Planning and Assistance; Manpower Affairs; Military, Civil Emergency Preparedness and Veterans' Services; Public Safety; State Youth Coordinator's Office; Bureau of Taxation; Office of the Governor; and the Human Rights Commission. Achieving coordination of housing programs and social service planning handled by these divisions of State Government is vital to the long-term success of both.

### Objective #3:

To experiment with housing programs of various kinds in the fields of housing construction, development, finance, social service delivery and to explore new homeownership and landlord-tenant possibilities.

### *ACCOMPLISHMENTS:*

The State Housing Authority has begun a project in cooperation with Westinghouse Corporation at Biddeford to study the use of residential electricity.

The State Housing Authority has funded the construction of a number of experimental homes throughout the State for the study of construction methods.

### *PROPOSED ACTIVITIES:*

- The adoption by the State Legislature of a Uniform Residential Landlord-Tenant Act.
- The State Housing Authority should initiate a study of alternative homeownership and cooperative living arrangements which would permit those receiving assistance to develop an equity position and a stake in their own environment.



## INDIAN AFFAIRS

### MAJOR POLICY:

GENERAL SUPERVISION OF THE INDIAN TRIBES, INCLUDING ASSISTANCE IN DEVELOPING AND ADMINISTERING PROGRAMS AIMED AT CORRECTING THE SOCIAL, HEALTH AND ECONOMIC PROBLEMS OF THE INDIANS OF MAINE, SO THAT THE INDIAN PEOPLE MAY BECOME A COMPLETELY INDEPENDENT, SELF-GOVERNING COMMUNITY CAPABLE OF HANDLING ALL THEIR OWN PROBLEMS.

### SITUATION:

Since Colonial times, the situation that has existed among our Maine Indians has fostered conditions leading to a high death rate at an early age, alcoholism, poor educational opportunities, and as a secondary result, poor job opportunities. In working toward alleviating these problems, the Department has developed specific programs:

1. Indian Housing Authorities (operated by each tribe)
2. An Off-Reservation Office in Houlton
3. An Alcohol Research Program (Federally funded)
4. Indian Police (Financed by an L.E.A.A. Grant)
5. An Alcohol Services Program
6. A Minor Repair Program

### Goal I:

To improve the housing conditions and provide adequate housing to Indians on reservations.

### SITUATION:

Indian housing on reservations has long been generally sub-standard. Housing Authorities were created to alleviate this situation and to provide adequate housing.

### ACCOMPLISHMENTS:

The housing projects at two Passamaquoddy Reservations have been largely completed and the houses are occupied. The water and sewerage systems have been completed and are operational. These projects were Federally funded with Maintenance Allotments from the State through the Department of Indian Affairs.

### PROPOSED ACTIVITIES:

- To concentrate activities at the Penobscot Reservation to overcome the many problems that were encountered which caused delays.

**Goal II:**

To provide information and assistance of Off-Reservation Indians.

*ACCOMPLISHMENTS:*

In 1973, the 106th Legislature created an Off-Reservation Office in Houlton, Maine, with funding until the end of fiscal year 1975. The purpose of this office is to provide assistance to the off-reservation Indian concerning programs and assistance which are available to him.

**Goal III:**

To reduce the incidence of alcoholism and alcohol abuse among Indians.

*ACCOMPLISHMENTS:*

An Alcohol Research Program has been designed to make a beginning in dealing with the serious alcohol problem among Maine Indians. This program has gathered much heretofore unavailable information and has secured a grant for a 3-year alcoholism program scheduled to begin in 1975.

**Goal IV:**

To improve law enforcement on Indian reservations.

*ACCOMPLISHMENTS:*

The Maine Indian Police Force, financed by a Law Enforcement Planning and Assistance Agency Grant, was organized in 1973 to replace locally appointed constables. It is presently operating under an inter-local agreement between the three reservations, and although still in the experimental stage, seems well on the way toward accomplishing its goals.

**Goal V:**

To improve the condition of older deteriorating buildings on Maine Indian Reservations.

**SITUATION:**

Many older buildings on Maine's Indian Reservations are deteriorating and in need of repair. This program, which is now generally being administered by the Tribal Councils, is aimed at improving the condition of these buildings, wherever possible. Much effort is being expended on the houses of the elderly, disabled, or low income people.

# MENTAL HEALTH AND CORRECTIONS

(This statement of policy is only effective up to May 1974.)

## MAJOR POLICY:

TO DEVELOP, OPERATE AND PROVIDE A BROAD SPECTRUM OF FACILITIES, PROGRAMS AND SERVICES FOR THE PEOPLE COMMITTED TO ITS JURISDICTION, REGARDLESS OF SOURCE, SO AS TO MEET THEIR NEEDS FOR PERSONAL, SOCIAL, AND VOCATIONAL DEVELOPMENT ON AN INDIVIDUAL BASIS AS POSSIBLE; TO SERVE AS A CATALYST FOR ALL EFFORTS TO COMPLETE THE MISSION OF THE DEPARTMENT; TO PROVIDE LEADERSHIP AND COORDINATION FOR SUCH EFFORTS; TO SEE THAT DEPARTMENTAL PROGRAMS ARE IMPLEMENTED; AND TO COOPERATE WITH OTHER SOCIAL SERVICE AGENCIES.

## Goal I:

Provide, directly or through recognizing, encouraging and/or supporting the efforts of others, a comprehensive and coordinated system of care for those with mental health and related problems so that any person in the State of Maine, regardless of economic condition, can obtain appropriate service of good quality for mental illness or other condition promptly and without arbitrary organizational barriers to obtaining such aid, and without any personal degradation or loss of individual rights.

## SITUATION:

The two mental health institutes attempt to provide care for mentally ill adults with minimum direct care staff, in buildings that are functionally inappropriate, some of which do not meet fire safety standards, and with minimum resources for the statutorily assigned responsibility for care and treatment. Both institutes (especially the Augusta Mental Health Institute) are successfully promoting coordinated efforts with community resources to achieve a unified system of comprehensive care. There are inadequate services for mentally ill children, and virtually no efforts at prevention.

## Objective #1:

That the Augusta and Bangor Mental Health Institutes be appropriately staffed and adequately housed in safe, comfortable, and adaptable facilities; that the institute programs provide a variety of services appropriate for the difference in the mentally disabled seeking care; that individuals referred for care are proper candidates for the services provided by these institutions; and that admission is reserved for those whose personal needs for care can be met most appropriately by the institutes, and that the personal rights, freedom and dignity of patients be preserved to the maximum extent possible.

### ACCOMPLISHMENTS:

Augusta Mental Health Institute has reduced its census from 1,550 patients as of June 1971 to a present census of less than 579 patients. Clinical services are organized into four geographic units, each providing a care program geared to the needs of patients. A special nursing unit at the hospital is providing extended service for the mentally ill, aged, and an effective general medical program has incorporated the surgical and other special services of the Augusta General Hospital. Resources have been shared with community mental health centers, and vice versa, to increase the relationship and cooperative efforts of the institution with community mental health centers, which have now assumed most of the aftercare services and some of the preadmission services required by those patients who formerly were the exclusive responsibility of the Augusta Mental Health Institute. Presently there is still a need for increased technical and professional competence at the institute in relation to treatment programs, and an effort at manpower development, ranging from the paramedical staff, to improved management of all elements within the institute. In 1973, the Augusta Mental Health Institute was fully accredited for two years by the Joint Commission on Hospital Accreditation.

Bangor Mental Health Institute in the course of three years has decreased its census to under 500 patients and has been involved with staff sharing with the Counseling Center headquartered in Bangor. The Bangor Mental Health Institute has recently become the site of the acute inpatient care unit for this community mental health center. Efforts are underway to define patient problems and develop appropriate treatment plans for each patient. With the assistance of a Federal grant, a behavior modification program has been applied to chronic patients on four wards of the hospital. There is a special nursing care unit for the mentally ill, aged, and a developing program for psychiatric and rehabilitative services to this group. Bangor Mental Health Institute is plagued by the absence of any trained psychiatrists and is hampered by the limited number of technical and professional people. Additionally, it has experienced a recent change of administration. Of particular note, is the effort at developing an exemplary behavior modification as one of the institute's assets, incorporating the PROMIS medical record system.

Each Institute has established an effective Patient Advocacy Program.

### PROPOSED ACTIVITIES:

- Developing, establishing or improving patient governments at both institutes.
- Functional unitization of Bangor Mental Health Institute.
- Improved and expanded relationships between community mental health care resources and the two mental institutes.

- Developing and implementing techniques for evaluating program results and service outcome of all programs of the Bangor and Augusta Mental Health Institutes.
- Reduce to a minimum the extramural activities of the hospitals, transferring these activities to the community mental health centers.
- Develop and implement plans for determining the level of morale and continually improve it at both institutes.
- Quadruple the use of qualified volunteers in Bangor Mental Health Institute.
- Develop and implement an individualized treatment system. This shall cover the persons needs from time of entry into the system through and encompassing aftercare.
- Insure that all patients enjoy all possible personal and civil rights and that the "least restrictive alternative" is applied to patient freedom and right to individuality, and assure this through an effective patient advocacy program in each institution.
- Develop an adequate treatment and rehabilitation program for the elderly, utilizing community and institutional resources.
- Promote the application of new methods of care and insure that staff participate in continuing education in these methods.
- Develop relationships with the University of Maine, the Maine Medical Center, and other educational organizations where the institutes may, without jeopardizing its primary mission, offer services and training in certain specialties, and where the hospital may benefit by the stimulation provided by these relationships.
- Develop and implement a comprehensive training program based on an assessment of needs for all managers and supervisors at both mental health institutes.
- Provide wage increases and other incentives commensurate with new or advanced training or personnel associated with the development of "career ladders."
- Develop an organizational climate at both institutes which will allow each employee the opportunity to significantly contribute maximum effort toward the fulfillment of the Bureau of Mental Health's responsibility to the State in the area of its services.

#### Objective #2:

Provide a Statewide network of mental health services offering the full range of comprehensive care within reasonable access to every Maine resident.

### *ACCOMPLISHMENTS:*

In the past ten years, from a beginning of four small mental health outpatient clinics, there are now six community mental health centers providing a full range of community centered and controlled mental health care, and two additional partially functional clinics. Financial and program stability are still to be realized, as well as means of assessing effectiveness and the provision of preventive services. Services for children and the elderly are inadequate.

Cooperative efforts with the Departments of Health and Welfare, and Educational and Cultural Services are being developed to provide for "human services," and a special relationship with the NIMH called State Program Development to coordinate and expand Federal-State-local program effort.

### *PROPOSED ACTIVITIES:*

- Provide increased and stable financial assistance from State resources.
- Provide technical and specialized assistance to mental health organizations from staff of the Bureau of Mental Health or from consultants.
- Centralized professional recruitment assistance.
- Develop methods of assessment of program effectiveness, including cost effectiveness based on a system of defined goals and objectives, correlated with a data collection system for the Bureau of Mental Health activities within the Department of Mental Health and Corrections.
- Correlate regional mental health with comprehensive health planning and care and human services planning.
- Promote the maximal utilization and effectiveness of Federal funding resources in the expansion of mental health services offered.
- Strengthen community and regional programs so as to reduce to a minimum the need for institutionalization of people and the loss of social contacts and integration with the community and family which institutionalization necessitates.
- Develop and promote effective means of consumer participation at the policy making level for all mental health services.
- Design and implement a set of standards and a licensing procedure for community mental health services.
- Establish a mental health "constituency."
- Provide mechanisms for effective cooperation with other human services; e.g., Health and Welfare, Education and Cultural Services, Alcoholic Rehabilitation, Maine Commission on Drug Abuse.

**Goal II:**

Provide adequate and sufficient services to the public offender which will result in successful reintegration into society; these services are to take place in the community when possible or, when public safety is a factor, in an appropriate institution.

**SITUATION:**

The five State correctional institutions typically confine between 600 and 700 men, women and children on any one day and serve approximately 2,000 different clients in the course of a year. The Probation and Parole Division supervises close to 2,500 cases daily, with almost 5,000 different clients served in a period of 12 months. These figures do not include those in county jails or local lockups. The public offender exists in Maine, and is a very high tax consumer. Reading the above goal would reverse the picture, making the offender a taxpayer, contributing to the community.

**Objective #1:**

Give comprehensive leadership, support, guidance and coordination to all institutions and divisions responsible for treating offenders through the Bureau of Corrections of the Department of Mental Health and Corrections.

**ACCOMPLISHMENTS:**

A Statewide comprehensive study of Maine corrections was completed in 1972, which gave an analysis and evaluation of existing corrections (lock-ups, jails, probation, institutions, and parole) and identified ways to improve the full correctional process.

**PROPOSED ACTIVITIES:**

- To develop techniques to evaluate the effectiveness of all Bureau programs.
- To plan and implement a strategy of change for a predominantly community-based correctional system.
- To develop a bureau organization with a high capacity for achieving change while still retaining required stability and effectiveness.
- To develop managerial and executive skills of leadership within the Bureau.
- To implement an effective MBO system throughout the Bureau.

- To establish policies and procedures on a Bureau level which are consistent with civil rights, dignity of the individual and humane treatment of those in our care.
- To present and support appropriate legislative changes affecting both adult and juvenile offenders.
- To give support and assistance to county jail facilities.
- To review and update standards and guidelines for county jail facilities.
- To develop and implement plans for assessing morale in each unit of the Bureau and to take appropriate action to improve it immediately.
- To strengthen the offender advocacy program at all units.

#### Objective #2:

Conduct as much of the correctional process as possible in the community rather than in institutions.

#### ACCOMPLISHMENTS:

Probation and Parole services need much more staff to give realistic and needed supervision; work release and furloughs have increased in the most recent years and halfway house opportunities are now available in select areas in the State. The average populations of most of the correctional institutions has decreased.

#### PROPOSED ACTIVITIES:

- Increase and improve probation services to adults, to allow caseloads for more adequate supervision and to give more opportunities for service to the courts prior to sentencing.
- Expand parole opportunities for adults, making the requirement of parole consistent with typical community expectations, realistic caseload for officers and supporting services in the community.
- Expand the use of the work release, furlough and rehabilitation statutes wherever feasible, while still protecting society, to the more effective treatment of the offender.
- Enlarge the halfway house program by at least three as well as increasing the effectiveness of each halfway house in operation.



- Review release and pre-release procedures and policies of all institutions.
- To develop a program for individualized treatment for every offender. This will involve the person's needs from time of entry into the system through and encompassing aftercare.

Objective #3:

Develop, maintain and use extensive community based employment, training and education programs for all offenders.

*ACCOMPLISHMENTS:*

The rapid increase of vocational and academic programs is noted in all institutional programs. This could be enriched by more community participation for confined individuals and expanding services to probationers and parolees.

*PROPOSED ACTIVITIES:*

- Continual review of existing programs and careful evaluation of new programs at all institutions to measure effectiveness and avoid duplication of services already available to the offender in the community.
- Develop and encourage integrated and coordinated programs with both public and private employment resources, for better job opportunities for the offender.
- Develop realistic supporting services and supervision so that the offender will be better able to succeed in the community.
- Consistently review academic and vocational programs within institutions to assure they are geared to community requirements and needs.

Objective #4:

Develop Statewide youth services for more effective treatment of the juvenile offender.

*ACCOMPLISHMENTS:*

Service to juveniles is fragmented; with boys and girls having a different quality and quantity of supervision leaving the institutions and only a few probation alternatives available prior to commitment.

*PROPOSED ACTIVITIES:*

- Separate adult probation and parole from juvenile and youth aftercare and probation services.
- Merge all community oriented employees now working for the Bureau of Corrections into a single, operating youth services division. (This involves aftercare workers at Boys Training Center, some Probation-Parole officers, some social workers, etc.)

## Objective #5:

Provide maximum opportunity for staff recruiting, training, education and development.

*ACCOMPLISHMENTS:*

The universities have now involved themselves in a curriculum of corrections. The Criminal Justice Academy is now developing a curriculum for corrections. Both pre-service and in-service training are the responsibility of individual institutions and divisions. There is little incentive potential within current State Department of Personnel policies.

*PROPOSED ACTIVITIES:*

- Increase involvement in the curriculum for corrections at the university level, leading to an AA or BA degree.
- Upgrade both pre-service and in-service training for all staff in all divisions of the Bureau.
- To encourage at least 25% of all staff in the Bureau to participate in the Departmental Temporary job assignment shift program.
- To assess the training needs of employees of the Bureau and begin developing a more systematic approach to in-service training.

## Objective #6:

Encourage citizen involvement in corrections.

*ACCOMPLISHMENTS:*

Individuals and organizations are becoming much more interested in the offender on a routine information basis, as well as the typical crisis periods. The 106th Legislature allocated a full time position for a Director of Volunteer Services.

*PROPOSED ACTIVITIES:*

- Support the growth and participation in the Statewide volunteer program.
- Creation of an Advisory Committee on Corrections.
- Involve community organizations and individuals in institution programs.
- Encourage and support more phases of institution programs to take place in the community.

**Goal III:**

Provide directly or indirectly a comprehensive and coordinated service system that responds to the needs of the mentally retarded and their families.

**SITUATION:**

Due to the diversity of the needs of the mentally retarded and their families, as well as the diversity of services required to meet these needs, it was intended for the Bureau of Mental Retardation to serve as a liaison, coordinator and consultant to other State and local agencies rather than as a provider of direct services.

**Objective #1:**

Pursue the development of a Statewide service system for the mentally retarded who are or will be under the jurisdiction of the Bureau.

*ACCOMPLISHMENTS:*

Through the use of Federal monies and the relocation of Pineland staff, the nucleus of a Statewide aftercare, advocacy and referral system has been developed.

In addition to increasing services to boarding and nursing home clients, the system is more responsive to the retarded at the community level.

*PROPOSED ACTIVITIES:*

- Develop a program and administrative system including the residential centers and the regional programs as part of the Statewide system.
- Delineate the roles and responsibilities of the institutional and regional programs in a total system.

## Objective #2:

Pursue the development of integrated regional service systems involving diagnosis, evaluation, and treatment of the retarded.

### *ACCOMPLISHMENTS:*

In each of the regions, social workers and other professionals have been assigned to the staff of the mental retardation regional coordinator. These community based teams are located in Mental Health Centers and serve as fixed points of referral for all or many of the individuals entering the system.

These teams provide placement and follow-up services for individuals placed out of the residential centers. All individuals requesting institutional services are initially referred to these teams for purposes of exploring community alternatives to institutionalization.

Through the use of Federal, State and local money, a diagnostic and evaluative clinic was established in Aroostook County and a community service person was assigned to York County.

### *PROPOSED ACTIVITIES:*

- Develop a systematic administrative system for Bureau activities within each region.

## Objective #3:

Pursue the further development of appropriate domiciliary and housing programs for retarded individuals who are unable to live in their natural homes, or must leave their home in order to receive services, and are not appropriate candidates for the State residential treatment centers.

### *ACCOMPLISHMENTS:*

Through the use of Federal, State and local monies Abilities and Goodwill established a 12 bed group home, the Levinson Center established 8 alternative family placements, and the Central Aroostook Association for retarded children established an independent living program in Presque Isle.

The Bureau received \$100,000 for the establishment of group homes and supportive programs.

*PROPOSED ACTIVITIES:*

- The establishment of 4 group homes prior to July 30, 1974.

## Objective #4:

Pursue and/or assist in the further development of educational and training programs for the mentally retarded.

*ACCOMPLISHMENTS:*

Mandatory education legislation was passed during the 106th Legislative session. The Bureau staff has worked directly with the Department of Educational and Cultural Services in developing standards and methods for appropriately educating our handicapped citizens.

*PROPOSED ACTIVITIES:*

- Assist local school districts and private associations for retarded children in the implementation of the mandatory education act.
- Assist private associations for retarded children in the development of new non-academic programs.

## Objective #5:

Pursue the further development of programs for retarded individuals who are neither eligible nor appropriate candidates for educational and training programs as they are currently structured.

*ACCOMPLISHMENTS:*

The regional teams have assisted in the development and stabilization of pre and post school programs. Through the use of Federal, State and local monies, these programs have a more stable money base.

*PROPOSED ACTIVITIES:*

- With the advent of the Mandatory Education Act, continue to assist the Associates for Retarded Children in re-deploying their resources for use in pre-school, day care and post school programs.

## Objective #6:

Develop informational and educational programs for professionals and the public concerning the needs of the retarded and the methods employed to meet these needs.

*ACCOMPLISHMENTS:*

The two residential centers continue to increase the number of training programs for professionals, students, para-professionals and parents. Pineland and the Levinson Center are in the process of developing specialized training teams and programs to be made available to community professionals. Both institutions have increased their affiliation training programs with institutions of higher learning.

*PROPOSED ACTIVITIES:*

- Develop in Southern Maine a University affiliated type facility.

## Objective #7:

Pursue policies which clarify and support the position that mental retardation in and of itself is rarely sufficient reason for institutionalization.

*ACCOMPLISHMENTS:*

Through the use of the community based fixed point of referral, no individual will be admitted to an institution until all community alternatives have been explored. Through the advocacy role and programmatic responsibility of the regional team, we are better able to assure that an individual is not denied an appropriate service.

Through the programmatic and administrative reorganization of the institution and the Bureau, we are developing a system that is more responsive to the individual needs of the retarded person.

*PROPOSED ACTIVITIES:*

- Pursue the development of highly specialized single Statewide programs at Pineland for such groups as the blind retarded that require residential programs and are not appropriate candidates for the Levinson Center.
- Consider the feasibility of developing a pediatric program at Pineland.
- Continue to explore the feasibility of developing a program for those retarded delinquents and offenders who may be more appropriately served within a mental retardation program rather than within a correctional program.
- Pursue the development of a Southern Regional Center for the severely and profoundly retarded.









## MANPOWER AFFAIRS

### MAJOR POLICY:

CREATE A FIRM STATUTORY AND ADMINISTRATIVE BASE TO INSURE THE RIGHTS OF THE WORKING MAN, TO IMPROVE WAGE LEVELS, TO PROTECT FROM THE HAZARDS OF OCCUPATIONAL ILLNESS OR ACCIDENT, TO RELIEVE THE ECONOMIC IMPACTS OF UNEMPLOYMENT, TO ASSURE JOB OPPORTUNITIES, THE RIGHT OF BARGAINING COLLECTIVELY, AND TO RECEIVE COMPETENT ASSISTANCE IN JOB PLACEMENT AND EMPLOYMENT SERVICES.

### Goal I:

Provide State laws supplementing Federal coverage to guarantee every employee a minimum wage, security of compensation in case of sickness or injury, and safe working conditions.

### SITUATION:

Presently, the minimum wage is only \$2.00 an hour, to be increased to \$2.10 on January 1, 1975, and \$2.30 on January 1, 1976. Maine's minimum is tied in with the highest rate under the Federal Fair Labor Standards Act. Many Maine workers are paid only the minimum rate, which does not provide an adequate living income under the present inflationary conditions.

### Objective #1:

Insure the right of every Maine citizen to earn a fair and living wage.

### ACCOMPLISHMENTS:

The 105th Legislature changed the overtime provision from 48 hours to after 40 hours, and removed the numerical exemption for minimum wage, providing a minimum for one or more employees. The 106th Legislature in regular session increased the minimum wage to \$1.90 an hour, and later in special session provided that the rate would increase with the highest minimum required under the Federal Fair Labor Standards Act, resulting in periodic increases to \$2.30 an hour.

The 106th Legislature eliminated the one-month notice of cessation, providing a distance provision on relocation, requiring that an employee be employed for at least 5 years, and computing severance pay on the basis of one week's pay for each year worked.



*PROPOSED ACTIVITIES:*

- Exemptions to the minimum wage law and overtime requirements should be continually reviewed.
- Review the severance pay section to reduce the distance provision.

*Objective #2:*

Provide all workers with unemployment benefits adequate to meet at least their minimum and just living needs and to maintain systematic accumulation of funds from which such benefits may be paid.

*ACCOMPLISHMENTS:*

Extension of coverage to employers, including non-profit organizations, with one or more employees.

Extension of payments to claimants (EB) who have exhausted their maximum benefit amount due to prolonged periods of unemployment.

Development of systems for making allowance payments in special programs such as Disaster Unemployment Assistance, Trade Readjustment Allowances, Comprehensive Employment and Training Act (CETA), etc.

Expansion of filing claims for benefits by mail.

Computerization of monetary determinations to speed up the processing of benefits.

*PROPOSED ACTIVITIES:*

- Change the present law relative to governing benefit payments to "seasonal" workers. This requires action by the Legislature.
- Continue to secure more adequate Federal funding of necessary activities to better serve the citizens of Maine in line with the aforementioned policy.
- To continue efforts to develop more efficient and economical methods and programs to financially assist the unemployed.
- To further develop and maintain programs for fraud prevention, detection and recovery of payments made to claimants who have fraudulently received benefits.

### Objective #3:

Protect the right of employees to organize and bargain collectively with their employers.

#### *ACCOMPLISHMENTS:*

The Municipal Employees Labor Relations Law was enacted by the 104th Legislature.

A State Employee Collective Bargaining Law was enacted by the 106th Legislature in special session.

#### *PROPOSED ACTIVITIES:*

- Make appropriate changes to insure the improvement of the Municipal Employees Labor Relations Law and the State Employees Collective Bargaining Law.
- Continue opposition to "Right-to-Work" laws.
- Make appropriate changes in the statutes creating and directing the Panel of Mediators and Board of Arbitration and Conciliation to improve their availability and efficiency for the benefit of both the public and private sectors.

### Objective #4:

Increase safety protection for all workers.

#### *ACCOMPLISHMENTS:*

An Occupational Safety Rules and Regulations Board was created by the 104th Legislature. The 104th Legislature also provided for an Industrial Safety Engineer to be placed in the Department of Labor and Industry. The 105th Legislature strengthened certain sections of the Safety Law.

#### *PROPOSED ACTIVITIES:*

- Encourage the Legislature to enact a Comprehensive Occupational Health and Safety Act at least comparable to the Federal Act.
- Reorganize the present safety division in order to meet the mandates of new legislation--upgrade present staff and create career-ladder type positions.

- Provide that municipalities and the State be included under the Occupational Safety and Health Act.
- Provide for a comprehensive statistical reporting system covering all accidents resulting in death or injury for the purpose of publishing an annual or semi-annual report that would be useful in providing direction for safety programs.

## Goal II:

Emphasize and increase job and employment opportunities, and the State service of vocational and manpower training essential to achieving this goal.

## SITUATION:

Presently there are many job-training activities within the State. There is a need to bring together these training programs, and then make a hearty effort to find jobs for the trained. More emphasis could be placed on providing facilities and the opportunity for every citizen to upgrade their education and skills. Better paying jobs are now needed.

## Objective #1:

Provide job training and retraining services to Maine citizens.

## ACCOMPLISHMENTS:

A major portion of the job-training effort in the State is the increase in the number and programs of the Vocational-Technical Institutes, and the Regional Vocational High Schools that are located throughout the State. Other training efforts are being made through Manpower Development-type projects such as On-the-Job-Training and Work Experience. The Bureau of Labor and Industry also sponsors an active Apprenticeship Council which has over 1,200 presently enrolled in its program, training for over 75 industries. The object of this program is to train journeymen.

On October 1, 1974, the Maine Concentrated Employment Program was merged into the existing MDTA Educational Training Division of the Department of Manpower Affairs. The combined programs will officially become recognized as the Manpower Training Division, Maine Department of Manpower Affairs. It will be the objective of Manpower Training Division to establish and to deliver a comprehensive manpower training program throughout the State of Maine to people who are economically disadvantaged and unemployed or underemployed.

The Maine Department of Manpower Affairs, Employment Security Commission, has developed a computerized system to maintain a current file of in-State and out-of-State professional applicants seeking employment in Maine. This listing is distributed monthly to employers and includes skill level, training, job experience, and income information.

The Executive Department has established a State Manpower Planning Council for the purpose of planning and coordinating Manpower Training Programs and to advise methods for consolidating other training under a Comprehensive State Plan. New Federal Legislation under the Comprehensive Employment and Training Act (CETA) is expected to accomplish much of this consolidation.

A consolidated delivery system in the Office of Manpower Planning and Coordination mandates that all agencies involved in the delivery of manpower services and receiving funds must be accountable to that Office and utilize a common reporting system.

#### *PROPOSED ACTIVITIES:*

- Improve work skills to assure advancement for the workers and any new job that may become available.
- Provide a better delivery system of trained personnel to jobs.
- Update an inventory of labor resources and plan training programs accordingly.
- Continue to keep a current census of manpower needs of employers.
- Develop an on-going system of forecasting occupational needs, and provide this information to those who require training and instructors.
- Develop a policy to measure the opportunities and best utilization of skills available in Maine, and their wisest long-term deployment.
- Establish a State program to give jobs in areas and industries we want to encourage in Maine, assisted by the vocational schools and Federally funded manpower programs.
- Create trainee programs for students who have demonstrated management aptitudes to work in industries which show a need for such people.
- Increase programs that teach new skills and enable a person to upgrade existing skills, and include this in the State's philosophy towards manpower.
- Expand the work experience program.

## Objective #2:

Provide every qualified job applicant needing assistance adequate State services concerned with placement.

### *ACCOMPLISHMENTS:*

Numerous steps have been taken to increase employment services of the State. In the effort to match employees and employers, Operation Native Son was begun, and the Employment Security Commission began to use a computerized job bank. In addition to a Manpower Conference held in 1969 to study the Manpower Policy in the State, several committees have been established to improve the coordination of Manpower Programs, and a Manpower Coordinator was appointed to the State Planning Office. A Manpower Advisory Committee and the Vocational Education Council were created to advise in the area of training and employment services. To assist the unemployed, the Employment Security Commission has 26 local level offices which all share the job bank facilities in Augusta.

### *PROPOSED ACTIVITIES:*

- The Maine Department of Manpower Affairs, Employment Security Commission, will develop a computerized applicant data system that would provide for future job-applicant matching.
- Adopt a sound, long-range, comprehensive State manpower policy and delivery system.
- Refine the method of most efficiently matching job applicants with job openings.
- Increase the effort of the Employment Security Commission to meet the needs of the people it serves.
- Study manpower utilization with particular attention to the problem of technological unemployment.
- Establish more satellite offices and mobile teams of the Employment Security Commission at the local level to reach more people who need assistance.
- Study means by which an expanded vocational orientation program can be introduced at the junior high school level and continued through senior high school.









## CONSERVATION

### MAJOR POLICY:

TO ENCOURAGE THE WISE USE OF THE SCENIC, MINERAL AND FOREST RESOURCES OF THE STATE OF MAINE, AND TO ENSURE THAT COORDINATED PLANNING FOR THE FUTURE ALLOCATION OF LANDS FOR RECREATIONAL, FOREST PRODUCTION, MINING AND OTHER PUBLIC AND PRIVATE USES IS EFFECTIVELY ACCOMPLISHED, AND TO PROVIDE FOR THE EFFECTIVE MANAGEMENT OF PUBLIC LANDS IN THE STATE OF MAINE.

### Goal I:

To manage the public reserved lands under the principles of multiple use and to produce a sustained yield of products and services while utilizing both prudent business practices and sound planning.

### SITUATION:

Responsibility for the management of public lands within the Department of Conservation has been assigned to the Bureau of Public Lands in the form of statutory responsibility for supervision and control of Maine's public reserved lands, public domain, and any State lands which are not otherwise provided for by law.

At the same time, the Legislature has decreed that the Bureau shall have the same powers, subject to the same conditions, with respect to the management of all lands under its jurisdiction as it has with respect to the public reserved lands themselves under 30 M.R.S.A. Section 4162.4.

Accordingly, it is the policy of the Bureau of Public Lands to manage all lands under its jurisdiction on behalf of all the people of the State, and in accordance with the same high standards, principles, and practices promulgated by the Legislature for the management of the public reserved lands. Where the term "public lands" is used here, it is meant to include all the public lands within the Bureau's jurisdiction, regardless of type or use.

By law the Bureau of Public Lands is required to manage the lands in its jurisdiction "under the principles of multiple use and to produce a sustained yield of products and services, and that such management should be effected by the use of both prudent business practices and the principles of sound planning." (30 M.R.S.A. Section 4162.1)



So that Maine's public lands will make a full and continuing contribution to the happiness and well-being of the people of the State and to the quality of the environment in which they live, the Bureau of Public Lands has established these management objectives.

Objective #1:

To return to the State all the people's rights and interests in the public lands at the earliest possible time.

*ACCOMPLISHMENTS:*

The Bureau has completed an agreement with the Great Northern Paper Company which will return to the State some 60,000 acres of disputed grass and timber rights on public lots.

*PROPOSED ACTIVITIES:*

- To seek similar agreements with other claimants to the State's grass and timber rights.
- To give support to other efforts, judicial and legislative, which will have the effect of returning these rights to the people of Maine.

Objective #2:

To encourage public involvement and comment that will lead to more responsive land and resource management decisions.

*ACCOMPLISHMENTS:*

The Bureau has completed the first history of Maine's public lands, which was prepared under contract with members of the University of Maine History Department.

*PROPOSED ACTIVITIES:*

- To conduct the management of the public lands in a manner which is open to public scrutiny.
- To consult the public frequently, and by various means, in the development of policies and management plans.
- To encourage employees of the Bureau, especially in conducting their duties while in the field, to acquaint themselves with local landowners and other interested persons and with the problems unique to the area.
- To encourage local or specialized groups and private landowners having particular interest in the management of the public lands in their area to take part in the planning process.

*Objective #3:*

To promote cooperation between agencies which have particular interest in the resources of the public lands, to eliminate duplication, to minimize conflict, and to make use of the expertise developed by each agency.

*ACCOMPLISHMENTS:*

In accordance with Executive Order No. 28 (1974), the Bureau is preparing an inventory of all the surplus State lands and an efficient system for their use, management and disposal.

*PROPOSED ACTIVITIES:*

- Each agency with a special interest in a resource presently on the public lands will be consulted in the development of policies and management plans and in their implementation.
- Local and county governments and regional planning agencies will be consulted in the development of policies and management plans which are of direct interest to them.
- When appropriate, the assistance of other State and Provincial governments and Federal agencies of the United States and Canada will be requested.
- Where they are both sound and compatible, the policies developed for the public lands by other agencies will be followed by the Bureau. The Bureau will seek cooperative agreements between itself and these agencies in the development of such policies.

- The Assessors of the Plantations will be consulted and encouraged to review management plans affecting those public lots which lie in their Plantations prior to any final actions.
- The Bureau will seek the assistance of the regional planning agencies to promote public participation in management decisions on the public lands.

#### Objective #4:

To provide an increased variety of sound economic opportunities for the people of Maine.

#### *ACCOMPLISHMENTS:*

A study of development and growth strategies available to Maine has been funded by the Bureau, The Rockefeller Foundation, and MIT. This study was prepared under contract with the faculties of MIT and The University of Maine, and has produced legislation aimed at putting the future of the public lands into the context of a sound, overall State growth strategy.

The Bureau has been participating in a program to establish an integrated wood processing complex in Piscataquis County, operating in part from a guaranteed wood supply from the public reserved lands.

The Bureau has completed a study to produce legislation which will expand local control and development potential of the public lots by amending current local development corporation legislation.

#### *PROPOSED ACTIVITIES:*

- Within the limits of sound land use, the Bureau will use the resources at its disposal to stimulate job opportunities in locally owned and controlled industries that have the most beneficial economic impact on the economy and the people of Maine.
- The Bureau will endeavor to be supportive of the rights of Maine's citizens to earn a decent living, and of the tradition of small private enterprise as a way of life in Maine.
- The Bureau will give full consideration to the principles of affirmative action in all its management decisions and contractual commitments.

#### Objective #5:

To obtain and maintain an accurate, up-to-date inventory of the various resources associated with the public lands.



ACCOMPLISHMENTS:

The Bureau is preparing a Coastal Islands Inventory, an inventory and preliminary management plans for the coastal islands and their resources.

A forest resource inventory (The Public Lands Inventory) was put out for public bid during the fall of 1974, incorporating timber, wildlife, recreational and geological values. It is now in progress and scheduled for completion in 1975.

The Bureau has also been involved in an ongoing effort to sort out transactions and conflicting claims regarding the resources of public lots and those of private interests.

*PROPOSED ACTIVITIES:*

- The Bureau will make and regularly up-date an inventory of the public lands which will include the timber resources, recreation opportunities, soil types, agricultural resources, mineral resources, and wildlife habitat.
- The Bureau will endeavor to make maximum use of pertinent data available from other agencies and from private concerns.

## Objective #6:

To maintain the environmental integrity of the land resources by pursuing high standards of land use and resource management.

*PROPOSED ACTIVITIES:*

- The Bureau will seek the cooperation of the Department of Environmental Protection, the Land Use Regulation Commission, the Department of Inland Fisheries and Game, and other interested agencies in promoting environmental quality.
- The Bureau of Public Lands will provide for the protection of air and water quality at levels as high or higher than the minimum standards specified by the Department of Environmental Protection.
- The Bureau will consider aesthetics in the planning and implementation of management activities.
- Critical areas designated by the State Planning Office will be protected from detrimental or destructive activities.

## Objective #7:

To protect the resource from destructive agents with due consideration for other values.

*PROPOSED ACTIVITIES:*

- The Bureau will cooperate with the Bureau of Forestry in forest fire prevention and protection.
- The Bureau will adopt management techniques to reduce loss from destructive agents.
- The Bureau will cooperate in the development of improved methods for controlling and reducing loss from insects and disease.
- The Bureau will adopt management techniques which provide for the maintenance of balanced habitat conditions for wildlife throughout the public lands.
- The Bureau will regulate man's activities to prevent abuse of the public resources.

## Objective #8:

To grow and harvest trees for a regulated, sustained yield of timber products.

*ACCOMPLISHMENT:*

The Bureau has developed the first comprehensive policies plan for the management of Maine's public lands.

*PROPOSED ACTIVITIES:*

- The Bureau will seek the cooperation of the Bureau of Forestry, the Department of Inland Fisheries and Game, and other appropriate agencies in the development and implementation of forest management policies and plans.
- The Bureau will make every effort to improve and maintain the productivity and quality of forest stands.
- The management of the public lands will be carried out so as to serve as a good example of forestry and fisheries and wildlife management to the private woodland owner of Maine.
- The Bureau will plan and conduct timber harvesting consistent with silvicultural needs of the stand, optimum timber utilization, current economic conditions, and the needs of the fisheries and wildlife resources.

- The Bureau will require the use of timber harvesting practices that are consistent with the optimum site protection.
- Interim timber management standards will be at least as high as those provided for in the U.S. Forest Service Manual, and will be adopted to each unit of public land in its management plan.

#### Objective #9:

To provide a variety of high quality recreational opportunities on an equitable basis, emphasizing the characteristics of the natural environment.

#### *ACCOMPLISHMENTS:*

The Bureau has developed the "Sugarloaf Project," a cooperative effort to plan the recreational use of the Sugarloaf Public Lot in conjunction with the adjacent town of Carrabasset and the paper company which claims grass and timber rights on the State's Public Lot.

#### *PROPOSED ACTIVITIES:*

- The Bureau will consult with the Bureau of Parks and Recreation, the Department of Inland Fisheries and Game, and other interested agencies, for assistance in developing recreation policies and plans.
- An inventory of the recreation potential of the public lands will be prepared and maintained which will include features of historical and archeological significance in addition to the customary recreational uses.
- Other agencies, private persons or organizations will be encouraged to administer recreation areas on the public lands under guidelines established by the Bureau of Public Lands.

#### Objective #10:

To provide habitat that will sustain a variety of fish and wildlife.

#### *PROPOSED ACTIVITIES:*

- The Bureau will develop fish and wildlife policies and plans in cooperation with the Department of Inland Fisheries and Game, and other interested agencies.
- Rare and endangered species will be given special consideration, and management activities will be modified to protect those species and their habitat.

- The Bureau, in cooperation with the Department of Inland Fisheries and Game will provide for diversified habitat management on the public lands. Habitat conditions necessary for the maintenance of fisheries and wildlife populations will be given special consideration and, where necessary, management activities will be modified to maintain such conditions.
- Biologists of the Department of Inland Fisheries and Game will be consulted in the development and execution of management plans.

#### Objective #11:

To protect and enhance water quality for water supply, fish and wildlife requirements, and recreation use.

#### *PROPOSED ACTIVITIES:*

- The Bureau will maintain water quality levels at or higher than those standards specified by the Department of Environmental Protection.
- The Bureau will seek the cooperation of other agencies in its efforts to minimize erosion and sedimentation from management activities.
- The Bureau will vary its management practices along edges of lakes, rivers, and streams where necessary, to ensure that such activities will not be detrimental to the resource.
- The Bureau, in cooperation with other agencies, will determine the recreational carrying capacity of lakes, rivers, and streams on the public lands.
- The Bureau will provide for the identification and maintenance of important wetlands in its jurisdiction and for their recharge mechanisms.

#### Objective #12:

To protect, manage, and enhance the soil resource of the public lands.

#### *PROPOSED ACTIVITIES:*

- The Bureau, in cooperation with interested agencies, will obtain and use soils information in making management decisions.
- The Bureau will conduct all management activities so as to minimize soil erosion, watercourse sedimentation, and soil compaction.

- Soil productivity will be maintained.

#### Objective #13:

To provide for the formal development and productive use of the mineral resources on the public lands.

#### *PROPOSED ACTIVITIES:*

- The Bureau will consult with the Department of Environmental Protection, the Maine Mining Bureau, the Bureau of Geology, and other interested agencies, in the development of mineral resource policies and plans.
- The Bureau, in cooperation with other agencies, will provide for a general inventory of mineral resources, including sand and gravel, on the public lands.
- Mineral exploration by State agencies and private interests on the public lands shall be approved in writing by the Bureau of Public Lands prior to any exploration.
- The Bureau will authorize commercial extraction of minerals on the public lands in its jurisdiction provided such extraction is compatible with established and proposed use of the land in question.

#### Objective #14:

To maintain and increase the productivity of public agricultural lands for the production of forage, grains, and other crops.

#### *PROPOSED ACTIVITIES:*

- The Bureau will obtain the assistance of soil, water, and crop specialists in determining the suitability of land for agricultural management.
- The Bureau will develop agricultural management plans to provide long-term guidance in maintaining increasing productivity.
- The Bureau will provide preference to local landowners in use and management of agricultural lands.
- The Bureau will develop multi-year lease policies to encourage proper management of the land, maximum financial return to all parties and continuity to the plan.

Objective #15:

To promote research in the management and use of natural resources on the public lands.

*PROPOSED ACTIVITIES:*

- The Bureau will encourage other agencies, both State and private, to conduct research on the public lands which will improve the quantity and quality of the natural resource, add to the basic knowledge, and improve the lives of Maine people.
- The Bureau will encourage the study of eco-system relationships on a variety of sites to provide increased knowledge of ecological priorities.

Objective #16:

To develop fair and equitable standards for evaluating public land uses not specifically covered in existing policy.

*PROPOSED ACTIVITIES:*

- The Bureau will ask the assistance of others in evaluating a request for special use.
- The special use applicant shall be required to demonstrate the public benefit to be derived from his or her proposed use of the public land.
- The Bureau will develop guidelines for granting easements through the public lands.
- All special uses must be compatible with the management objectives of the other resource values.

*PROPOSED ACTIVITIES:*

- The Bureau will ask the assistance of others in evaluating a request for special use.
- The special use applicant shall be required to demonstrate the public benefit to be derived from his or her proposed use of the public land.
- The Bureau will develop guidelines for granting easements through the public lands.
- All special uses must be compatible with the management objectives of the other resource values.

**Goal II: Bureau of Forestry**

To protect and preserve forests, shade and ornamental trees, and forest products against insects, diseases and injuries; and alleviate losses or annoyances by such factors to man and his property except for food crops.

**SITUATION:**

It shall be the mission of the Maine Forest Service to ensure for present and future generations of Maine citizens the greatest economic and social benefits from trees and the forest lands of the State. Forest insects and diseases constitute a serious threat to the forests and shade trees of Maine and a continuing program of research, detection and control is necessary to maintain a healthy, vigorous, productive forest resource.

**Objective #1:**

To protect the forests and shade trees of Maine from insects, diseases and other natural enemies.

*ACCOMPLISHMENTS:*

Maine has a good record of assisting in the protection of its forest and shade trees against pests, and advising on organisms affecting man and his property. The State has an organized forest detection system to determine when protection measures are needed. It has the trained personnel to carry out cultural control methods or advise on them, large scale chemical control projects and the introduction of biological control agents.

*PROPOSED ACTIVITIES:*

- To conduct forest, insect and disease detection and assessment surveys.
- To maintain taxonomic and reference collections of insects and tree disease organisms and to carry out studies needed to provide proper identification of associated groups.
- To maintain permanent laboratory facilities to conduct needed research and to properly house taxonomic and reference collections and a reference library.
- To conduct research on bionomics of pest species and application of biological, mechanical, genetic, cultural and chemical control methods.
- To provide advice on insect and disease control to homeowners, small woodland owners, arborists and forest industries.
- To determine and execute, if appropriate, control procedures for specific problems.

## Objective #2:

To encourage and promote the planting, care and protection of shade trees, shrubs, and forest growth by individuals, municipalities, and State agencies to maintain and improve the scenic beauty, wildlife habitat, and recreational values of Maine.

*ACCOMPLISHMENTS:*

Recently, the State has initiated a program of advice and financial assistance to municipalities in planting public shade trees as a means of improving man's environment.

*PROPOSED ACTIVITIES:*

- To provide guidance in horticultural and ornamental tree plantings to home owners, municipal tree wardens, and commercial arborists.

**Goal III: Bureau of Forestry (Fire Control)**

To provide fire protection at the least cost with minimum damage to all forest and intermingled lands.

## SITUATION:

Forest fires are a continuing threat to the forest resource of Maine and an effective, efficient forest fire protection system is an essential element of sound forest resources management.



### Objective #1:

To provide forest fire protection (prevention, suppression, suppression) to all the lands, public and private, of the State of Maine, keep annual acreage losses to forest fires to less than  $\frac{1}{2}$  of 1 percent of the total acreage protected, and to keep all losses to forest fires to a minimum consistent with the "least cost plus damages" concept.

### ACCOMPLISHMENTS:

During recent years losses have been restricted to within the " $\frac{1}{2}$  of 1 percent" goal. The Department has carried out a continuing fire prevention program including: (a) use of mass media, (b) cooperation with the U.S. Forest Service Cooperative Forest Fire Prevention Program (Smokey Bear), (c) issue forest fire permits, and (d) enforced all forest fire laws.

The Department has conducted suppression activities including: (a) acquisition, development and maintenance of mechanized fire suppression equipment, (b) construction and maintenance of essential structures and improvements, and (c) conducted and participated in training exercises.

### PROPOSED ACTIVITIES:

- To protect Maine's forest resources from forest fires.
- To prepare and execute annually on a District basis a fire protection action plan covering prevention, suppression and suppression.
- To maintain a record on the cause and location of forest fires.
- To carry out an educational and law enforcement program aimed at specific fire causes.
- To maintain a Statewide system of forest fire danger measurement.
- To maintain a fire detection system of towers and aircraft patrol with duty schedules based on fire danger indices.
- To carry out an effective training program with the volunteer and municipal fire departments relative to fire suppression methods, techniques and equipment.
- To prepare and execute a Fire Prevention Analysis in cooperation with the U.S. Forest Service.
- To develop and implement a mobile fire suppression attach unit on a pilot basis for evaluation.

#### Goal IV: Bureau of Forestry (Forest Management)

To improve and maintain the economic and social values of forest lands through sound resource planning, multiple-use management, harvesting, marketing, and processing of forest products, and good timber harvesting practices.

#### SITUATION:

The forests of Maine provide the raw material for the State's most important industry, forest products. Maine's commercial forest lands cover 16,894,300 acres, owned by forest industry (47%), 100,000 individuals (47%), non-forest based corporations (2%), and government (4%). Sound forest management practices are essential to Maine's future and the application of these practices to private ownership is the challenge ahead.

#### Objective #1:

To implement appropriate forest land management practices on State-owned lands and encourage and promote these practices on other public and private lands to provide maximum benefits from forest products, recreation, and related resources such as soil, water, and wildlife.

#### ACCOMPLISHMENTS:

The Department has provided technical assistance to thousands of small woodlot owners, and to the Agricultural Stabilization and Conservation Service on F.I.P. and R.E.A.P. programs (over 1,000 referrals). In addition, the Department has provided planning assistance in forestry to the State Planning Office.

#### PROPOSED ACTIVITIES:

- To assist owners in the development of their woodlands to produce maximum quality and quantity of forest products by application of reforestation, timber stand improvement, and timber harvesting.
- To provide forest land resource planning liaison assistance to the State Planning Office and its units, Regional Planning Commissions and other public and private agencies concerned with natural resource planning.
- To give recognition to the compatibility of timber production and harvest (forest products use) with other goals of the land owner, including forest recreation, water production, and wildlife habitat.

- To provide current statistical data on forest industries and on timber growth and drain for use in local planning and development.
- To determine, encourage and conduct needed research in forest resource management.
- To prepare comprehensive forest land use plans, taking into consideration the complexities of Maine's forest and people, outline goals, and objectives necessary to implement such a plan. (In conjunction with other appropriate agencies.)

Objective #2:

To produce, distribute and plant forest seedlings to aid in the accomplishment of these forest land management practices.

*PROPOSED ACTIVITIES:*

- To provide technical assistance in the use of trees for beautification and urban forestry.
- To provide forest seedlings to the public at a cost that will encourage planting to meet reforestation needs.

Objective #3:

To promote improved markets, utilization and manufacture of forest products to maintain a thriving forest industry.

Objective #4:

To initiate and maintain up-to-date economic data including a forest inventory for the purposes of identifying current and future forest industry trends.

Objective #5:

To promote productivity and current use as the basis of forest land taxation to encourage long-term forest management objectives.

*ACCOMPLISHMENTS:*

The Department has provided service on the Tree Growth Tax Law.

Objective #6:

To encourage municipalities and other public and private agencies to develop lands for the purposes of wood production, forest education, and demonstration.

*PROPOSED ACTIVITIES:*

- To provide assistance to municipalities and other public and private agencies to develop lands for the purposes of wood production, forest education and demonstration.

Objective #7:

To encourage owners to use professionally trained private and public foresters in managing forest lands.

*ACCOMPLISHMENTS:*

The Department has provided technical assistance to hundreds of primary and secondary processors and loggers.

*PROPOSED ACTIVITIES:*

- To inform owners of the need for locating and identifying property boundary lines and encourage the use of registered land surveyors.
- To provide technical assistance on all phases of logging, manufacturing, utilization and marketing of wood products.

Goal V: Bureau of Parks and Recreation

To promote the wisest and fullest use of Maine's resources for recreation and preserve the quality of the outdoor environment in order to satisfy the needs of the residents of Maine, the seasonal visitors, and the short-term vacationers to Maine.

SITUATION:

Between 1962 and 1974 visitors to parks in Maine increased from 710,000 to 2 million people per year. The Bureau of Parks and Recreation presently administers a total of approximately 50,000 acres of land for recreational use. Twenty-five developed State Parks include approximately 42,000 acres; 45 undeveloped parks and memorials encompass 403 acres. Of these amounts, approximately 12,000 acres are on the coast, encompassing approximately 25 miles of coastal shoreline.

These figures do not include the land administered by the Baxter State Park Authority, but they do include the State-owned land within the Allagash Wilderness Waterway.

In addition, the Bureau administers special programs for public facilities for boats and for snowmobiles. Land has been acquired and developed for 34 State-owned and operated boat access sites. Land has also been acquired, but not yet developed, for 17 boat access sites. Fifteen public boat access sites are town operated - developed with State funds and town funds. The snowmobile program has provided trail signing kits to snowmobile clubs, grants for trail grooming to snowmobile clubs, and grants to Regional Planning Commissions for snowmobile trail planning.

Because recreational pressures have been increasing, recreational opportunities will have to be expanded, and a broader spectrum of recreation areas and facilities should be provided. The efforts of the Bureau of Parks and Recreation have been assisted by the passage of a 2.2 million dollar bond issue for development in 1972 and a 3.0 million dollar bond issue for acquisition in 1973. In addition, a capital improvement program for development was approved by the Legislature in 1973.

#### Objective #1:

To provide for an adequate planning program for the acquisition and development of outdoor recreation areas and facilities for the State of Maine.

#### ACCOMPLISHMENTS:

The Bureau has developed a Statewide Outdoor Recreation Plan to guide the Federal, State, local, and private jurisdictions in their provision of outdoor recreation opportunities within the State of Maine. This Plan (SCORP) is a requirement of the Federal Bureau of Outdoor Recreation for continued eligibility for participation in the Land and Water Conservation Fund Program (LAWCON). From 1965 thru 1973 the State received and utilized \$9.0 million from LAWCON for public outdoor recreation related projects.

Since 1972, the Bureau has also prepared a Bicycling Plan for the State of Maine; an inventory of Abandoned Railroads with emphasis on their potential for recreational trail uses; an Allagash Wilderness Waterway Concept Plan; and such special use surveys as a survey of summer trail users in Maine, a survey of winter trail users in Maine, a boat users survey, and an Allagash users survey.

Outdoor Recreation oriented studies completed by other agencies that will be used in the continual update of SCORP include a Natural Areas inventory by the Natural Resources Council and "Tourism in Maine" by the Department of Commerce and Industry.

*PROPOSED ACTIVITIES:*

- Provide an adequate staff to continually update and maintain a Statewide Comprehensive Outdoor Recreation Plan.
- Prepare, from time to time as necessary, a plan or plans for the acquisition and development of land for State Park purposes.
- Prepare special planning studies needed for the update of the Statewide Comprehensive Outdoor Recreation Plan. Such studies would include, but not be limited to, the following: a Statewide trail study, a Statewide wild and scenic river study, an urban recreation study, a public facilities for boats study, and a recreation plan for the handicapped study.
- Conduct special use and research studies and surveys as needed in the preparation of Statewide plans.
- Assist regional and local agencies in the planning of regional and local Open Space and Recreation Plans.
- Participate in methods for systematic review of proposed Departmental projects and programs, including the A-95 review process and memos of understanding.
- Participate, where appropriate, in the Maine Informational Display Analysis System (MIDAS) program of the State Planning Office.
- Assist the Acquisition and Development Division of the Bureau in the preparation of Master Plans for State Parks.

*Objective #2:*

To provide for an adequate program for the acquisition of outdoor recreation areas for the State of Maine.

*ACCOMPLISHMENTS:*

Through calendar year 1973, the Bureau had approximately 40 completed or on-going projects utilizing monies from a 1967 four million dollar bond issue and the money from the 1973 bond issue. Approximately 5,000 acres of land have been authorized for acquisition. In addition, approximately 3,000 acres of land have been accepted as gifts for State Park purposes, including Wolf Neck Woods in Freeport, Holbrook Island Sanctuary in Brooksville, and Squaw Mountain on Moosehead Lake.

The Bureau has also assisted 25 municipalities, through the Land and Water Conservation Fund Program, in the acquisition of lands for local open space and outdoor recreation purposes. The Bureau has financially assisted in such acquisitions through a Community Recreation Fund Program authorized by the Legislature in 1972.

*PROPOSED ACTIVITIES:*

- Provide an adequate staff for the administration of on-going and future acquisition programs.
- Participate with the planning staff to develop a plan or plans for the acquisition of land for State Park purposes.
- Acquire land to serve the day-use recreational needs of the urban residents of Maine.
- Acquire land to serve as recreational overnight destination points for residents of Maine and for visitors to Maine with emphasis placed upon a minimum of competition with the private camping enterprise.
- Acquire land as trail corridors to serve the trail enthusiasts of Maine and visitors to Maine.
- Acquire land for the protection of wilderness, scenic, or natural characteristics that are compatible with minimum recreational opportunities.
- Acquire access to public waters of the State where desirable in accordance with a public facilities for boats plan.
- Assist municipalities in Maine in the acquisition of areas for local and regional park purposes.

Objective #3:

To provide for an adequate program for the development of outdoor recreation areas and facilities in the State of Maine.

*ACCOMPLISHMENTS:*

From 1964 thru June 1974, the Bureau had on-going or completed 25 State Park development projects and 29 State boat access development projects. In addition, the State had assisted, through the Federal Land and Water Conservation Fund Program, 94 local development projects that are either on-going or completed. The State also assisted in the development of many of the local projects through the Community Recreation Fund authorized by the Legislature in 1972.

*PROPOSED ACTIVITIES:*

- Provide an adequate staff for the administration of on-going and future development programs.
- Prepare plans for the development of lands acquired for State Park purposes.
- Utilize design standards for development consistent with maintaining a satisfying outdoor experience in Maine.
- Develop lands to serve the day-use recreational needs of the urban residents of Maine.
- Develop lands to serve as recreational overnight destination points for residents of Maine and for visitors to Maine with emphasis placed upon a minimum of competition with the private camping enterprise.
- Develop land to serve as trail corridors to serve the trail enthusiasts of Maine and visitors to Maine.
- Minimumly develop land acquired for wilderness, scenic, and natural values for primitive recreation, sightseeing, and interpretive purposes.
- Develop access to public waters of the State where desirable in accordance with a public facilities for boats plan.
- Assist municipalities in Maine in the development of areas for local and regional park purposes.

## Objective #4:

To provide for an adequate program for the operation and maintenance of outdoor recreation areas and facilities for the State of Maine.

*ACCOMPLISHMENTS:*

The Bureau of Parks and Recreation, as of April 1, 1974, had direct supervision over 24 developed State Parks, 21 developed Memorials, 29 developed and State-owned or operated boating facilities, and the Allagash Wilderness Waterway.



The Bureau had minimal supervision over 39 undeveloped areas acquired or accepted for State Park purposes, 6 undeveloped areas acquired or accepted as Memorials, nine areas accepted with conservation easements, and 25 undeveloped areas acquired or accepted for boating facilities. In addition, the Bureau has assisted 12 towns in the preparation of programs for the operation and maintenance of town-owned and operated boating facilities.

*PROPOSED ACTIVITIES:*

- Provide an adequate staff for the operation and maintenance of developed State Park and memorial facilities.
- Provide an adequate staff for the inspection and maintenance of undeveloped State Park and Memorial lands.
- Provide an adequate staff for the maintenance of sites developed for public access by boats to the Waterways of the State.
- Provide an adequate staff and program for the inspection of lands protected by the State with scenic and/or conservation easement restrictions.
- Participate with development staff to design park facilities towards providing easy and efficient maintenance of such facilities.
- Cooperate with municipalities in the preparation of programs for the operation and maintenance of recreation areas and facilities for local and regional park purposes.

Objective #5:

To provide informational and educational material to recreation users and to land-owners, where appropriate, in order to enhance the quality of the recreation experience for all recreation users.

*ACCOMPLISHMENTS:*

Information and educational material is disseminated through the Bureau by the Keep Maine Scenic Division, the Snowmobile Program of the Bureau, and the Historic Program of the Bureau. In addition, the Bureau cooperates in the preparation of recreation oriented brochures and maps by other agencies, including State Park and Recreation activity brochures by the Department of Commerce and Industry and the location of State Parks on the highway maps prepared by the Department of Transportation.

The Bureau also provides technical information to private individuals and agencies interested in developing outdoor recreation areas and facilities; to local communities for park and recreation programs; to Federal agencies to help with the planning programs of such agencies; and to regional agencies to assist with the planning programs of such agencies.

*PROPOSED ACTIVITIES:*

- Continue and accelerate the Keep Maine Scenic Program in order to protect and enhance the quality of the outdoor recreation experience and to protect the scenic resources of the State.
- Continue to provide educational and safety information, as well as maps of areas, to the snowmobile users of the State.
- Continue technical assistance to the private sector with regard to camping and to other outdoor recreation activities where appropriate.
- Provide information or a brochure on the location of public facilities for boats in Maine.
- Provide information or a brochure on the location of developed State Parks and Memorials in Maine.
- Provide information and brochures pertaining to the various services offered by the Bureau, such as the services offered by the Community Recreation Division, the Keep Maine Scenic Division, and the Snowmobile Program.
- Provide other information and brochures as needed because of the enactment of special programs, such as information pertaining to trails, backwoods primitive campsites, and canoeable rivers in Maine.

**Goal VI: Land Use Regulation Commission**

To extend principles of sound planning, zoning and subdivision control to the unorganized and deorganized townships of the State: To preserve public health, safety and general welfare; to prevent inappropriate residential, recreational, commercial and industrial uses detrimental to the proper use or value of these areas; to prevent the intermixing of incompatible industrial, commercial, residential and recreational activities; to prevent the development in these areas of substandard structures or structures located unduly proximate to waters or roads; to prevent the despoliation, pollution and inappropriate use of the water in these areas; and to preserve ecological and natural values.

## SITUATION:

In addition, the Legislature declares it to be in the public interest, for the public benefit and for the good order of the people of this State, to encourage the appropriate use of these lands by the residents of Maine and visitors, in pursuit of outdoor recreation activities, including, but not limited to, hunting, boating, hiking and camping. (12 M.R.S.A. Section 681)

The Legislative intent can best be summarized relative to the "goal" of the Comprehensive Land Use Plan as follows: To promote the health, safety, and general welfare of the people of the State of Maine by planning for the "proper use of resources" and by guiding land use activities to achieve this "proper" use.

The process of comprehensive planning is aimed at defining what is "proper" resource use. About one-half of the State of Maine lies in the area commonly called the "wildlands". This land is predominately "spruce-fir" forest, contains abundant water resources, and is essentially undeveloped at present. The forest, wildlife, and recreational resources of this area are under tremendous pressure for utilization, recreation, and development.

Major conflicts have developed because of increased accessibility of the area, urbanization and degradation of the environment in other parts of the Northeastern Region, and awakening of public interest in the area.

The people of the State of Maine have recently increased their level of awareness of the conflicts developing in the "wildlands" and the importance of maintaining basic ecosystems. This increased awareness has resulted in pressure for positive governmental action.

## Objective #1:

Establish and maintain a continuing process of comprehensively planning for the plantations and unorganized parts of the State. This process will include the following:

- (1) Regulation of development activity in accordance with statutory criteria and other elements of the planning process.
- (2) Compiling a series of documents to accomplish specific tasks of the planning process. Currently the following volumes exist or are proposed: (a) Perspective, (b) Land Use Policies, (c) Existing Land Use, (d) Land Use Capabilities Plan, and (e) Proposed Land Use. In addition, status reports of the planning process will be published from time to time.
- (3) Establish standards for the districting of land areas and use permitted.
- (4) Communicate with and involve the public in the planning process.

#### *ACCOMPLISHMENTS:*

The process of districting the land area of the "wildlands" under Interim Standards for Districting will be complete by March, 1975. Review of development activity has been continuous since September of 1971. Applications have been acted upon through November of 1974. Determination of tasks necessary to accomplish the Commission's goals have been established as has organizing and scheduling such tasks. Volumes I and II of the Planning Process have been completed and a status report of the planning process as of January 1, 1975 has been drafted (Comprehensive Land Use Plan, 1 January 1975.) Two parts of the Land Use Planning Manual have been compiled and distributed to appropriate persons: "Building in the Wildlands", and "Subdividing in the Wildlands". The Cooperative Extension Service has undertaken a major program in cooperation with the Land Use Regulation Commission to assist in communicating with the public and involving the public in the planning process. Formation of a Citizens Advisory Board with members representing diverse interests to advise the Commission on its planning process. The establishment of an on-going conference program to develop effective and reasonable approaches to identified problems by involving the Commission with experts and working personnel in various areas. Undertaking a survey of public opinion on various issues relating to the planning process (An Analysis of the Attitudes of Residents Toward Land Use in Maine's Unorganized Areas); a survey of public opinion of lessees in the unorganized townships (Lessees in the Unorganized Townships of Maine), and involvement in formulation of part of a public opinion survey undertaken by the State Planning Office.

#### *PROPOSED ACTIVITIES:*

- Regulation of development activity in accordance with statutory criteria (12 M.R.S.A., Section 685 B-4) and the other elements of the planning process.
- To compile a series of documents to accomplish specific tasks of the planning process. Currently, the following volumes exist or are proposed: (1) Volume 1. Perspective (2) Volume 2. Land Use Policies (3) Volume 3. Existing Land Use (4) Volume 4. Land Use Capabilities Plan (5) Volume 5. Proposed Land Use.
- To publish, from time to time, status reports of the planning process.
- To establish standards for the districting of land areas and uses permitted.
- To communicate with and involve the public in the planning process.

## Goal VII: Bureau of Geology

To organize and administer a program designed to gather, study and disseminate physical resource information of all kinds including the bedrock, the unconsolidated surficial materials, geophysics, groundwater, marine and mineral resources.

### SITUATION:

Before the geologic environment can be used compatibly with the demands of man in the areas of conservation and mineral resources, it is mandatory that basic and fundamental geologic data be gathered, interpreted and made available to the public in the shortest possible time. Increased requests from the general public, industry, and federal agencies coupled with the increased activity within State planning and regulatory agencies is responsible for heavy demands on the Bureau of Geology for physical resource data and inventories.

### Objective #1:

To construct and publish a bedrock geologic map and a surficial geologic map on a scale of 1:250,000 (1" = approx. 40 miles).

### ACCOMPLISHMENTS:

The Maine Geological Survey and field mapping program has acquired enough detailed information to construct a State geologic map on a larger scale, and will replace the existing 1967 Preliminary Geologic Map of Maine on 1:500,000 scale. The Maine Geological Survey has completed and published on 8 1/2" x 11" colored geologic map of Maine on a scale of about 1:200,000. This map is receiving considerable use and attention by planning, technical and educational interests.

### Objective #2:

To furnish in published form bedrock and surficial geologic maps on a 15 minute (1" = 1 mile) and 7 1/2 minute (1" = 2000') scales.

### ACCOMPLISHMENTS:

The Maine Geological Survey has published numerous maps and technical reports which are available as published articles or open-file reports. The reader is referred to the Bureau of Geology's publication list for details. Approximately twenty-one 15 minute surficial geologic maps have been open filed and are now being distributed to interested agencies and industries.

### Objective #3:

To furnish physical resource atlases on a county by county basis for the entire State of Maine.

#### *ACCOMPLISHMENTS:*

The Maine Geological Survey has initiated and nearly completed a physical resource inventory of those Maine counties along the Maine coast. The physical resource atlas for Knox County is in press. Lincoln, Sagadahoc, Cumberland, and York counties are in preparation for publication.

### Objective #4:

To provide groundwater information; in general, its availability, quality, occurrence and flow regime. This resource has gained substantial importance in the private, industrial, and State agency sectors. The Bureau of Geology will maintain and accelerate its groundwater data acquisition and analysis program in the State of Maine.

#### *ACCOMPLISHMENTS:*

The Maine Geological Survey's groundwater program in cooperation with the State Planning Office, has been underway for two years, and has accumulated and analyzed vast quantities of groundwater data for six coastal counties, which is about to be released. Additional short term studies of possible groundwater contamination from a proposed regional landfill, and possible contamination of a municipal groundwater supply by suburb expansion have been conducted. A three year investigation of saltwater intrusion into a highly developed coastal peninsula was initiated in the summer of 1974. A close working relationship is maintained with the Solid Waste Management Division of the DEP. All applications for proposed sanitary landfill sites are reviewed by the Bureau of Geology. The Bureau has been successful in establishing a close and cooperative relationship with the Water Well Driller's Association of Maine.

### Objective #5:

Information and hard data on the physical characteristics of Maine's estuaries such as temperature, depth, salinity, density, stratification, flushing rates, current force and development, etc., has been almost non-existent. The Maine Geological Survey in cooperation with the Woodshole Oceanographic Center, the Ira C. Darling Oceanographic Center and the Maine State Planning Office is acquiring hard data and analysis on several key estuaries. The Maine Geological Survey will accelerate this program to meet the increasing need.

*ACCOMPLISHMENTS:*

The estuaries and coastal processes program of the Bureau of Geology has established a beach profiling system which will be periodically monitored and recorded at appropriate intervals throughout the year. This in conjunction with marine studies in the Wells and Ogunquit and St. George Estuaries and Montsweag Bay have yielded significant correlations and data pertaining to coastal erosional processes, sediment distribution patterns and budgets, and general physical characteristics of Maine's estuaries.

## Objective #6:

Increase the emphasis on the coordination and liaison with various State agencies which require physical resource information and technical expertise for the quality and efficiency of their activities.

*ACCOMPLISHMENTS:*

Several State agencies are seeking out the physical data inventories and expertise which exists in the Bureau of Geology in order to develop new legislation, regulations and plans. A cooperative effort with the Department of Health and Welfare, Department of Environmental Protection, the Land Use Regulation Commission and the State Planning Office has resulted in the new regulation on the State Plumbing Code, Solid Waste Disposal and input into the development of the Maine State Coastal Plan.

## Objective #7:

To advance the science and profession of geology.

*ACCOMPLISHMENTS:*

Geologic mapping and other types of geological investigations conducted in Maine provide geologists not only with resource inventory data, but with new and important insights into earth science itself. Maine Geological Survey publications are sold or distributed nationally and internationally to geologists working to decipher local, global, and even planetary geological problems. Of special interest is the concept of continental drift, wherein Maine occupies a fundamental position. There are two rock belts in the State and adjacent Maritime Provinces of Canada, that indicate two episodes of continental collision. Knowledge of geologic conditions and events related to continental collision is important because the fractures associated with these rock belts appear to localize metalliferous ore bodies, substantial volumes of groundwater, and seismic activity (earthquakes). The Maritime Geoscience Society was recently organized to encourage and advance Geologic investigations that directly concern this area of North America.

The Geological Society of Maine was organized in the summer of 1974 to encourage the intercommunication of Maine geologists in particular. Bureau of Geology staff are active in both of these professional groups. The Bureau of Geology was responsible for the legislation passed by the 106th Legislature, to certify Professional Geologists in the State of Maine.

Objective #8:

To assist business and industry with data, analysis and technical expertise as they apply to site evaluation, data acquisition, metallic and non-metallic extractive deposits such as sand and gravel, peat, agricultural lime, granite, building stone and oil and gas.

*ACCOMPLISHMENTS:*

The State of Maine's extractive industry is estimated to be in excess of 30 million dollars per year. The Bureau of Geology's mapping program and inventory has delineated numerous metallic and non-metallic prospects many of which are now or have been under investigation by industry and several of which are now the commercial mining operations at Harborside (Callahan Mining) and Blue Hill (KerrAmerican). The Bureau has directly assisted small and large businessmen in the area of site and water evaluations, and often worked in cooperation with the Department of Commerce and Industry in their efforts to attract new industry.

Objective #9:

To develop, with the Boston College Weston Geological Laboratories in Massachusetts, earthquake seismographs in key locations in the State of Maine which will tie into the network established in the other New England States.

*ACCOMPLISHMENTS:*

The Weston Geological Laboratories, under the direction of Dr. James Skeeihan, the Bureau of Geology, and funding from the Atomic Energy Commission, will activate four seismograph stations at East Machias, Milo, Caribou and Augusta. Recent activity in the area of pipeline construction, underground storage of petroleum and refinery construction of nuclear power sites have prompted the necessity for this seismic monitoring program in response to environmental consideration.

Objective #10:

To develop map construction and cartographic capabilities for the Department of Conservation and the State.



### *ACCOMPLISHMENTS:*

The Bureau of Geology and the Division of Water Resources, State Planning Office, have prepared a detailed overlay and composite base map series at a scale of 1:250,000. This series is essentially complete but is open-ended for new additions. Maps are now available and are in use by State, regional and municipal planning, private and business sectors. The Cartographic Division of the Bureau of Geology has the technical personnel to construct maps of various types and scales and the reproduction equipment to make copies readily available to all map users.

### *PROPOSED ACTIVITIES:*

- To carry out the administrative and budget matters of the Bureau of Geology.
- To carry out the administrative and budget matters of the Maine Mining Bureau.
- Gather and compile data on the earth resources of the State.
- Field mapping and special surveys by the technical personnel at this Bureau.
- To engage professional geologists to perform geological projects in the State.
- On site inspection and coordination of mapping activities carried out by State, Federal, educational, and industrial sectors.
- Survey and record water well data from water well driller's records.
- Maintain water well data inventory.
- Measure State water levels in observation wells.
- Collect and analyze water samples.
- Conduct beach profiling surveys on Maine's key beaches.
- Conduct sub-bottom seismic profiling of Maine's estuaries and harbors.
- To carry out temperature, depth, salinity surveys in key estuaries.
- Conduct sedimentation, current and tidal surveys in key estuaries.
- Evaluate recreational potential of coastal and inland lands.
- Evaluate dune morphology for conservation purposes.
- Review of projects and proposals submitted by Soil Conservation Service and Corps of Engineers.

- Reviewing solid waste disposal application submitted to the Department of Environmental Protection.
- Reviewing land use applications submitted to the Land Use Regulation Commission.
- Review and evaluation of wetlands permits and applications.
- Continue to conduct schools on water occurrence and reservoirs for Water Well Driller's Association of Maine.
- Monitor certification examinations for the National Water Well Association.
- Prepare and give examinations for the certification of Maine geologists.
- Editing and preparing manuscripts for publication.
- Disseminating information, maps, data and publications to appropriate users.
- Maintaining a complete up-to-date technical library and map repository.
- Periodic visits or communication with scientific groups, professional organizations and the minerals industry.
- Preparing reports of the activities of this Bureau.
- Responding to numerous inquiries from the governmental and private sectors which require technical correspondence and personal consultation.
- Responding by correspondence and personal consultation to usually numerous requests from vacation, travel, industry and amateur "rock hounds" and mineral collectors for information on rock, mineral and fossil collecting in the State.
- Staying abreast of new developments in the areas of science and technology.
- Giving talks and lectures to planning and municipal groups, service organizations, and students on the state of physical resources and earth science in the State of Maine.

### **Goal VIII: Maine Mining Bureau**

The Mining Bureau has the responsibility for administering the orderly development of mining resources on lands within State jurisdiction. The policy for this administration comes from Title 10, Ch. 401, M.R.S.A. 1964, Sec. 2101.

#### **SITUATION:**

The State holds over 200,000 acres of public lands, and the littoral bottom to 3 miles, plus all lake bottoms. Operating through the law and procedures of the Mining Bureau, such of these lands as are amenable to mineral activity may be claimed by private prospectors for exploration and development. All environmental concerns are viewed by representatives of D.E.P. (as a Bureau member) to ensure proper control of such activities. Minerals are present on State land, and within compatible limits are being leased and exploited. Revenue from licenses and leases are used by the Bureau to administer the program.

#### **Objective #1:**

To investigate and inventory the State lands as a potential for mineral value which may be developed by mining operators, if such development is compatible with other values and the needs of the State.

#### **ACCOMPLISHMENTS:**

Over 3 million dollars has been spent investigating and prospecting on State land. Four mining operations are or have been established in the last 5 years, with many millions in value produced, giving employment, tax dollars and royalty to the State.

#### **PROPOSED ACTIVITIES:**

- To increase our knowledge of mineral deposits on State land, improve the revenue to the State for extraction of minerals and to improve the techniques for a safer, less environmentally harmful way of extraction.

### **Goal IX:**

To provide a proper and unbiased method which will allow such State-owned mineral resources to be claimed, explored, prospected and developed by responsible mining operations. Confidence of industry and the public is essential to such development.

**Objective #1:**

To continue a program of investigation and orderly development of mineral resources with the best interest of the State as primary.

**Goal X: Maine Mining Bureau**

To maintain a proper liaison with the industry in order to keep essential State agencies aware of activities in the minerals industry.

## DEPARTMENT OF ENVIRONMENTAL PROTECTION

### MAJOR POLICY:

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

### Goal I:

To protect all high quality waters and to improve the quality of those waters not presently meeting their legislatively adopted surface water quality standards through waste abatement, enforcement and licensing, and planning activities.

### SITUATION:

There still exists many untreated discharges of domestic and industrial wastes into Maine waterways. The usage of many waters is presently limited.

### Objective #1:

To ensure that all sources of wastewaters are treated to adequate levels as set forth in Maine statutes and in the Federal Water Pollution Control Act which will ensure that the water quality of Maine's waterways will equal or exceed their legal classification.

### ACCOMPLISHMENTS:

Significant point sources of pollution have been identified and most are licensed. Abatement plans for most point sources have been developed.

A firm working relationship has been developed with the United States Environmental Protection Agency.

A well trained cadre of personnel has been developed within the Bureau of Water Quality Control.

The municipal construction grant program has been refined and meshed with grant programs administered by U.S. Government Agencies.

There has been significant improvement of surface water wherever a wastewater treatment plant has been constructed.

Interim water quality planning has been completed for all major river basins and more detailed planning initiated.

Great Ponds water quality study program initiated.

High phosphorus detergents eliminated.

Log driving banned after 1976.

The discharge of mercury severely limited.

Tax exemptions provided for pollution control equipment.

Oil Conveyance Law implemented to enable Bureau to prevent and control all types of oil spills. Regional Oil offices established in Bangor and Portland.

#### *PROPOSED ACTIVITIES:*

- To provide sufficient funds to enable the Bureau of Water Quality Control to administer the water quality program satisfactorily.
- To continue to administer the municipal construction grant programs.
- To review the construction progress of all wastewater treatment plants.
- To develop equitable regulations for administering the various segments of the water quality program.
- To initiate studies that may lead to improved means of treating domestic sewage from single residences and/or small clusters of houses.
- To continue to develop a Great Ponds water quality program that will focus on retarding and preventing eutrophication.
- To develop a sufficient oil spill handling capability to enable the State to mitigate all types and sizes of oil spills.

- To continue to develop administrative procedures that will allow Maine to participate fully in all segments of the National Water Quality Program.

## **Goal II:**

To obtain the highest quality waters for maximum benefit of Maine citizens through planning, lake studies, oil handling monitoring, and water quality monitoring.

## **SITUATION:**

The Bureau has expanded its water quality planning program and has initiated an oil conveyance and Great Ponds Program. The Federal Water Pollution Control Act, Amendments of 1972 set a goal of waters suitable for contact recreation for the nation by 1983 and zero discharge of pollutants by 1985.

## **Objective #1:**

To plan for future water quality management of lakes, rivers and coastline.

## **ACCOMPLISHMENTS:**

A Great Ponds Program has been initiated.

Areawide Planning has been initiated for low water quality areas.

An Expanded River Basin Planning program has been developed.

An expanded effluent and water quality monitoring program was developed.

The Oil Conveyance Program has been expanded.

## **PROPOSED ACTIVITIES:**

- To upgrade, after study, the classifications of various waters.
- To revise the surface water classifications statutes for ease of public usage.
- To continue to develop detailed water quality plans both basinwide and areawide.
- To begin to implement those water quality plans now in existence.
- To greatly expand the effluent and water quality monitoring program.

**Goal III:**

To exercise the police power of the State in a coordinated state-wide program to control present and future sources of emission of air contaminants to the end that air polluting activities of every type shall be regulated in a manner that reasonably insures the continued health, safety and general welfare of all the citizens of the State; protects property values and protects plant and animal life.

**SITUATION:**

Prior to the existence of the State's Air Quality Program the Federal Government maintained only two air monitoring sites in Maine, one in Acadia National Park and one in the City of Portland. These were a part of the National Air Surveillance Network and were only operated approximately once every two weeks. However, the basic statute for the Bureau of Air Quality Control requires the adoption of air quality standards prior to the development of any other facet of the program. Development of air quality standards requires the knowledge of the existing air quality. Both enforcement of these standards and enforcement of the State law and the Federal law to prevent degradation of the existing air quality, where it is better than the standards, requires knowledge of the present condition of air quality.

**Objective #1:**

Quantify, with the best available methods and equipment existing, levels of air quality in the State for the purpose of identifying areas where the air quality is not meeting standards and where action is necessary or may be necessary to improve or maintain the air quality.

**Objective #2:**

Establish an air monitoring system in the State of Maine to collect, analyze and tabulate valid accurate data as air quality levels.

**ACCOMPLISHMENTS:**

Air monitoring networks have been established to meet the minimum requirements in the Federal Environmental Protection Agency Rules and Regulations. These networks are manned and operated with personnel from three regional offices which are located in Bangor, Portland and Augusta. Each network center is equipped with a lab and staffed with a chemist to perform analytical and calibration work with a minimum of sample handling.



The Bureau has purchased two mobile, self-propelled monitoring stations with on board power for obtaining data in remote locations or areas where it would not be feasible to locate more permanent stations.

The Bureau has on order a third mobile monitoring station for detecting pollution from mobile sources, principally automobiles.

*PROPOSED ACTIVITIES:*

- To expand monitoring networks in areas where there are large point sources of air pollutants or large concentrations of population.
- To expand the laboratory analytical capability of each laboratory to include analysis of particulate samples for sulfates and carcinogens.
- To expand the laboratory and staff capability to analyze fuel for compliance with the sulfur in fuel limitation.
- To design and use a computerized program to collect and statistically analyze air monitoring data to determine compliance with the air quality standards.

Objective #2:

To control by regulation and licensing the major air polluting activities, and to establish emission standards and regulations for major air polluting activities and determine the state of compliance for each and every such activity in the State of Maine.

SITUATION:

Prior to 38 MRSA Chapter 4, there was no comprehensive inventory of the quantity type of composition of air pollutants emitted into the ambient air in Maine. Nor was there any attempt to determine which pollutants and activities that, if regulated, would impact on air quality.

*ACCOMPLISHMENTS:*

Emission standards for particulate emitting activities and certain sulfur dioxide emitting activities have been developed and approved by the State Legislature and the Federal EPA.

A licensing program has been established whereby each major source of air contaminants must register its emissions, and compliance with existing regulations is determined.

*ACCOMPLISHMENTS:*

The following laws are presently being administered by the Bureau:

The Site Location of Development Statute, Minimum Lot Size, Mandatory Zoning and Subdivision Control, etc., Solid Waste Disposal Areas, Mining and the Rehabilitation of Land, Wetlands and Dredging and Filling Great Ponds.

*PROPOSED ACTIVITIES:*

- To require all commercial borrow pits to register with the Department of Environmental Protection and provide for the orderly rehabilitation of the area.
- To review the Land Related Laws for the purpose of reducing duplicate application procedures in minor impact situations.
- To investigate the need to evaluate economic and social criteria under the Site Location of Development statute, in conjunction with the Department of Commerce and Industry.
- To consolidate and codify as well as eliminate duplications of the land control laws administered by the Department.
- To provide the proper resources, financial and staff, to properly administer the land related programs administered by the Department, with emphasis on regionalization.
- To implement newly adopted rules and regulations for solid waste disposal areas.
- To study the use of various types of solid waste such as animal manure and sewage sludge in the rehabilitation of borrow pits.
- To develop an erosion control guidebook for applicants.
- To review existing programs and recommend changes.
- To adopt appropriate shoreland zoning ordinances for municipalities.
- To continue efforts to improve the efficiency of application forms and procedures.
- To revise clerical procedures to improve efficiency.
- To improve education and enforcement programs.
- To streamline application handling procedures.

A source surveillance program has been initiated using Bureau personnel. Each licensed source is inspected randomly once per year to ensure continuing compliance.

Obtain the ability to stack test certain air polluting sources to determine compliance.

An Open Burning Regulation has been adopted and efforts to ensure compliance with increments of progress are underway.

*PROPOSED ACTIVITIES:*

- To adopt air emission standards for odor, total reduced sulfur, hydrocarbons emissions and fugitive dust.
- To establish regulations consistent with the Federal EPA regulations concerning prevention of degradation of the air quality.
- To establish a computerized program for predicting air quality from new and proposed commercial industrial and other development activities that cause air quality degradation or emit pollutants that are covered by standards or regulations.

**Goal IV:**

To prevent degradation to Maine's land resources by setting standards for significant developments or proposed changes in the land character.

**Objective #1:**

Encourage a rational land use concept that will benefit present and future generations.

**SITUATION:**

Very few cities, towns and unorganized territories within the State have effective environmental control programs such as zoning ordinances, waste abatement facilities, and open burning regulations. Unrestricted development has resulted in varying degrees of environmental pollution.

**Objective #2:**

To administer, enforce, and where appropriate, provide technical assistance for a series of land use impact related statutes assigned to the Department by the Legislature and designed to prevent environmental harm and/or improve the present situation.

# INLAND FISHERIES AND GAME

## MAJOR POLICY:

TO INSURE THAT ALL SPECIES OF FISH, WILDLIFE, AND LIVING AQUATIC RESOURCES ARE PERPETUATED TO BE USED AND ENJOYED NOW AND FOR THE FORESEEABLE FUTURE; TO MAINTAIN THESE RESOURCES FOR THEIR INTRINSIC AND ECOLOGICAL VALUE AS WELL AS THEIR DIRECT BENEFITS TO MAN; TO PROVIDE AN ECONOMIC CONTRIBUTION FROM THESE RESOURCES IN THE BEST INTERESTS OF THE PEOPLE OF THE STATE OF MAINE; TO PROVIDE DIVERSIFIED RECREATIONAL USE OF THESE RESOURCES; AND TO PROVIDE SCIENTIFIC AND EDUCATIONAL USE OF THESE RESOURCES.

## Goal I:

Develop, coordinate and implement State inland fish, Atlantic salmon, and wildlife programs in order to provide for the maintenance of fish and wildlife population levels.

## SITUATION:

Maine's fish and wildlife resources include all fish and animal species, either resident or migratory, which are found in the State. These are held in trust by the State of Maine for the benefit of all the people, and it is the responsibility of the State, through the Department of Inland Fisheries and Game, to insure that these resources are perpetuated for use and enjoyment by Maine people now and in the foreseeable future (See MRSA of 1964, Title 12, Chapters 301 to 335, and related subject matters, as amended by the Public Laws).

## Objective #1:

Develop, coordinate, and maintain comprehensive long range inland fish, Atlantic salmon, and wildlife management plans, and departmental programs.

## ACCOMPLISHMENTS:

Programs carried out in the area of fish and wildlife management and research are currently under review. They are being reassessed as a part of the Department's long-range planning process, which will result in the establishment of goals, objectives, and programs to meet current and projected demand for appropriative and non-appropriative use of the major fish and wildlife resources.

The biological divisions are engaged in assessing the environmental impact of land use practices, as these have a direct influence on the kinds and amounts -- as well as the present and future distribution -- of the fish and wildlife resources of the State.

*PROPOSED ACTIVITIES:*

- Completion of long range species management plans, and the development and implementation of a five year departmental program.
- Coordination of departmental programs.
- Review of departmental programs to insure conformity with long range goals and objectives and program plans.
- Development and maintenance of a detailed land use data base.
- Development and maintenance of fish and wildlife use, abundance, and habitat data base.
- Development of a modeling and technical forecasting capability.

## Objective #2:

Implement the Department's inland fish, Atlantic salmon, and wildlife management and research programs.

*ACCOMPLISHMENTS:*

The Department employs, in various degrees, most of the time, proven methods of wildlife and fish management, ranging from regulation and law enforcement to research and management. More recently, the Department has become engaged in long-range planning, and has also taken new avenues of approach to fish and wildlife habitat protection through commitments to certain of Maine's new environmental laws and the agencies that administer them.

Cooperative Fisheries and Wildlife Research Units at the University of Maine at Orono are supported by departmental grants and by Department-sponsored fellowships for specific areas of research or investigation determined by the Department of Inland Fisheries and Game.

The Department employs 140 field wardens who enforce the fish and wildlife laws, boating laws, snowmobile laws, litter laws, and certain environmental laws.

*PROPOSED ACTIVITIES:*

- Continue cooperative programs with other State and Federal agencies and the private interest.
- Continue data collection and analysis on a management unit basis.

- Edit, produce, and publish MAINE FISH AND GAME Magazine and other informational and educational materials for the public.
- Hold public hearings, and formulate, advertise and arrange printing and distribution of hunting and trapping, ice fishing, open water fishing, and migratory bird hunting regulations.
- Continue to manage selected fish and wildlife species on a management unit basis.
- Continue habitat development work on private and public lands.
- Implement and continue surveys, inventories, and other investigations in accordance with the Department's overall fish and wildlife research and management plans.
- Continue to supplement the supply of fish and birds by the release of fish and birds raised in State hatcheries and at the State Game Farm in accordance with the Department's fish and wildlife programs.
- Improve the enforcement of inland fish, Atlantic salmon and wildlife regulations, as well as environmental laws and regulations that relate to the protection of fish and wildlife habitat.
- Continue to purchase lands, water rights, dams, rights-of-way, easements, or any other rights in land necessary to support departmental programs.
- Continue to utilize the most up-to-date informational techniques to support departmental programs.
- Continue to restore Atlantic salmon to the most suitable rivers of the State that have historically supported salmon.
- Issue and maintain controls on all licenses and permits issued, and continue servicing the approximately 1,200 resident and nonresident license agents.

## Goal II:

Insure that all State, Federal, and private programs adequately provide for the maintenance and use of inland fish and wildlife resources.

## SITUATION:

The quality and quantity of Maine's inland fish, Atlantic salmon, and wildlife resources are frequently affected by the activities of both private concerns and governmental agencies.

Adequate coordination between State and Federal agencies concerned with land use planning and/or control is needed to minimize the effects of activities with an adverse impact on fish and wildlife resources.

To date, comprehensive land use planning and control undertaken by the State has not adequately defined a land use framework for the State that provides for the perpetuation of fish and wildlife resources.

#### Objective #1

Encourage and support State comprehensive land use planning and control programs which define the State's future development potential and development objectives, in accordance with the compatible uses of the State's natural resources.

#### *ACCOMPLISHMENTS:*

The investigatory, planning, advisory, and/or law enforcement activities that we have developed in cooperation with the State Planning Office, the Department of Environmental Protection, the Land Use Regulation Commission, the Pesticides Control Board, the Department of Transportation, and other agencies are resulting in efforts which will protect valuable fish and wildlife habitat. This will assure that the needs of the Department of Inland Fisheries and Game are adequately voiced in future State planning, and that they will be appropriately integrated with the needs and goals for other uses of Maine's land and waters.

The law enforcement and biological divisions of this Department have actively supported land use control programs by investigation of proposed alterations in the field (site location, great ponds, mining application, etc.). An estimated 1,000 man-days annually are committed to this activity by the biological divisions. In addition, approximately 1,500 (35%) of the 4,342 prosecutions processed by the law enforcement division were for violations of other than fish and wildlife regulations.

#### *PROPOSED ACTIVITIES:*

- Continue to provide technical support to land use planning and control programs.
- Encourage and support legislation which provides for the maintenance and compatible uses of fish and wildlife habitat.

#### Objective #2:

Encourage and support the collection of natural resource inventories, including fish and wildlife habitat, abundance, and use information, to support land use planning and control functions within the State.

*ACCOMPLISHMENTS:*

Departmental long-range planning efforts have evaluated land and water use conditions within management units and established a fish and wildlife abundance, use, and habitat data base. This will support the development of a land and water use framework which adequately provides for the maintenance of fish and wildlife resources.

*PROPOSED ACTIVITIES:*

- Encourage the State Planning Office to propose, finance, and implement a State land and water use inventory.
- Collect and catalogue data relating to the effects of development on the quantity and quality of fish and wildlife habitat.
- Continue to up-date and refine the fish and wildlife abundance, use and habitat data base.

## Objective #3:

Review State and Federal legislative and agency program proposals and provide technical impact assessments concerning their potential effects on inland fish, Atlantic salmon, and wildlife resources and management programs in Maine.

*ACCOMPLISHMENTS:*

Increased emphasis has been placed on assessing the potential effect of proposed Federal and State legislation and agency programs on fish and wildlife resources, and the development of departmental position statements. The latter includes forest practices, rural assistance programs, land use, alterations to great ponds, alterations to streams, North Atlantic Region Water Resources Plan, Over the Horizon Radar, P.L. 566, and public lands.

*PROPOSED ACTIVITIES:*

- Continue to review both Federal and State legislative and agency program proposals; assess their effects on fish and wildlife resources; and develop and present appropriate departmental position statements.

## Goal III:

Provide for the wisest and fullest use of Maine's resources for recreation, and preserve the quality of the outdoor environment, in order to satisfy the needs of the residents of Maine as well as seasonal visitors and short-term vacationers.



## SITUATION:

Maine's land and water resources, including fish and wildlife, provide the basis for an important recreational industry, and greatly benefit the citizens of the State. Wildlife resources are intentionally utilized by a large percentage of both Maine residents and the thousands of visitors who annually visit Maine. The frequent, but unplanned, contact with the State's wildlife resources also greatly adds to the enjoyment received from the resource.

The hunting and trapping of game and/or furbearing animals constitutes a major use of the State's wildlife resources. Over the last eight years, hunting license sales have ranged from 183,870 to 220,979. This included resident license sales ranging from 151,916 to 169,174, and nonresident license sales ranging from 31,954 to 43,606. The annual sale of trapping licenses during the period from 1971 to 1973 ranged from 1,649 to 2,529. Increased demand for wild furs, primarily long-haired species, in recent years has revitalized interest in trapping.

Studies by the Department of Inland Fisheries and Game estimate that approximately 5,000,000 man-days were expended hunting various game species during the 1971-72 and 1972-73 hunting seasons.

The precise amount of non-appropriative use which is made of Maine's wildlife resources, both deliberate and incidental, is not known. Preliminary work by the Department indicates that a minimum of 5,500,000 man-days are expended annually by Maine residents making such non-appropriative uses of the resources as bird watching, photography, and nature walks.

The overall value of Maine's wildlife resources is impossible to assess at this time. In addition to aesthetic benefits derived from the use of the wildlife resource, the major game species are estimated to generate \$31,000,000 annually in economic benefits.

Fresh water sport fishing is reportedly the preferred outdoor activity of approximately one-third of the nation's population. Therefore, Maine's inland fishery resources are very important to her outdoor recreation industry. Because of the extent and variety of waters in the State's unorganized areas, their associated fishery resources provide many opportunities for sport fishing in Maine.

In 1973, over 250,000 fishing licenses were purchased by Maine sportsmen. Residents accounted for over 155,000 (62%) of licenses sold, while nonresidents bought nearly 95,000 (38%). According to a 1965 survey of Maine sportsmen, fishermen spend an average of eight days on Maine waters, dividing their time about equally between lakes and streams. Because license sales have remained relatively constant since 1965, it can be estimated that anglers currently expend over 2,000,000 man-days annually on Maine waters. This estimate is probably conservative, and the actual number of man-days expended by Maine fishermen likely approaches 2.6 million.

The revenue generated in this outdoor recreation industry extends far beyond the license fees received by the Department of Inland Fisheries and Game. Angler expenditures for goods and services related to the pursuit of their sport must also be considered. These include fishing equipment, boats, boat trailers, camping gear, food, lodging, transportation (by automobile or aircraft), bait, and guides. In 1972, nearly 75 sporting camps were registered in the unorganized areas. Most depend to a great degree upon fishermen.

#### Objective #1:

Increased coordination between various public and private interests concerned with recreational activities.

#### ACCOMPLISHMENTS:

The Department of Inland Fisheries and Game has planned and coordinated the acquisition of specific sites for both recreational and wildlife management purposes, and has cooperated with the Bureau of Parks and Recreation in the development of a permissible use policy for State-owned park lands.

The Department is a member of the North Maine Woods cooperative group, an association bringing together private timber interests (with extensive land holdings in the State's unorganized portions) and State agencies (with a vested interest in the management of the resources of the area). The purposes of this group are to define problems associated with the use of this land and attempt to find solutions which will be satisfactory to both public and private interests.

The Department acts as a review agency and supplies data for Resource Conservation and Development Projects (RC&D) sponsored by the U.S. Department of Agriculture and has been actively engaged in at least one such program; the Northwest River Water Control Project.

#### PROPOSED ACTIVITIES:

- Continue to coordinate acquisition plans and recreational use policies with public and private organizations.

#### Objective #2:

Provide an opportunity to utilize Maine's fish and wildlife resources consistent with existing levels of supply and demand.

*ACCOMPLISHMENTS:*

The Department has established fish and game regulations which provide for a diversity of opportunities to utilize Maine's fish and wildlife resources consistent with biologically allowable use levels. In addition, approximately 24,000 acres of fish and/or wildlife habitat, acquired over the years, provide areas where the public can make use of fish and wildlife resources.

A \$4 million acquisition bond was approved by the voters in 1974 for the purpose of acquiring fish and wildlife habitat. The lands purchased with this money will help insure that the public has the opportunity to utilize Maine's fish and wildlife resources in the future.

A long-range fish and wildlife habitat acquisition plan has been developed by the Department which provides for the acquisition of a diversity of habitat types consistent with fish and wildlife needs, as well as anticipated levels of demand.

*PROPOSED ACTIVITIES:*

- Continue to establish inland fish and wildlife regulations which provide for a diversity of opportunities to utilize Maine's fish and wildlife resources consistent with biologically allowable use levels.
- Continue to acquire rights to fish and wildlife habitat for public use.

## Objective #3:

Make all recreational activities as safe as possible for all participants.

*ACCOMPLISHMENTS:*

The Department of Inland Fisheries and Game enforces hunting, snowmobiling, boating regulations and investigates all reported accidents associated with these activities.

The Department of Inland Fisheries and Game supports legislation which makes hunting, snowmobiling, and boating safer for all concerned. The Department annually conducts hunting, snowmobiling, and boating safety programs, and maintains a trained search and rescue team within the law enforcement branch. In addition, warden aircraft are frequently utilized in rescue operations.

*PROPOSED ACTIVITIES:*

- Continue to conduct annual hunting, snowmobiling, and boating safety programs.

- Continue to enforce hunting, snowmobiling, and boating regulations.
- Continue to support legislation which makes hunting, snowmobiling and boating safer for all concerned.

## MARINE RESOURCES

### MAJOR POLICY:

TO PROTECT AND ENHANCE MAINE'S LIVING MARINE RESOURCES SO THAT CONSERVATION MANAGEMENT PROGRAMS WILL PRODUCE THE GREATEST BENEFITS FOR THE PEOPLE OF MAINE.

### Goal I:

Maintain the living marine and anadromous resource stocks at optimum levels of abundance.

### SITUATION:

The habitat of many of the important marine species is in the lower estuaries or under estuarine influence. The results of man's activities funnels down from the upper as well as the lower estuary to degrade seriously the marine habitat.

The recent experience with shellfish paralytic poison could be interpreted as a manifestation of gross eutrophication of the sea encroaching from a seaward direction, but may be a result of land wash in offshore areas producing massive blooms of the dinoflagellate which in turn are picked up and transported by currents moving shoreward.

The bacterial blood disease of lobsters, Red Tail, could also be of epizootic proportions and may be an important factor in maintaining these stocks.

The results of studies relative to serious oil spills along the coast also indicate serious and profound degradation of the marine habitat from that source. Pesticide, heavy metal, and radionuclide contamination represent other facets of our technology which place the marine habitat in serious jeopardy.

Inshore habitat degradation is most manifest in the increase of shellfish harvesting restrictions from 25,000 to over 70,000 acres of prime shellfish producing area since World War II, due to bacterial pollution alone. The stocks of many of our most valuable species including the lobster and the far ranging pelagic species are also in jeopardy because of adverse environmental changes, overfishing, inadequate government support and other unidentified causes. This has had an adverse effect on the production of wealth and employment.

### Objective #1:

Carry out programs to enforce the Department of Marine Resources' laws, rules and regulations and support the Department in carrying out its functional obligations.

#### *ACCOMPLISHMENTS:*

The warden service has carried out the responsibility in the enforcement of Marine Resources' laws and Department regulations as well as the special laws such as wet-land control, litter and dumping laws.

The warden force consists of 37 supervisory and patrol wardens. The geographical area the service is required to cover is broad, ranging from remote inland areas of Maine to the international federal and interstate contiguous zones. Yet the equipment and manpower to carry out its mission is minimal.

The service has a Cessna 180 airplane equipped with floats. It also utilized two large patrol boats, one of 63 and another of 42 foot size. In addition there is a fleet of small boats ranging in size from 14 feet to four new 21 foot inboards. The latter provides more flexible inshore patrol coverage with fewer boats. The forty-four, four-frequency mobile radios acquired to take full advantage of the previously existing State Police communications network are now obsolete as a result of the newly-instituted State Police communications system.

The service assists other law enforcement agencies with manpower, plane and boat transportation when requested.

In addition to law enforcement, the service provides a wide range of services. It is often called upon to provide air-sea rescue support to the Coast Guard. It provides strong support to department divisional programs as well as to those of other State and Federal agencies. Of particular significance is the utilization of the warden's intimate knowledge of the fisheries in the application of management and information programs. Equally important is the assistance provided in environmental impact assessment of coastal developments and the inspection service provided to cottagers along the coast.

The wardens have participated in training programs which have improved the Service's professional capabilities.

#### *PROPOSED ACTIVITIES:*

- Encourage improved professional training for the warden service.
- Continue to improve the integration of the warden service with other department activities.
- Continue to improve the service's transportation.
- Provide radio communication equipment capable of using the State Police network effectively.
- Continue to support other law enforcement agencies and provide better service to the industry and public.

## Objective #2:

Develop, coordinate and maintain long-range comprehensive renewable marine resource management plans.

### *ACCOMPLISHMENTS:*

The Department has undertaken a long-range comprehensive Fish, Wildlife, and Marine Resources Planning Project with the Department of Inland Fisheries and Game. The two departments have coordinated their planning efforts with other state planning groups and are producing a marine resource distribution atlas in cooperation with the State Planning Office. The two departments have developed a computerized natural resource inventory system, MIDAS, which was transferred to the State Planning Office for administration as a State system.

### *PROPOSED ACTIVITIES:*

- Continue the comprehensive long-range planning effort on a species-by-species basis.
- Maintain the Department's computerized files for planning and administrative use.
- Continue to incorporate the Department's inventory projects in support of species planning.
- Incorporate the Department's cooperative National Marine Fisheries Statistical Program data in the MIDAS System according to towns.

## Objective #3:

Conduct a research, management, inventory, and environmental monitoring program for the maintenance of renewable marine resources and anadromous fish.

### *ACCOMPLISHMENTS:*

The Department has a broad research and species-inventory program. It has pioneered the use of environmental indicators for prediction of abundance. Climatic influences on the abundance of several important marine species have been determined. Water temperature, salinity and meteorological data collected at the Boothbay Harbor Research Station has been used for this purpose.

Programs on the population dynamics (life history, growth rates and natural mortality) are ongoing for most of the priority species.

The Department has developed and conducted comprehensive monitoring programs in the marine area.

*PROPOSED ACTIVITIES:*

- Continue and expand biological programs which define and predict distribution and abundance of marine and anadromous species.
- Continue Lobster Red Tail Disease Survey.
- Continue biochemical identification of lobster and herring stocks.
- Continue biological studies of the edible crabs.
- Continue sampling of the sea scallop population and catch.
- Continue work on the relationship of abundance and distribution of green crabs with temperature fluctuations along the Maine Coast.
- Continue work on Benthos Communities of the Sheepscot River.
- Continue work on ecological effects of hydraulic dredging.
- Continue work on biological and environmental effects of oil spills in Casco Bay Area.
- Continue monitoring of the 1963 Northern Gulf oil spill.
- Continue work on the acute toxicity of spilled oil in shellfish growing areas (Searsport).
- Maintain environmental physiology of near shore invertebrates subjected to oil spills.
- Expand species inventory to include all priority species.
- Continue the anadromous and the Atlantic Salmon Commission habitat restoration programs.
- Continue and expand basic bio-ecological research pertinent to the determination of the carrying capacity of the habitat under optimal conditions (population dynamics).
- Review and evaluate all marine resources regulations in relation to their base in fact, and ability to maintain the Department's conservation objectives.

**Goal II:**

Insure that all State, Federal and private programs provide adequate maintenance and use of the living renewable marine resources.



## SITUATION:

The accelerated development in the coastal area has placed the marine habitats in jeopardy and required the Department to shift priorities from active management to resource protection. The Department of Marine Resources, in carrying out this responsibility, is directed by law to cooperate with specific Federal and State agencies in determining the environmental impacts of projects affecting the marine resources.

### Objective #1:

Encourage and support State and Federal comprehensive land-and-water-use planning and control programs which define the State's future development potential and development objectives in accordance with compatible use of the living marine resources.

### ACCOMPLISHMENTS:

The Department of Marine Resources is represented on the various land and related water use planning group and regulatory committees and has provided baseline information to planning groups at all levels of government including town planning boards, Regional Planning Commissions, and State planning groups as well as Federal, regional and national planning groups. Some of the national and regional planning efforts the Department has participated in are: The North Atlantic Regional Plan (U.S. Corps of Engineers), New England River Basin regional plans and the Atlantic States Marine Fisheries Commission Plans, and the National Fisheries Plan.

### PROPOSED ACTIVITIES:

- Continue the close cooperation with planning groups at all levels.

### Objective #2:

Encourage and support the collection of natural resource inventories to include marine resources habitat abundance and use information in support of land and water use planning and control functions within the State.

### ACCOMPLISHMENTS:

The Department has cooperated closely with the State Planning Office, a senior staff member providing liaison and assisting in the marine resource inventory for the coastal zone management projects.

It is also conducting cooperative inventory projects with the Department of Environmental Protection in a point source ocean sewage outfall identification and evaluation project.

The Department provided marine resources parameters to the National Aeronautic and Space Administration for possible remote sensing by the Earth Resources Technical Satellite Sky Lab and U-2 high altitude overflights as well as participated in "ground truth" evaluations.

*PROPOSED ACTIVITIES:*

- Support SPO in comprehensive land and water use Statewide inventories.
- Continue the close cooperation with SPO.
- Continue cooperative inventory projects with DEP and SPO.
- Continue to encourage the application of remote sensing for marine resources and ecological parameters.

Objective #3:

Review State, Federal and private projects which may alter marine habitats and provide environmental impact assessment related to renewable marine resources, diadromous fish resources and management programs.

*ACCOMPLISHMENTS:*

The Regional Biologists, members of the warden service and other staff members appraised, evaluated and made recommendations regarding projects in the marine and estuarine areas under the jurisdiction of other State and Federal agencies. The department has also prepared and presented testimony at major industrial development hearings. Some of these are: Pittston and Gibbs Oil refinery proposals, and the Maine Yankee Nuclear Power Plant. In addition to the major industrial development impact, the department has routinely appraised projects under the Wetlands Control Act, Site Selection, sub-division laws, Pesticide Control, Department of Transportation, U.S. Corps of Engineers dredging projects and other Federal projects under the A-95 review procedure.

*PROPOSED ACTIVITIES:*

- Provide additional field staff to the regional biologists for environmental assessment.
- Continue the review of all projects affecting the marine area.

**Goal III:**

Provide for the wise and optimal use of the marine and diadromous fish resources both for commercial and non-commercial use.

**SITUATION:**

The Department has the responsibility of carrying out programs related to the development and utilization of marine and diadromous resources.

In spite of a decrease in supply of important stocks, the industry has been able to take advantage of greater demand of certain species for an increased value and employment opportunity. Market value of commercial fishery products for 1973 is about \$209,000,000. The species of lesser unit value account for the preponderance of the harvest poundage decrease. While overall harvest poundage has decreased 48% since 1963; value has increased 63%. Dramatic increases in production have occurred for the following species: shrimp 556%; scallop 456%; and clams 200%, while decreases have occurred in lobster 30% and marine worm 9% (high unit value species) and redfish 32%; herring 70%; and whiting 7%.

With the increase of desirable sport fish, namely, the blue fish, and striped bass, a vigorous expanding sports fishery has developed for these species. There is also an increasing sports fishery for clams and the traditional pelagic and groundfish - blue fin tuna, mackerel, cunner, cod, pollock and flounder. In spite of the considerable progress the Department has made in defining marine and diadromous stocks and quality habitat, there remains the overriding problem of convincing the public and the fishing industry the value of management with respect to the maintenance of these most important public resources so that a sustainable best use can be attained.

**Objective #1:**

Provide for improved commercial and non-commercial use of marine and diadromous fish.

**ACCOMPLISHMENTS:**

The Department of Marine Resources has begun moving toward more intensive management for those species whose supply can be expressed in sustainable yield and/or be increased by habitat manipulation.

The application of management principles in the clam fishery of western Maine demonstrated an increase of harvest yield up to 60% over the unmanaged fishery.

Management recommendations have been made for the northern shrimp, the sea scallop and American lobster, diadromous fish and clam. Industry acceptance and implementation of recommendations has just begun.

The anadromous fish program relative to alewives has resulted in the installation of eight fishways which make available an additional 5,600 acres of prime habitat estimated to have a potential of doubling the yield - a potential increase in landings of 2.2 million pounds.

The potential of non-commercial use of smelts and striped bass has been determined and management recommendations made.

#### *PROPOSED ACTIVITIES:*

- Initiate intensive clam management on a multi-town management unit basis.
- Continue the development of refined management proposals for priority species in a form for legislative and Department Regulatory Action.
- Continue the fishway construction or dam removal program for alewives and other anadromous fish.
- Initiate comprehensive economic analysis as a basis for marketing program and non-commercial use development.

#### *Objective #2:*

Conduct technological research, development and service programs.

#### *ACCOMPLISHMENTS:*

The Department has carried out a wide range of programs designed to expand the use of commercial fishery products. It has designed and developed the methods for the first commercially-controlled clam depuration plant in the United States using ultraviolet light treatment of polluted water; Designed an artificial seawater lobster storage system for use in remote inland market areas; Developed hydraulic dredges for shellfish harvesting; Evaluated and applied saving gear for lobster, shrimp, scallop fisheries. The Department has also provided managerial and technical assistance to the lobster industry in storage and distribution problems and has provided engineering guidance to the State Fisheries Cooperatives.

*PROPOSED ACTIVITIES:*

- Continue programs on the development of selective harvesting gear.
- Continue projects in the evaluation of fishing gear.
- Provide technical and managerial service to the industry.
- Apply depuration and other salvage methods to the shellfish resources.
- Initiate a program of developing mechanical aids to the fisheries industry in the handling of the catch.
- Continue to provide engineering assistance to Fisheries Coop's and other fishery establishments.

## Objective #3:

Conduct fisheries quality control programs.

*ACCOMPLISHMENTS:*

The Department has conducted a comprehensive shellfish sanitation program from the fishing ground to the consumer to insure the wholesomeness of the product. It has evaluated and improved the handling of fish in the trawler fishery, and has initiated a broad fisheries inspection program.

*PROPOSED ACTIVITIES:*

- Continue the shellfish sanitation program under standards of the National Shellfish Certification Program.
- Expand the fisheries inspection and quality control program to all priority species.

## Objective #4:

Conduct promotional and marketing programs to sell greater quantities and varieties of seafoods for the benefit of the commercial fishing industry and the consuming public.

*ACCOMPLISHMENTS:*

The Department has conducted a comprehensive promotion and marketing program from the fishermen and industry to the consumer when adequate supplies of quality products are available.

It has analyzed and evaluated the availability of product, marketing problems and interests and needs of the consumer.

The Department has been instrumental in opening the European and Japanese markets for Maine shrimp and a variety of underutilized species including mussels, bluefin tuna, dogfish, elvers, sea urchins and others. Its commercial fisheries export development program has compiled marketing leads from northern Europe, the Mediterranean area and Japan. Sample products have been displayed in European Food Fairs and as part of a floating trade show aboard the Maine Maritime Academy training ship, the State of Maine. Exhibits and food demonstrations were also displayed and prepared for consumption at several important hotel and restaurant shows in the United States. The Department has produced two motion pictures which have received national acclaim. They are HARVESTERS OF THE SEA and TWO FACES OF THE SEA.

A great variety of brochures, recipe booklets and other market promotional material was distributed.

#### *PROPOSED ACTIVITIES:*

- Continue and expand promotion and marketing programs.
- Develop marketing programs for unexploited species when adequate determination of supply is made.
- Continue the commercial fisheries export development program.
- Continue the integration of marketing programs with the Department's Fisheries Extension Service.
- Continue to develop promotional and marketing tools such as audio-visual programs, exhibits and displays, promotional and point-of-sale materials, and media publicity.

#### *Objective #5:*

Conduct marine and anadromous resource communication programs related to technological development, marketing, general and vocational education.

#### *ACCOMPLISHMENTS:*

The Department has established a fisheries extension service which has effected demonstration and information programs applying the results of research and development to the fishing industry.

Individual extension agents have worked closely with the fishing industry in the application of more efficient gear and mechanical aids as well as in the identification of stocks of unexploited species.

Fisheries education units of commercial species of fish and shellfish, were developed in the 1950's -- primarily for secondary school use in Coastal Maine. These species leaflets have been successfully used as text and teacher aids material in many classes in academic and vocational educational courses. Each publication covers biological, economic and ecological aspects of Maine species, important to the commercial industry. Severe limitations on personnel, time and money for publications, have limited recent use of these important educational materials.

The Department has participated in a model fisheries vocational education program sponsored by the Department of Education at the Stonington - Deer Isle Regional High School. It has sponsored a volunteer work study program with Bates College as well as employed individuals under a work study program of Northeastern University, Bowdoin and Antioch Colleges.

It has also participated in vocational education programs at SMVTI and conducted a marine biology course at Boothbay Region High School.

#### *PROPOSED ACTIVITIES:*

- Design and implement information programs emphasizing the value of management in support of species management objectives.
- Expand the participation of cooperative vocational education programs as soon as they are instituted in State Regional Vocational High Schools.
- Continue the Extension Service information and technological application programs.
- Expand the integration of general multi-media information programs with marketing, technological development and fisheries management programs.
- Re-establish an aggressive program of services to Maine Coastal schools in making commercial Maine species educational units available, along with fulfilling a need for reference material on local environments.

#### Objective #6:

Conduct research and development programs and encourage the application of aquaculture in Maine.

*ACCOMPLISHMENTS:*

The Department has developed an administrative procedure for the granting of permits and leases under the authority of laws passed by the 106th Legislature and has granted three permits with leasehold agreements in process.

The Department has extensive experience in the culture of marine organisms. A lobster culture program was sustained from 1937-1948 during which fundamental information on the cultural potential of that animal was gathered. A laboratory culture project for quahogs was conducted in 1951 and 1952. In cooperation with the federal fisheries scientists, the Department was instrumental in establishing the European Oyster in Maine waters in 1949. The Department has conducted a co-operative oyster culture project with the Town of Brunswick, along with projects in Newcastle, Kittery and Eliot. Projects on the culture of marine worms and shellfish in the thermal effluents from electric generating plants at Wiscasset and Cousins Island, Yarmouth have been carried out.

It is also participating with the University of Maine Sea Grant Program at the Darling Center, Walpole in the application of aquaculture in Coastal Areas.

*PROPOSED ACTIVITIES:*

- Continue project on the use of thermal effluent.
- Continue work on marine worm culture.
- Continue the cooperation with the University of Maine Sea Grant and the State Planning Office in the identification of aquaculture sites and the provision of technical assistance of aquaculturalists.









# BUSINESS REGULATION

## MAJOR POLICY:

TO PROTECT THE GENERAL PUBLIC AND THE INTERESTS OF DEPOSITORS AND/OR INVESTORS AFFECTED BY BANKING, INSURANCE, REAL ESTATE, LAND CONDEMNATION, AND BOXING IN THE STATE. TO EXERCISE THE STATE'S REGULATORY CONTROL OVER INSURANCE AND FINANCIAL INSTITUTIONS, RESTRAIN UNFAIR OR FRAUDULENT BUSINESS PRACTICES IN BANKING, CONSUMER CREDIT, INSURANCE AND REAL ESTATE, TO PROVIDE IMPARTIAL HEARINGS AND AWARD JUST COMPENSATION IN CASES INVOLVING EMINENT DOMAIN, AND TO REGULATE COMMERCIAL SPORTS IN THE PUBLIC INTEREST.

## Goal I:

To provide regulatory controls and supervision of the business of all financial institutions by the Bureau of Banks and Banking in a manner to assure reasonable and orderly competition, thereby encouraging development and expansion of financial services advantageous to the public welfare; to maintain close cooperation with other supervisory authorities; and to assure the strength, stability and efficiency of all financial institutions.

## ACCOMPLISHMENTS:

The Banking Bureau has completed a study together with the Governor's Banking Study Advisory Committee, dealing with changes and modifications in the functions of the Bureau and a recodification of the State's Banking Statutes. The Bureau, as well as the Committee, is working closely with the legal advisors and has prepared a recodification of the Banking Laws.

## Objective #1:

To improve departmental functions to meet the needs of a rapidly changing banking community.

## PROPOSED ACTIVITIES:

- Submission of a bill to the next session of the legislature to recodify the State's Banking Statutes.
- Development, in cooperation with the federal bank supervisory agencies, of joint examination procedures.



- Development of research staff to better meet inquiries for information, and to engage in Maine-oriented banking studies.
- Acceleration of the department's training program for examiners and professional personnel.

## **Goal II:**

To protect investors and the general public against fraudulent and deceptive practices in securities transactions within the State.

### **SITUATION:**

The Securities Division of the Bureau of Banks and Banking administers the Maine Securities Act which requires a satisfactory disclosure of information regarding securities sold to investors so that they may adequately judge the merits of investments. During the past fiscal year a total of 938 applications to register securities were processed, and a total of 1,947 dealer and agent registrations were processed.

### **Objective #1:**

Long-run expansion of the Division so that there can be more effective policing in the area of securities and improved dissemination of information enabling Maine investors to make informed and intelligent decisions regarding prospective investments.

### **PROPOSED ACTIVITIES:**

- Addition of a full-time complaints examiner and an assistant securities examiner to the staff in an effort to expand the ability to respond to complaints about security transactions and dealer practices.
- Assumption of a more positive and aggressive role in informing Maine residents of new developments and investment transactions that involve considerable risk.

### **Objective #2:**

Examination and up-dating of Maine's "Blue Sky Laws" to account for changes in the industry, or adoption of the Uniform Securities Act.

**Goal III:**

To promulgate all rules and regulations through licensing of promoters, officials and boxers in professional boxing contests and exhibitions, and licensing of all officials for amateur contests.

**Objective #1:**

To improve the safe pursuit of boxing as a sport.

*ACCOMPLISHMENTS:*

In 1974, the Special Session of the Legislature amended the Statutes to require the Boxing Commission to hold public hearings prior to the adoption of all rules and regulations pertaining to boxing. In June 1974, a public hearing was held on proposed changes to the rules and regulations. The major proposed change requires all promoters to provide medical and life insurance on both amateur and professional boxers.

*PROPOSED ACTIVITIES:*

- Actively promote amateur boxing in an effort to generate more professional boxing activity.
- Expansion of the Commission's functions to include the regulation of all professional sports.
- Submission to the next regular session of the Legislature a bill providing for the regulation of wrestling, as is currently being done in other states.

**Goal IV:**

To establish and maintain an equitable balance between the rights and interests of both creditors and debtors in Maine's consumer credit market.

**SITUATION:**

Within the Department of Business Regulation there were several divisions serving a consumer protection role, and the consumer seeking advice had difficulty in locating the appropriate division. Legislation was passed during 1974 providing for the establishment of an independent Bureau of Consumer Protection within the Department of Business Regulation.

Since that time, all personnel in the Division of Personal and Consumer Finance have been consolidated into the Bureau of Consumer Protection, and the necessary statutory amendments are being prepared to shift administrative authority.

Perhaps the greatest problem in the area of consumer credit is the consumer's ignorance of the various safeguards established by state and federal statutes to insure a reasonable balance between creditor and debtor in the marketplace.

#### Objective #1:

To dispel the aura of confusion and misinformation which is characteristic of many consumer credit transactions.

#### *PROPOSED ACTIVITIES:*

- Promotion of the use of standardized forms and procedures by Maine's credit grantors in an effort to adequately inform the consumer as to actual costs incurred in a particular transaction.
- Securing available federal and private grants to fund necessary research projects and educational programs.
- Conducting a broad range of educational programs including informative seminars for the elderly and secondary school classes.
- Extensive use of the media to inform Maine consumers of the provisions of the Maine Consumer Credit Code.

#### Objective #2:

Protection of Maine's citizens from unfair and deceptive practices in the area of consumer credit.

#### *PROPOSED ACTIVITIES:*

- Establishment, during 1975, of a Consumer Petition Examination Division to handle consumer reports of possible violations of the Consumer Credit Code and to initiate investigations where deemed necessary.
- Establishment, during 1975, of a Consumer Information Division to promote consumer awareness of the provisions of the Code and the remedies available to the consumer thereunder.



### Objective #3:

To promote competitive interest rates in the consumer credit market.

### Goal V:

To regulate all insurance companies operating under a certificate of authority in the State through examination of financial condition and review of business practice so as to protect the general public and policy holders. To license insurance agents, brokers, and adjusters so as to facilitate public supervision of their insurance activities in the public interest.

### SITUATION:

During 1974, the Examination Division conducted 9 domestic insurance company examinations and 1 examination for the Associated Hospital Service of Maine. In addition, several proposed mergers, acquisitions, consolidations and bulk reinsurance agreements were reviewed from a financial viewpoint. The Licensing Division processed a total of over 1,000 new agents licenses, 14 new insurance company licenses, and approximately 7,600 renewals during fiscal year 1974. The Consumer Services Division, which processes consumer complaints, handled approximately 1,000 cases.

### Objective #1:

To improve regulatory control of the insurance industry.

### *PROPOSED ACTIVITIES:*

- Employment of an actuary.
- Issuing of regulations governing the advertising of mass merchandising programs.
- Issuing of regulations further clarifying the credit life provisions of Title 24-A or remedial legislation dealing with abuses.

### Objective #2:

To improve the information available to licensees and the general public in an effort to reduce the number of consumer complaints and inquiries.

*ACCOMPLISHMENTS:*

In 1974, the Insurance Bureau published a pamphlet, Life Insurance and You, for consumers. A similar pamphlet is currently being prepared on automobile insurance.

*PROPOSED ACTIVITIES:*

- The Insurance Bureau, through the Department of Business Regulation, is attempting to prepare a course for the secondary school level on insurance and other financial services.

**Goal VI:**

To increase licensing efficiency within the Department of Business Regulation.

**SITUATION:**

At present there are separate licensing operations within the bureaus of the Department. Due to the increased demand for licensing, particularly in Real Estate and in the Division of Personal and Consumer Finance, licensing and license renewal has become difficult to maintain.

**Objective #1:**

Automation of all licensing within the Department of Business Regulation.

*PROPOSED ACTIVITIES:*

- To support proposed legislation to consolidate all state licensing within a single computerized Licensing Bureau.

**Goal VII:**

To regulate the real estate profession through qualifying applicants for licensing as brokers or salesmen, investigation of complaints, and examination of brokerage offices, so as to protect the public from incompetent or unscrupulous conduct by licensees.

**SITUATION:**

During the past few years there has been an expanded interest in Maine real estate and a rapid increase in the number of applications and the number of licenses being issued.

**Objective #1:**

Improvement of training procedures of prospective brokers or salesmen.

**ACCOMPLISHMENTS:**

In 1973, legislation was passed assigning responsibility for approval and regulation of real estate schools to the Commission. Since that time, rules have been promulgated covering approval and regulation of real estate schools, and to date, 14 such schools have been approved. The University of Maine and the Commission have implemented an expanded educational program for brokers and salesmen, providing degree credits in real estate law, practice and appraisal leading to an associate degree. During 1974, the Commission published an instruction booklet for applicants and a revised license law pamphlet.

**PROPOSED ACTIVITIES:**

- Support of proposed legislation upgrading educational requirements for application for licensing as a real estate broker or salesmen.

**Objective #2:**

Reconsideration of the examinations and licensing procedures with a view toward increased efficiency and improved testing methods.

**ACCOMPLISHMENTS:**

As recommended by the Maine Management and Cost Survey, the Commission has instituted biennial licensing of brokers and salesmen to replace the previous annual licensing procedure. During 1974, licensing examinations were prepared and corrected by the Educational Testing Service of Princeton, N.J., instead of by the Commission personnel.

*PROPOSED ACTIVITIES:*

- Revision of real estate office examination reports to provide more effective license law enforcement and to assist the licensee in complying with the requirements of the license law.

## Objective #3:

Dissemination of information relative to changes in the industry in an effort to better inform licensees, and to reduce the number of consumer complaints arising from lack of knowledge or understanding.

*ACCOMPLISHMENTS:*

During 1974, the Commission published two newsletters detailing industry changes, and sponsored an educational seminar on environmental laws for brokers, salesmen and the general public. In addition, a consumer information booklet for home-buyers has been published.

*PROPOSED ACTIVITIES:*

- Reconsideration of the use of standardized forms for real estate transactions in the State.

## Objective #4:

Improving the laws, rules and regulations pertaining to the real estate industry.

*ACCOMPLISHMENTS:*

The Commission reviewed, with the assistance of the Attorney General's Office, the rules and regulations of the Commission for enforceability.

*PROPOSED ACTIVITIES:*

- Addition of a public member to the Board, or the addition of a full-time Superintendent with an Administrative Advisory Board.
- Preparation of legislation to replace unenforceable rules or regulations where deemed necessary.

- Study of a Model License Law established by the National Association of Realtors for possible adoption in Maine.

#### Objective #5:

Standardization of hearing procedures and the establishment of specific disciplinary action.

#### *ACCOMPLISHMENTS:*

During 1974, the Real Estate Commission held hearings which led to the adoption of administrative rules. The rules set guidelines for specific action to be taken for each type of complaint decision, and specifies conditions under which hearings should be held. In addition, office examination policy is set forth.

#### **Goal VIII:**

To afford any property owner and/or interested parties in highway takings, the opportunity for an impartial hearing without the necessity of retaining professional assistance, thus providing a prompt and efficient method of determining just and fair compensation in cases involving eminent domain.

#### **SITUATION:**

During fiscal year 1974, the Land Damage Board's hearing schedule increased. During the year, 163 hearings were held and 72 cases settled. The hearing time required for settling cases increased as attorneys and landowners are making more sophisticated presentations. The jurisdiction of the Board previously covered only highway condemnations. However, recent legislation has increased Board responsibilities to include hearings relative to grading or alleged damage to private water supplies; acquisition of outdoor advertising signs; and the relocation, removal or disposal of automobile junkyards.

#### Objective #1:

Reduce the caseload of the Land Damage Board.

#### *PROPOSED ACTIVITIES:*

- Preparation of revised legislation, and development of formal rules and regulations governing hearings.

- Developing a docket system and a new hearing schedule system.
- Revising the forms being used by the board.
- Instituting a new, more efficient filing system.

#### *ACCOMPLISHMENTS:*

Until March 1973, the staff of the Board consisted of two part-time positions, which has since been expanded to two full-time employees. As a result of the Maine Management and Cost Survey, the requirement for a reporter at all hearings has been revised. The reporter shall record hearings only when required by the Board to do so.

#### *Objective #2:*

Reconsideration of the role of the Land Damage Board. Examination of the functions and operations of Eminent Domain Courts or Land Damage Courts elsewhere, to determine whether Maine should move all eminent domain cases involving the State into a court constituted for that purpose.

#### *PROPOSED ACTIVITIES:*

- Studying to codify, amend, revise and consolidate the laws relating to eminent domain to eliminate a lack of uniformity in the law evidenced in the multitude of laws governing condemnation proceedings in the State.
- A thorough and exhaustive study of all statutes on the subject of eminent domain now enforced in this State.

#### *Goal IX:*

To retain the staff necessary to meet the statutory responsibilities of the Department.

#### *SITUATION:*

The Department has exclusive responsibility for budget, personnel and supplies in the Bureaus, Commissions and Boards under its jurisdiction. An advantage of the Department is that the employment of a professional staff can be justified and costs shared, whereas this might not be possible for the individual units within the Department.

*ACCOMPLISHMENTS:*

A business manager has been employed and made responsible for all financial operations, personnel matters and supplies.

*PROPOSED ACTIVITIES:*

- Employment of a full-time attorney to serve the various Bureaus within the Department.

# MILITARY, CIVIL EMERGENCY PREPAREDNESS, AND VETERANS' SERVICES

## Military Bureau

### MAJOR POLICY:

TO PROVIDE FOR THE PROTECTION OF LIFE AND PROPERTY AND FOR THE PRESERVATION OF PEACE, ORDER AND PUBLIC SAFETY. TO PROVIDE TRAINED UNITS FOR ACTIVE DUTY IN TIME OF WAR OR NATIONAL EMERGENCY IN SUPPORT OF FEDERAL FORCES. TO SUPPORT CIVIL AUTHORITY IN THE EVENT OF EMERGENCY.

### Goal I:

State Mission. To provide whatever men, equipment and material are required to augment local and state law enforcement or Civil Emergency Preparedness personnel in the preservation of law and order or the relief of natural disaster.

### SITUATION:

The State of Maine comprises some 30,000 square miles, with a population of approximately 1,000,000 people. There are extensive wooded areas subject to forest fires, twenty major rivers which are subject to flooding, and over 3,500 miles of coastline exposed to possible damage by high seas and tidal action. It is economically impractical to staff law enforcement agencies with sufficient personnel to handle all possible local disorders. Similarly, it is not feasible to have local civil emergency preparedness forces large enough to combat all major natural disasters, such as fire, flood, and windstorm. The Maine National Guard, as administered by the Military Bureau, provides the necessary backup force to assist civil authority in the situations described above. It consists of 4,400 trained men, Army and Air Force, organized into company, detachment, squadron sized units in thirty-two different cities or towns in the state from Fort Kent in the north to Sanford in the south; from Calais in the east to Rumford in the west.

### Objective #1:

To provide sufficient manpower so that all units of the Maine National Guard are at, or in excess of, full authorized strength.



*ACCOMPLISHMENTS:*

The Maine Army National Guard has consistently, over the past two years, been at 100% or more of authorized strength. The Air National Guard has averaged about 95% of its authorized strength. Vigorous recruitment throughout the state, the inherent patriotism of Maine people, the meaningful, interesting training program, and the economic benefits to be derived from membership in the Guard, are responsible for this success.

*PROPOSED ACTIVITIES:*

- Continuance of active recruiting is a must to maintenance of strength. Many states have legislated incentives which are designed to enhance recruitment. Three such proposals were made to the 106th Legislature in Maine without success. These are again planned for proposal to the 107th Legislature. They are:
  1. A modest enlistment bonus.
  2. Tuitional assistance for Guardsmen in state universities and vocational-technical institutes.
  3. Minimum pay of \$25 per day for any man called to state service in case of emergency.
- Innovative training programs are continuously under study as a means of maintaining the interest of Guardsmen and enhancing the chances of their reenlistment.

*Objective #2:*

To provide the training necessary to ensure that Maine National Guard units can provide the necessary assistance to civil authority.

*ACCOMPLISHMENTS:*

Each year a certain percentage of the training given to our Guardsmen is in the areas of riot control, civil disorder, and disaster relief. Command post exercises are also conducted in these areas.

*PROPOSED ACTIVITIES:*

- Continuance of the training discussed above is planned.

### Objective #3:

To provide units with the equipment required to conduct operations in support of civil authority.

#### *ACCOMPLISHMENTS:*

All of our units are equipped with the items which are shown on their tables of organization and equipment. While this equipment is designed primarily to assist in the accomplishment of the federal mission of the National Guard, it is also invaluable in support of the state mission. Additional equipment is also provided for use in riot control and civil disorder.

#### *PROPOSED ACTIVITIES:*

- Continue to keep our units fully supplied with authorized and specialized equipment as discussed above. Keep abreast of any new developments in the special equipment needs for support to civil authority with a view towards acquiring that which is desirable, particular attention to be directed towards communications and riot control material.

### Objective #4:

To increase the responsiveness of our units to emergency situations.

#### *ACCOMPLISHMENTS:*

Alert planning is continuous in the National Guard. Alert notification procedures are continuously checked and test alerts are an annual part of our program. It is our goal to be able to contact 90% of our Guardsmen in SIX hours. There is some delay in each emergency in securing the necessary approvals required to call Guardsmen to state service. Gubernatorial assent is necessary, and this is requested only after the Adjutant General is assured that all civil resources have been exhausted to cope with the emergency.

#### *PROPOSED ACTIVITIES:*

- Secure Executive Council approval for the Adjutant General to commit National Guard resources up to a specified dollar figure without prior approval of the Governor. In coordination with the Bureau of Civil

Emergency Preparedness, streamline procedures regarding requests for assistance so that when such requests do reach the Adjutant General they are valid and deserve reaction.

**Objective #5:**

To hold to a minimum National Guard participation in civil emergencies.

*ACCOMPLISHMENTS:*

Each time the National Guard is called to state service, it costs the taxpayers of Maine dollars. The average Guardsman receives \$25 for each day or portion thereof he serves. While equipment rental is not charged, gas and oil are. This is expensive, especially when helicopters are involved. During the flood emergencies in 1973-1974, approximately \$10,000 in state funds were expended by the National Guard. While most of this was necessary, some was not.

*PROPOSED ACTIVITIES:*

- In coordination with the State Police and the Bureau of Civil Emergency Preparedness, continue efforts to ensure that civil authority does its utmost to help itself within its own resources before turning to the National Guard.

**Goal II:**

Federal Mission. To provide trained units to supplement the active federal military forces of our country in the event of war or national emergency.

**SITUATION:**

The Maine National Guard has been designated by the Department of Defense to provide the following units to supplement active military forces if required:

**Army**

- (1) An Engineer Group Headquarters.
- (2) An Engineer Combat Battalion.
- (3) An Engineer Construction Battalion.
- (4) An Artillery Battalion (155 MM).
- (5) A Supply and Service Battalion.

#### Air Force

- (1) A Fighter Interceptor Wing Headquarters.
- (2) A Fighter Interceptor Group.
- (3) A Mobile Communications Squadron.
- (4) An Electronic Installation Squadron.

These units are organized in Maine and are continuously in training to ensure their readiness to support the active forces.

#### Objective #1:

To provide sufficient manpower so that all units are at authorized strength.

#### ACCOMPLISHMENTS:

The Maine Army National Guard has consistently, over the past two years, been at 100% or more of authorized strength. The Air National Guard has averaged about 95% of its authorized strength. Vigorous recruitment throughout the state, the inherent patriotism of Maine people, the meaningful, interesting training program, and the economic benefits to be derived from membership in the Guard, are responsible for this success.

#### PROPOSED ACTIVITIES:

- Continuance of active recruiting is a must to maintenance of strength. Many states have legislated incentives which are designed to enhance recruitment. Three such proposals were made to the 106th Legislature in Maine without success. These are again planned for proposal to the 107th Legislature. They are:
  1. A modest enlistment bonus.
  2. Tuitional assistance for Guardsmen in state universities and vocational-technical institutes.
  3. Minimum pay of \$25 per day for any man called to state service in case of emergency.
- Innovative training programs are continuously under study as a means of maintaining the interest of Guardsmen and enhancing the chances of their reenlistment.

Objective #2:

To provide the training necessary to ensure that Maine National Guard units can perform the missions assigned to them under their applicable tables of organization and equipment or as otherwise delineated in Department of Defense directives.

*ACCOMPLISHMENTS:*

Each Guardsman receives 39 days training each year--12 weekends and one 15-day annual training period. The bulk of this training time is devoted to unit readiness or preparation for the federal mission. Readiness evaluations of Maine units by active Army and Air Force teams have always shown us to be highly competent and capable of fulfilling mobilization missions and objectives.

*PROPOSED ACTIVITIES:*

- Continuance of meaningful, mission-oriented training, with emphasis on "hands on" type activities and interesting training as a means, not only of maintaining proficiency levels, but also of retaining and attracting competent manpower.

Objective #3:

To provide the units with the equipment required to place them in the readiness condition desired by the Department of Defense.

*ACCOMPLISHMENTS:*

In the past three years, the national economy has dictated increased reliance on reserve forces and a smaller active force. As a result, equipment priorities have been changed dramatically and the National Guard finds itself in an excellent posture as regards on hand versus authorized equipment. Only in the area of engineer construction equipment and in radio communications equipment do problems exist.

*PROPOSED ACTIVITIES:*

- Continue to press for supply of full authorized equipment, recognizing that the situation is controlled at the national level where the priorities are established.

**Objective #4:**

To increase the responsiveness of our units to federal mobilization.

*ACCOMPLISHMENTS:*

All mobilization plans are ready and reviewed each year. Alert exercises are held in the same manner as for state service. It is anticipated that more time will be available for federal mobilization than for state emergency call. At the same time, more must be done because in the case of federal mobilization men must prepare to leave their homes and families.

*PROPOSED ACTIVITIES:*

- Continue to update plans and conduct test exercises.

**Goal III:**

Enhance the environment in Maine in consonance with meaningful training of National Guard units.

**SITUATION:**

The Maine National Guard contains engineer and transportation units whose mission is such that their training can be useful to the State of Maine. In the past five years, many worthwhile engineer construction projects have been accomplished for state, county, municipal, and welfare agencies. These projects have improved the environment in Maine. Examples are boat launching facilities at state parks, cabins at YMCA and crippled childrens' camps, municipal park facilities, and school recreation fields. During the same period, transportation units have done much to enhance the appearance of the state by taking junk cars to reclamation points.

**Objective #1:**

Continue "in state" training, which is useful, not only in furthering readiness, but also in assisting state, county, municipal, and welfare agencies.

*ACCOMPLISHMENTS:*

During 1974, two engineer battalions and a transportation truck company trained in Maine, performing construction tasks as outlined in the "situation" paragraph above.

*PROPOSED ACTIVITIES:*

- It is planned to continue this program in 1975. Projects are presently being developed for accomplishment during this period. Present plans call for emphasis on horizontal construction, which is that most needed by the Maine National Guard engineers, based on training evaluation reports. This type construction includes road construction, parking areas, and athletic fields.

**Goal IV:**

To upgrade the facilities in which our National Guardsmen are housed and trained.

**SITUATION:**

The single most serious shortcoming that exists in the Maine National Guard is the condition of the facilities in which our men are housed, work, or receive training. These facilities vary in age from 2 to 40 years. They are the victims of fiscal neglect over a long period of time. This situation is not uncommon. It involves a failure to perform preventive maintenance due to continuing lack of sufficient funds to perform same. Lack of this maintenance has resulted in the continuing deterioration of facilities to a point where major repairs are now necessary to bring them back to acceptable standards. It is extremely important that our facilities be in good condition, not only from an economic standpoint, but also because of the favorable impact that pleasant adequate facilities have on our men and hence recruiting and retention--the element most vital to our success.

**Objective #1:**

Secure the necessary funds to upgrade National Guard facilities to acceptable standards.

*ACCOMPLISHMENTS:*

A detailed survey of all facilities has been made and requests for funds have been submitted both to the Bureau of Public Improvements and the Budget Office. The

State Facilities Office of the Military Bureau has been reorganized to provide better supervision of construction and maintenance activities. Budgetary requests have been made for additional state personnel to perform plumbing and electrical maintenance of our facilities. A self help program has been initiated in our engineer units to provide some renovation work in armories.

*PROPOSED ACTIVITIES:*

- Continue the program outlined above, but most importantly make a major effort to convince the Legislature that money spent now to bring facilities to desirable standards will save much larger sums later in very major repairs or even replacement of facilities.

**Goal V:**

Operate a U. S. Government Field Printing Plant in support of the National Guard Bureau, Washington, D.C.

**SITUATION:**

The Maine National Guard has been assigned responsibility for operation of a Field Printing Plant, under license from the Joint Committee of the Congress. This plant has the personnel and equipment resources capable of producing printing requirements of the National Guard, with a capacity totaling approximately 232,000 impressions per day. This plant provides employment for 11 people.

**Objective #1:**

Provide and maintain equipment, and stock adequate supplies necessary in the operation of this plant's accomplishments.

*ACCOMPLISHMENTS:*

Printing needs of the National Guard in 50 states, D.C., and Puerto Rico are produced in this plant. Recent plant modernization has increased the capacity and effectiveness of the production output.



## BUREAU OF CIVIL EMERGENCY PREPAREDNESS

### MAJOR POLICY:

TO PROVIDE THE ASSISTANCE AND GUIDANCE SO THAT STATE AGENCIES, COUNTIES AND OTHER POLITICAL SUBDIVISIONS SHALL HAVE PLANS TO PREVENT LOSS OF LIFE AND PROPERTY, ALLEVIATE SUFFERING AND ASSIST IN RECOVERY IN CASE OF DISASTERS TO ASSIST ALL POLITICAL SUBDIVISIONS BEFORE, DURING AND AFTER ANY DISASTER, UPON REQUEST. TO TRAIN COUNTY AND TOWN CEP OFFICIALS IN DISASTER HANDLING TECHNIQUES.

### Goal I:

To conduct seminars, On-Site Assistance and simulated disaster training, to teach political units to properly originate a disaster plan.

### SITUATION:

Assistance and training is continual. New methods, new techniques and personnel changes make training a continual process.

### Objective #1:

To train personnel in each political subdivision in current techniques so that they may implement the disaster plan when the need arises.

### ACCOMPLISHMENTS:

60% of Maine's political subdivisions have received training.

### PROPOSED ACTIVITIES:

- Training programs will be continual. Tests and exercises will be conducted, and plans and Standard Operating Procedures will be updated.

### Goal II:

To obtain communications with all political subdivisions of the State so that State assistance can be readily obtained.

**SITUATION:**

The Bureau is working with other agencies to create an efficient statewide communication system.

**Objective #1:**

To immediately install necessary hardware in the field to have point to point contact with the county and state emergency vehicles on the State Local Government Radio Service (LGRS). To strengthen the Radio Amateur Civil Emergency Services (RACES) at the local, county and state level.

**ACCOMPLISHMENTS:**

The State CEP has radio and teletypewriter communications by way of two LGRS channels in all counties and two alternate Emergency Operation Centers (EOC's). Two legs of microwave have made possible point to point contact on the LGRS net.

**PROPOSED ACTIVITIES:**

- To install the third leg (going south) in the State LGRS net. Improve the RACES program at all levels.

**Goal III:**

To warn the public by news media of impending disasters. To originate and broadcast disaster information from the Emergency Broadcast System (E.B.S.) with proper authorization. To issue informational films and printed material pertaining to disaster safety and disseminate information to county and town directors and other officials.

**SITUATION:**

Public Information publishes an eight page informational magazine. The Emergency Broadcast System has nine protected stations throughout Maine, and can notify or warn 96% of the population of an impending disaster.

**Objective #1:**

To exercise the warning capabilities of the E.B.S. radio net. To continue training a staff so that this section could remain operational 24 hours per day, seven to fourteen consecutive days.

**Objective #2:**

To publish and distribute as much information concerning Bureau programs, disaster information and safety information as possible.

*ACCOMPLISHMENTS:*

Sixteen State employees have been trained to activate the section during an emergency. The Maine CEP Scroll magazine is sent to 1,600 persons throughout the State, region and country.

*PROPOSED ACTIVITIES:*

- To continue efforts to retain and train new members of the State staff to activate and man the E.B.S. net.

**Goal IV:**

To see that the Federal radiological contract is in force and that the State has properly trained volunteers.

**SITUATION:**

The radiological staff is training monitors and technicians to be prepared for nuclear accidents, nuclear war and to monitor background radiation throughout the State.

**Objective #1:**

To train monitors and technicians to give the State coverage in all areas.

**Objective #2:**

To replace and repair radiological instruments.

*ACCOMPLISHMENTS:*

Volunteers have been trained in radiation monitoring techniques. Classes averaging sixteen persons are being held.

*PROPOSED ACTIVITIES:*

- To improve the radiological defense posture.

**Goal V:**

To enroll all eligible political subdivisions in the Federal Flood Insurance Program.

**SITUATION:**

Two hundred thirty-eight towns have been designated as flood hazard areas. Political subdivisions must adopt flood insurance regulations so that the communities and their citizens can obtain Federally-financed loans and be eligible for Federal disaster assistance.

**Objective #1:**

To meet with all communities designated as flood hazard areas.

*ACCOMPLISHMENTS:*

Staff members are meeting with flood hazard area towns. Towns in 10 counties have been contacted.

*PROPOSED ACTIVITIES:*

- To enroll all eligible communities.

**Goal VI:**

To inspect dams for safety.

**SITUATION:**

At present we are unable to perform goals due to the engineer's involvement with other programs.

*PROPOSED ACTIVITIES:*

- To obtain additional engineering help. To submit legislation for improving Bureau's access to dams.

**Goal VII:**

To expedite disaster payments to public property damage from Presidentially declared disasters.

**SITUATION:**

Disaster money paid to the State and its political subdivisions totals \$3,932,000 since 1971.

*ACCOMPLISHMENTS:*

Approximately one million dollars is outstanding and in process.

**Objective #1:**

To assist political subdivisions to estimate damages, draw-up proper applications for damage repair and disburse disaster payments upon approval.

*PROPOSED ACTIVITIES:*

- Continuation of effort.

**Goal VIII:**

To establish Emergency Operations Centers in as many political subdivisions as practical.

**SITUATION:**

CEP staff with the cooperation of other agencies meet with town officials who plan new public buildings.

**Objective #1:**

To explain federal laws regarding matching funds to town officials concerned with construction of public buildings, and to aid and assist them with emergency and administrative problems.

**ACCOMPLISHMENTS:**

Twenty EOC's have been built since 1970.

**PROPOSED ACTIVITIES:**

- To continue to urge public officials to obtain matching funds for construction of Emergency Operations Centers in public buildings with help and assistance from CEP.

**Goal IX:**

To assist subdivisions of the State with eligibility requirements for federal financial assistance. To assist subdivisions in obtaining excess and surplus military property.

**SITUATION:**

Political subdivisions must have the personnel and equipment necessary for any major disaster.

**Objective #1:**

To render financial assistance to the 89 towns in addition to sixteen counties which are eligible.

*ACCOMPLISHMENTS:*

During the fiscal years 1971-1974 the following money and material, with its value, was processed:

P&A: \$1,185,979

Hardware: \$241,827

Value of Excess Property: \$1,525,026

Value of Surplus Property: \$1,757,217 - at a cost of \$65,287.00

*PROPOSED ACTIVITIES:*

- Continuance of program. To increase the number of political subdivisions eligible to receive P&A funds, therefore making available to them excess and surplus property.

**Goal X:**

To monitor petroleum supplies in Maine, redistribute product to relieve severe shortages and encourage energy conservation at all levels. Provide advice and assistance to all consumers of energy experiencing difficulty in obtaining supplies.

**SITUATION:**

Eight project staff and two clerical positions have been funded through Federal programs and Regional Commission grants.

**Objective #1:**

To develop energy awareness within industry, state government and among the general public and to encourage/insure efficient utilization of available resources.

*ACCOMPLISHMENTS:*

Administered responsibilities of Federal regulations to alleviate shortage situations during the "energy crisis". Initiated energy conservation programs and provided a continuing support for conservation efforts, and provided consumer assistance in obtaining fuel or financial aid for fuel.

*PROPOSED ACTIVITIES:*

- To institute an energy conservation program and energy accounting system in all State agencies.
- To develop data to enable adequate monitoring of energy supplies and distribution patterns in Maine



## Veterans' Services

### MAJOR POLICY:

PROVIDE ALL POSSIBLE ASSISTANCE TO VETERANS AND DEPENDENTS IN SEEKING AND ACQUIRING THE SPECIAL BENEFITS AND SERVICES AVAILABLE TO HIM FROM FEDERAL AND STATE SOURCES, BY FOSTERING AND SUPPORTING STATE PROGRAMS ABETTING HIS AND HIS DEPENDENT'S GENERAL WELFARE.

### Goal I:

Provide a claims service to assist any person desiring to file a claim with the federal government for any benefit provided on account of previous service in the armed forces of the United States and further provide a central agency that shall serve as a clearing house on all matters pertaining to veterans affairs.

### SITUATION:

More than 140,000 veterans and their families are located throughout the State of Maine. They constitute nearly half of the state's population. The federal Veterans Administration offices in Maine are at Togus with the exception of a one man office in Portland. Maine's veterans (and their dependents) need information on what benefits are available and assistance in filing for them in the areas in which they live. The federal Veterans Administration has not furnished a field claims service in many years. Federal veterans benefits are big business in Maine and last year eligible Maine citizens received over \$60,000,000 of such benefits.

### Objective #1:

Provide a claims service for veterans benefits available to anyone without charge.

### ACCOMPLISHMENTS:

The Bureau of Veterans Services provides the only statewide professional claims service by means of 7 field offices and a claims office at the VA Center, Togus.

The last fiscal year of record, the Bureau had nearly 62,000 contacts, nearly 1300 claims were awarded and \$2,000,000 in new awards were received by veterans or their dependents wherein the Bureau handled the claims.

The Bureau initiates and maintains regular (usually weekly) contact service in major points outlying from field offices. This enables each veteran's counselor to serve many more individuals than he could on a piecemeal basis.

Regular training programs and methods are employed to insure that personnel of the Bureau are at all times aware of the new law and regulation affecting veterans benefits.

The Bureau compiles and maintains over 230,000 records of service in the Armed Forces of Maine veterans. This is the only source in Maine and since the fire at the federal records center in St. Louis, the only source anywhere for many veterans.

The Bureau prepares and publishes pamphlets and other informational material on available benefits and where assistance is provided in obtaining benefits.

The Legislature provided a small business loan program guaranteeing 80% of loans up to \$15,000 for a veteran.

A Governor's Task Force on Veterans Job Opportunities has made a detailed study of the veteran's situation in Maine and presented its findings to the Governor. Many of the 30 recommendations have been implemented.

The program of educational benefits for dependents of veterans who die or are totally disabled because of service, has been transferred to the Bureau.

The Department of Personnel enforces re-employment rights of Maine veterans in public service.

#### *PROPOSED ACTIVITIES:*

- The Bureau should be provided the capability for an ongoing program of public information so veterans and their families are made aware of services and benefits available to them.
- The Bureau should be authorized sufficient veterans counselors to accomplish its mission.
- The Bureau of Veterans' Services should continue to compile records of military service vital to determining eligibility of veterans or their survivors to their rights and benefits.

**Goal II:**

Provide financial aid when need arises among veteran's dependents.

**SITUATION:**

When a financial emergency arises in a veteran's family as a result of his incapacity or death, the dependents would have no place to go for help except a municipal welfare office if the State did not provide a special program. Federal benefit programs are not designed for emergency situations as described.

**Objective #1:**

Provide emergency relief for families of veterans.

**ACCOMPLISHMENTS:**

The State, through the Bureau of Veterans' Services, provides an emergency financial aid program for needy veterans. Last fiscal year, nearly \$440,000 was expended on needy veterans families. These funds preserved the fiscal integrity of the family until the veteran could resume his regular employment, or until such time as a regular income could be established after the death of the veteran. This program (World War Assistance) is for dependents who served in World War I or a subsequent War.

The Bureau also administers a small financial aid program for dependents of war veterans who served prior to World War I.

**PROPOSED ACTIVITIES:**

- Obtain additional funding so grants of emergency financial aid are periodically increased to cope with the inflationary costs of living.
- Continue to provide assistance for needy dependents of war veterans.

**Goal III:**

Establish and maintain memorials honoring Maine's war veterans as reminders to the citizenry that the maintenance of freedom requires sacrifice to defend our nation from foreign encroachment.

## SITUATION:

The State of Maine has memorized its war veterans by providing a state cemetery for burial of veterans, their wives and children.

### Objective #1:

Maintain and develop Maine Veterans Memorial Cemetery.

### ACCOMPLISHMENTS:

Maine Veterans Memorial Cemetery was dedicated in the spring of 1970. Nearly 1000 Maine veterans or their next of kin now lie in honor in this cemetery.

Funding was provided to allow year-round burials and to keep the cemetery open to the public during evenings, holidays and weekends.

More land was purchased for future expansion of the cemetery, and to provide opportunity to build a new entrance and road from near the Belgrade interchange of I-95. The National Guard has started work on building the new access road.

A project doubling the burial area was completed.

A memorial chapel with a carillon was built by joint public subscription and state participation.

A chapel bell court, also by public subscription, was completed to house the carillon speakers and for a directory of those buried in the cemetery.

### PROPOSED ACTIVITIES:

- Continue and expand the present landscaping program.
- Provide an attractive border to the grounds alongside Old Belgrade Road, the side visible to the public passing in motor vehicles.
- Provide a dwelling for the cemetery superintendent on cemetery land. This would allow greater supervision of the cemetery during the time the cemetery is closed and limit the opportunities for vandalism or malicious mischief.
- Complete a new entrance and road leading from Route 27 to provide easy access to the cemetery from Interstate Route 95.

- Maintain buffer zones around all burial areas so they continue to be screened from view from public roads and to preclude a vast expanse of grave markers dominating the cemetery.

## PUBLIC SAFETY

### MAJOR POLICY:

REDUCE THE INCIDENCE OF CRIME AND MOTOR VEHICLE ACCIDENTS, INCREASE THE EFFICIENCY, FAIRNESS AND COORDINATION OF LAW ENFORCEMENT AND OTHER CRIMINAL JUSTICE AGENCIES AT ALL LEVELS OF STATE GOVERNMENT.

### Goal I:

Provide complete protection to persons and property from violators of criminal and motor vehicle laws.

### SITUATION:

The task of protecting Maine citizens and their property, particularly in the rural areas, is increasing and becoming more of a challenge each day. The training and staffing of law enforcement and criminal justice agencies must keep pace with the increase in the crime rate, death on the highways and the court's protection of the individual. The prevention of crime depends, to a large degree, on the education and training of law enforcement personnel in the areas of social and deviate behavior and effective methods of prevention, especially where youth and organized crime are concerned. One half of the country's population is under 25, and too many of these young people are turning to crime. Much needs to be done to prevent an increase in the crime rate.

The Maine Department of Public Safety consists of four bureaus:

The Maine State Police has the responsibility of the enforcement of the criminal and motor vehicle statutes of Maine, administration and enforcement of the State Motor Vehicle Inspection program, traffic accident records storage and retrieval, licensing of beano and other legalized games of chance and the Governor's security.

The Liquor Enforcement has the responsibility of inspecting premises licensed to sell liquor with regard to compliance with statutes pertaining to proper operation.

The Fire Marshal's Office has the responsibility of the investigation of fires of incendiary and fraudulent origins, inspection of buildings for compliance with fire safety standards, regulation of the transportation of volatile liquids, explosives, fireworks, licensing of motion picture theaters and projectionists and many other related functions.

Attached to the Fire Marshal's Office are the Electricians' Examining Board and Oil Burner Men's Licensing Board, whose respective responsibilities are the licensing of electricians and oil burner men in Maine.

The Maine Criminal Justice Academy has the responsibility to provide the facilities, resources and comprehensive programs for the training and education of law enforcement personnel of the criminal justice system.

These bureaus encompass the prime areas of responsibility of this department.

#### Objective #1:

Improve the quality, skill and competence of law enforcement personnel within areas of responsibility.

#### *ACCOMPLISHMENTS:*

In addition to the continuation of basic police training at the Maine Criminal Justice Academy, extra courses are being provided for in-service training at locations throughout various sections of the state. An accredited college course has been included in the basic curriculum.

Numerous specialized in-service training programs have been established to further enhance the training of all law enforcement personnel in this state.

#### *PROPOSED ACTIVITIES:*

- Support improvement in the selection process and increased training and education for all law enforcement personnel.
- Provide personnel with proper communications equipment or systems and criminal information systems.
- Conduct technical training courses for all law enforcement personnel with respect to crime scene search, collection and transportation of evidence, disclosures, etc.
- Conduct an in-depth task analysis of the police function to properly identify and provide training needs.

#### Objective #2:

Increase public awareness of ways and means of crime prevention, highway safety and the function and problems of law enforcement personnel.

*ACCOMPLISHMENTS:*

There is a constant dissemination of public information by means of television, radio and other news media, in addition to personal appearances and talks by enforcement personnel before television, radio and various civic groups in the form of public education lecture services.

*PROPOSED ACTIVITIES:*

- Conduct community needs survey.
- Increase public awareness of the functions of the law enforcement system, and the police role.
- Provide educational programs for the general public on ways of avoiding automobile accidents and preventing crime.
- Provide periodic open house and facility tours.
- Facilitate a closer relationship and cooperation between the public and the law enforcement system.

*Objective #3:*

Reduce the occasion for the existence of organized crime in Maine.

*ACCOMPLISHMENTS:*

Organized crime has been recognized as existent in Maine, and efforts have been made through the State Police and the New England Organized Crime Intelligence System to gather information and evidence resulting in prosecution. The Maine State Police have been particularly active in this field and have established a permanent criminal intelligence unit within this bureau with the termination of the New England Organized Crime Intelligence System.

*PROPOSED ACTIVITIES:*

- Coordinate an organized crime investigative and prosecution unit within the Bureau of State Police, and the Attorney General's Office.



- Coordinated efforts with local and county law enforcement through a Special Drug Investigative Unit now operating throughout the State of Maine under a federal grant to the Department of Public Safety.
- Utilization of NEOCIS intelligence files for basic intelligence information.
- Full utilization of NESPAC (New England State Police Administrators Compact) Intelligence unit agents and case information.

## Goal II:

Increase the effectiveness and coordination of the various bureaus within the Department of Public Safety.

## SITUATION:

Until 1973, there was no effort made to coordinate the activities of the law enforcement agencies at the State level. Reorganization of the State Government provided this opportunity, and, since July of 1973, they have been placed within the Department of Public Safety.

## Objective #1:

Coordinate efforts, eliminate duplication and expedite efficiency and economy in departmental law enforcement.

## ACCOMPLISHMENTS:

Pooling of information from the various bureaus toward a common goal, planning and organizing enforcement action geared toward rural crime, organized crime and highway safety.

Utilization of personnel from all bureaus on special assignments, reflecting economy and efficiency in operations.

## PROPOSED ACTIVITIES:

- Organize law enforcement seminars as a means of information distribution.
- Develop and expand crime laboratory services, for the State of Maine with a major emphasis on investigative support of major crimes.
- Acquire new personnel and equipment to provide services to Maine's Law Enforcement system.

- Develop crime specifics through the analysis of reported crime.
- Support management improvement studies and demonstration for law enforcement agencies.

### **Goal III:**

Provide full cooperation and coordination with all enforcement agencies at all levels of State Government.

### **SITUATION:**

While there is extensive cooperation among the various law enforcement agencies in Maine, much more needs to be done in this respect to attain full cooperation. Duplication of effort in areas of concurrent jurisdiction sometimes impedes the process. Overlapping of operations does not reflect economy and is a waste of manpower.

### **Objective #1:**

Improve the cooperation and coordination of operations and training of this department with all other enforcement agencies in this State.

### **ACCOMPLISHMENTS:**

The Department of Public Safety has been cooperating with all enforcement agencies with respect to the enforcement of the Highway and Criminal Laws of Maine. The Fire Marshal's Office, Liquor Enforcement and Maine Criminal Justice Academy are notable in this respect. The Maine State Police provide expertise in major investigations and laboratory facilities, including lie detection services.

### **PROPOSED ACTIVITIES:**

- Renewed and regular meetings with law enforcement chiefs, sheriffs and commissioners.
- Joint operations with respect to criminal activities and highway safety.
- Extension of additional training programs for departmental heads, supervisory personnel and laboratory technicians.
- Encourage interaction by Chiefs on projects of mutual concern.







# TRANSPORTATION

## MAJOR POLICY:

TO MORE EFFECTIVELY SERVE MAINE'S CITIZENS AND VISITORS BY DEVELOPING A PROGRAM FOR AN ADEQUATE TRANSPORTATION SYSTEM ON LAND, WATER, AND IN THE AIR BASED ON SAFETY AND EFFICIENCY TO MEET SOCIAL, ECONOMIC, AND ENVIRONMENTAL NEEDS.

## Goal I:

Orient the transportation system in Maine so that improved coordination of Maine's industrial, social, and other various needs can be developed.

## SITUATION:

Since Maine is geographically isolated from the rest of the country, has a sparse population, and is subject to long winters, transportation of all types is a major problem. Due to these circumstances it is important to assure that transportation is coordinated to most effectively and efficiently provide transportation facilities and services.

## Objective #1:

Better coordinate the activities of all those people, agencies, and municipalities who deal with transportation.

## ACCOMPLISHMENTS:

The Maine Legislature created a Department of Transportation in 1972. The majority of State activities relating to transportation have been combined in the Department of Transportation. The Bureau of Planning within the Department of Transportation has been structured to provide improved transportation service and problem solving to the various segments of Maine's economy.

## PROPOSED ACTIVITIES:

- Develop a Statewide transportation plan to reflect inter-modal needs and priorities.
- Continue to encourage local officials to cooperate in solving mutual problems in traffic planning.



- Coordinate and centralize the regulation, licensing, and taxation of transportation modes.

#### Objective #2:

Provide transportation methods that will fulfill the needs of the various segments of both the urban and rural population.

#### *ACCOMPLISHMENTS:*

Through appropriations provided by previous sessions of the Maine Legislature and the Federal government, advances have been made in the State's highway system, in a number of small ports, and in many of the State's small airports.

#### *PROPOSED ACTIVITIES:*

- Improve systems of mobility for senior citizens and the handicapped.
- Assure an adequate means of transportation for workers, especially low income and moderate income families, to places of employment.
- Assure transportation facilities and services are available to all citizens, especially low income and moderate income families, for essential social services.
- Provide adequate transportation for children to enable them to participate in school functions and other social and cultural activities.

#### Objective #3:

Better coordinate the interchange of different modes of transportation-highway (bus), air, marine, and rail - to provide increased mobility and extended areas of service for persons using public transportation.

#### *ACCOMPLISHMENTS:*

Plans have been initiated to identify existing public transportation facilities and services.

#### *PROPOSED ACTIVITIES:*

- Encourage modal schedules which can be efficiently interfaced with other modes.



- Encourage and assure where possible the development of terminal facilities capable of accommodating desired modal interchanges.

## Goal II:

To operate and maintain a system of highways to provide a safe and economically effective highway transportation system for the people of the State of Maine and its visitors in a manner that will protect and enhance the valued environment of the State.

## SITUATION:

The Highway Program continues to face serious financial problems as a result of the many miles of Maine highways, severe weather conditions, and the limited population resource.

The 106th regular session did not complete the funding for an adequate highway construction program. This will create serious problems in providing a safe highway system for Maine's traveling public.

In spite of the efforts of the various safety groups and reduced highway deaths due to the energy crisis, too many highway deaths continue to occur annually and a concerted effort is required in order to further reduce the accident toll.

Bridges are an essential part of the highway system in Maine. The Maine Department of Transportation is responsible for approximately 2,600 bridges, most of which were constructed over 40 years ago and several before the turn of the century. Many of these bridges must be replaced to ensure a continued safe and efficient highway system.

## Objective #1:

Provide an effective highway network for the safe and convenient movement of goods and people.

## ACCOMPLISHMENTS:

The Maine Department of Transportation has initiated new programs of thin bituminous overlays and "stop-gap" type construction projects in order to more effectively utilize the limited funds available for highway improvements. Increased emphasis is being placed on replacing deficient bridges.

*PROPOSED ACTIVITIES:*

- Maintain adequate surveillance over the operation of the highway system in such a manner as to anticipate possible deficiencies in that system, providing for the effective correction of such deficiencies with minimum expenditure of available resources, in a reasonable manner, and with emphasis on proper relative priorities.
- Continue to provide for adequately planned maintenance of the highway plant.
- Continue to give greater emphasis to the replacement of deficient bridges and the highways before constructing new highways.
- Provide for reconstruction of appropriate highways, when necessary, to assure safe and economical transportation throughout the State.
- Orient future construction to the major arterial system, shifting emphasis in major construction activity from Interstate to primary highways.
- Protect and enhance the environment through programs based on the awareness and promotion of positive aesthetic, sociological and ecological factors relating to the proper operation of the highway system.
- Continue the State program by assisting in the operation, maintenance and construction of highways falling within the primary jurisdiction of towns within the State through various Town Aid Programs.
- Provide that all transportation development is consistent with land use programs in the area, and other Statewide goals and policies.

*Objective #2:*

Emphasize and enhance efforts to keep traveling safe.

*ACCOMPLISHMENTS:*

Increased public information programs have been initiated and significant safety legislation has been approved by the Maine Legislature. ASAP (Alcohol Safety Action Program) is addressing the problem of drinking drivers in Cumberland and York Counties. The Maine Department of Transportation has initiated many TOPICS (Traffic Operation Program to Increase Capacity and Safety) projects to reduce accidents on various sections of urban highways. The Defensive Driving Program and providing Federal safety funds for local enforcement and other safety programs remain important activities.

The Department of Transportation has devised an Accident Location Reference System to identify and correct high accident locations on State highways.

The Department has also implemented new safety design features in guard rails and medians, and acted to remove many fixed objects from along highways.

The State Police, Motor Vehicle agency, and other State agencies continue to make significant contributions to highway safety.

#### *PROPOSED ACTIVITIES:*

- Expand selective traffic enforcement programs.
- Continue expansion of Alcohol Control Program.
- Promote methods to improve adjudication of traffic law violations.
- Improve driver license controls for all drivers and potential drivers.
- Increase public information and education efforts.
- Expand and improve driver training and retraining efforts.
- Continue efforts to improve potentially hazardous locations on the highway network.
- Increase efforts to achieve greater involvement of local government in safety activities.
- Continue to improve emergency medical services.

#### *Objective #3:*

Increase and up-grade the present public transportation system to enable Maine citizens to travel within the State, and out of State, with more ease.

#### *ACCOMPLISHMENTS:*

The local communities in the Portland area have acquired the local bus system, in order to assure its continued operation. Public financial assistance also has been provided to the bus operation in Lewiston-Auburn.

The Federal government has just passed the Urban Mass Transportation Assistance Act of 1974 which has significantly expanded the amount and type of Federal financial assistance for public transportation.

Federal funds are available for capital improvements for public transportation systems and for operating subsidies for systems operating within urbanized areas (the Greater Portland Area and Lewiston-Auburn Area).

A study of rural public transportation needs has been initiated by the Department of Transportation in cooperation with the Maine Department of Health and Welfare.

*PROPOSED ACTIVITIES:*

- Assist local communities in planning for effective bus systems and in acquiring funds for financial assistance.
- Implement the recommendations of the study of public transportation possibilities in rural areas.
- Implement the provisions of the Urban Mass Transportation Assistance Act of 1974 as appropriate.

**Goal III:**

Determine airport needs and priorities, and assure the safety, reliability and convenience of air service for all persons who use these facilities.

**SITUATION:**

Delta Air Lines is certificated by the CAB to provide trunk airline service to Portland, Bangor and Presque Isle.

Air New England has been certified by the CAB to provide local service, which is subsidy eligible, to Augusta, Waterville, Auburn-Lewiston, and Portland. This service is a result of the recently completed New England Service Investigation and is scheduled to begin in 1975.

Bar Harbor Airlines provides service to Quebec and commuter service from Bar Harbor, Presque Isle, Bangor and Portland and Downeast Airlines continues to provide commuter service from Rockland.

Air Canada has been authorized to provide service between the terminal points of Montreal, Quebec and Halifax, Nova Scotia and the intermediate points of Bangor and Portland. Service is expected to begin in 1975.

**Objective #1:**

Construct new airports or improve existing airport facilities to meet the needs of areas of the State that are requiring more air service.

*ACCOMPLISHMENTS:*

The last Legislature provided for a continuing program of airport improvements at various airports throughout the State. New airports have been authorized at Lincoln and Oxford and planning is underway at Rumford-Mexico.

A Statewide Airport Systems Plan is underway and a number of individual airport development plans have been completed. Also, an effort to examine the requirements for airport facilities in the Capitol Area has been initiated.

*PROPOSED ACTIVITIES:*

- Complete the Statewide airport systems plan, supplemented by individual airport development plans.
- Continue to support the development of multi-purpose, all-weather regional airports at Portland, Bangor and Presque Isle.
- Provide assistance to support increased development of Bangor International Airport and Portland International Jetport.
- Continue efforts to examine the requirements for airport facilities in the Capitol area.
- Expand and improve second and third-level airports throughout the State.
- Improve and upgrade navigational aids at existing airports.

*Objective #2:*

Emphasize and enhance increased, efficient air service.

*ACCOMPLISHMENTS:*

Steps have been taken to improve and increase air service. The International Arrivals Building at Bangor is under construction. The Civil Aeronautics Board is encouraging air cargo flag-stop service at Bangor. Maine-Canadian air service has been authorized.

*PROPOSED ACTIVITIES:*

- Continue to provide support and assistance to major airports in developing improved air service.

- Continue efforts to assure the interests of the citizens of the State of Maine are represented before regulatory agencies in regard to air service.
- Develop Maine-Canadian air service.
- Examine intrastate and other New England air service and develop service as appropriate.

### Objective #3:

Continue to ensure safety in all activities pertaining to air transportation.

### *ACCOMPLISHMENTS:*

The Department of Transportation is continuing an active role in aviation safety policies.

### *PROPOSED ACTIVITIES:*

- Continue to inspect all airports in the State.
- Inspect and certify all commercial airports beyond requirements for licensing.
- Upgrade the safety of existing airports.
- Continue to provide safety information through bulletins and speeches to aero clubs and service clubs.

### Goal IV:

Improve Maine's coastal and inland ports for business, transportation, and recreation purposes by making them more accessible and responsive to the demands on them.

### SITUATION:

The major problem in establishing healthy ports in Maine is the fact that healthy ports require large industry that will utilize their facilities. This results in the problem of deciding whether to develop ports to assist in the development of industry, or wait for the location of the industry and then construct the ports. Ideally both industrial development and port development will occur in an orderly, planned sequence.

Objective #1:

Develop and increase port activity in Maine by improving the port facilities and service that can be offered.

*ACCOMPLISHMENTS:*

The Canadian National Railway Property adjacent to the Maine State Pier at Portland has been acquired. Steps have been taken to develop a cargo pier with roll-on, roll-off and container handling capability at this location.

Cargo handling equipment has been provided at the Maine State Pier through New England Regional Commission funds.

A feasibility study has been completed at Searsport.

*PROPOSED ACTIVITIES:*

- Continue development efforts at the Maine State Pier Area.
- Promote feeder service for containers or roll-on, roll-off cargo from Nova Scotia or New York to Maine ports.
- Develop in concert with private service, improvements at the Port of Searsport.

Objective #2:

Increase the use of Maine's coastal ports for pleasure and transportation purposes.

*ACCOMPLISHMENTS:*

The Department operates the Maine State Ferry Service providing service to the Penobscot Bay Islands of Vinalhaven, North Haven, Islesboro, Swans Island and Long Island. Terminal facilities are maintained on the islands and at Rockland, Lincolnville, and Bass Harbor. Pier facilities are also owned and maintained in Casco Bay.

*PROPOSED ACTIVITIES:*

- Continue to maintain and operate existing State ferry facilities and services.
- Continue to cooperate with private industry to promote and develop other water transportation services and facilities.

**Goal V:**

Foster a viable rail system consistent with the needs of the State of Maine for rail transportation.

**SITUATION:**

Rail service in the State of Maine is limited to freight service with the exception of extremely limited passenger service offered by CPR across northern Maine. Profits are marginal and as a result efforts have been made to discontinue the least used lines and these efforts are expected to continue.

The U.S.R.A. is developing a systems plan for the bankrupt railroads in the northeast in accordance with the Regional Rail Reorganization Act of 1973 which is expected to be developed in 1975. Also, the AMTRAK Improvement Act of 1974 requires that the Secretary of Transportation give priority consideration to extension of rail passenger service to those states not currently receiving AMTRAK service.

**Objective #1:**

Develop a Statewide rail service plan.

**ACCOMPLISHMENTS:**

The New England Regional Commission has provided financial assistance to the Department for the development of a Statewide rail service plan.

**PROPOSED ACTIVITIES:**

- Complete the development of a Statewide rail service plan.

**Objective #2:**

In cooperation with Federal agencies and local interest groups encourage and assist in the development of service responsive rail freight service.

**ACCOMPLISHMENTS:**

Assistance has been provided to railroads and shippers to encourage and assist in developing freight service by rail.



*PROPOSED ACTIVITIES:*

- Continue to provide assistance to railroads, where possible, to encourage and assist in developing adequate freight traffic so that rail service will be continued.

*Objective #3:*

Encourage and where appropriate assist in the development of rail passenger service in cooperation with AMTRAK.

*ACCOMPLISHMENTS:*

Efforts have been made to promote rail passenger service and car-train service to Maine with AMTRAK and the U.S. Department of Transportation. Since passage of the AMTRAK Improvement Act of 1974, contact has been made with AMTRAK and the U.S.D.O.T. promoting service to Bangor from Boston and offering to assist in developing this service.

*PROPOSED ACTIVITIES:*

- Continue to work with AMTRAK in developing the return of rail passenger service in Maine.





## TOWARD A STATE LAND USE POLICY

### Maine State Planning Office

#### Elements of a State Land Use Policy

In formulating an acceptable policy for the State of Maine on land use management and programs, we should begin by asking ourselves what State actions to improve and regulate land use would be acceptable in light of the current attitudes and behavior of Maine people. Do enough Maine people really want improved land use management when such programs will involve expert instead of individual judgement? And, when such programs will mean the substitution of collective goals in place of individual judgements? Above all, will the people of Maine begin to consider land as a community resource rather than a private commodity?

Most residents of Maine have exhibited a low tolerance for bureaucracy and centralized regulations, whether in large-scale government programs or other large-scale activities such as the State University system. In light of the fact that over four hundred units of local government in Maine still lack effective land use management controls at the local level, they also seem to resist collective action at the local level. Nevertheless, the people of Maine through action of the last two sessions of the Maine Legislature have authorized three major pieces of State level land use regulation: The Site Selection Act, Mandatory Zoning and Subdivision Control for Shoreline Areas, and the extension of planning, zoning and subdivision controls to all the wild-lands of Maine through the Maine Land Use Regulation Commission. Although it is difficult to speculate on future attitudes, it seems safe to assume that if some of our present bureaucratic structures would become less bureaucratic and less centralized, the people of Maine would be more willing to accept certain kinds of central planning and collective judgements on the control of specific areas and projects in this State.

An acceptable State policy and program for land use control should be decentralized and as simple and direct as possible so that it will be easier for Maine people to adjust both their attitudes and behavior to these new conditions. But if bureaucratic structures become more intrusive in their everyday lives, if there are more restrictions and more delays in getting things done, Maine citizens will probably have a negative reaction by rejecting such controls and try to hold on more tightly to what they believe are their last few remaining areas of privacy and individual freedom. They obviously prefer to keep local government decisions close to themselves and will oppose distant sanctions or centralized coercion.

Although the increased State concern with the consequences of development is urgently needed, it is vitally important to channel this concern into areas where it will be effective in dealing with important problems without unnecessarily increasing the cost or time in the land development process. A time-consuming and inefficient procedure requiring the approval of many State or Federal agencies for land use decisions of minor importance could have serious social and political consequences.

For this reason it is important to recognize that a great number of the land use decisions that should be made by Maine local governments have no major effect on State, regional or national interests. Furthermore, most of these decisions can be made intelligently only by people familiar with the local social, environmental and economic conditions. The decision on the use of a small parcel of land located at the corner of Main and Elm Streets in Waterville can only be made intelligently in Waterville, not in Augusta or in Washington.

The first task is to balance the need for expanded State participation in the control of land use with the objective of limiting this participation to those land use decisions which involve only State or regional interests while retaining local control over the smaller, community issues of only local concern. The problem of defining State interests and local interests is not an easy one, but it has been done in the Site Selection Act, the Mandatory Shoreline Zoning and Subdivision Act and the extension of the jurisdiction and powers of the Maine Land Use Regulation Commission. These legislative acts authorize the State to control certain large-scale developments, to manage a critical area and to protect an uncontrolled area.

The first major element in a State land use policy, on the basis of recent experience, is that the State government should take the responsibility for identifying areas of critical concern and to regulate those areas in the public interest. To identify such areas, the State may establish four guidelines for the selection of such areas:

First, the State may designate portions of the State which because of their natural resources characteristics or other considerations become areas of statewide concern. The shoreline areas of the Mandatory Zoning and Subdivision Act of 1971, Wetlands, an area surrounding a major highway interchange and approaches to major airports are examples of areas of State concern.

Second, some types of development may have only local impact if undertaken on a small scale, but may be of State or regional significance when undertaken on a large scale. This applies to commercial, residential and industrial development of large size as specified in the Site Selection Act.

Third, some types of development by their very nature and impact almost invariably become matters of State or regional concern. This would include major airports, public utility transmission lines, power plants and major highways.

Fourth, areas that cannot be supervised or controlled by local governments or other regulatory authorities must become the responsibility of the State. The planning, zoning and subdivision controls over the unorganized and deorganized areas of the State by the Maine Land Use Regulation Commission is an example of this type of situation. This may also include areas where local governments refuse or are unable to act over a certain period of time in the organized areas.

The second major element in the State Land Use Policy is the need to formulate and implement policy and programs for the urban areas and local communities of Maine.

An essential element of this policy is that areawide, regional planning serves as a framework for local government activities. The manageable aspect of our environment and economy now come in regional packages. Furthermore, in a State as large and diverse as Maine, regional planning agencies are better able to respond to sectional peculiarities necessary for the development, acceptance and implementation of water and land use plans.

This regional approach was made official by order of Governor Curtis on January 26, 1972, when he issued an Executive Order establishing a system of official planning and development districts for the entire State. The eight major drainage basins in Maine served as the framework for the designation of these districts. Effective land and water use planning was the major criteria used in delineating the boundaries of these districts; they are large in size but small in number so that they can deal with and coordinate the many issues and relationships involved in proper land management.

The success of the river basin approach, while not utilized extensively in this nation, is apparent in many European situations such as the Ruhr Valley. It has the ecologically sensitive total land use view of a drainage system in that it allows for a comprehensive approach to environmental degradation from all sources rather than the usual approach of a site-by-site abatement program.

The estuaries of our State, where the complicated interactions between fresh and salt water occur, are prime examples where the regional implications - defined as watershed areas - are especially noticeable. If the estuaries of Maine are to be re-established and maintained as something more than open sewers, effective planning and programs must provide for the management of entire watersheds.

Environmental, economic, social and political problems are so inter-related in the design and implementation of land use controls that we must integrate the functional with the geographic and administrative aspects of government on a consistent area basis. The proliferation of land development review and approval bodies at the local government level will increase both construction and government costs. The long run objective of a well-planned, livable environment requires that planning and project review be carried out on a regional basis.

We must, in the future, avoid the growth and multiplication of a great number of conflicting and overlapping special agencies, boards or commissions to handle in isolation one problem after another and in the end seriously diminish our capacity to deal with complete ecosystems in a coordinated, comprehensive and continuing manner.

This policy should also clearly define the local decisions that will be left to local communities based on information developed in consultation and cooperation with communities in Maine. The State may explore the option of developing a temporary system of land controls for these communities not ready or willing to exercise such controls until such time as local controls are enacted or brought up to State standards.

Technical assistance and financial support to the regions and local units must be expanded to have a workable program. Much of this additional support may become available from the State level land use bills introduced to both Houses of the 92nd Congress in 1971. All bills would place responsibility for implementation on the states with provision for delegation of some responsibilities to regional agencies and local governments. There are also explicit or implied requirements in all bills for methods for inventorying, designating and exercising State control over critical areas.

It should be the policy of the State government to take direct, remedial action when local government and private landowners are powerless or reluctant to act in the interests of land management. So that there be consistent policy and direction, the State should provide guidance, authority when needed, and financial assistance to help overcome local deficiencies and disparities.

The third major element is the need to establish clear and coordinated policy, performance standards and criteria at the State level for the guidance of State, Federal and local governments and private developers for effective implementation and coordinated land use planning and control.

The State of Maine may want to consider its own version of the landmark National Environmental Policy Act of 1969 to provide a general declaration of land use control and environmental policy and establish general criteria now scattered and fragmented among many State agencies, and add the definition of critical areas described in the first element of land use policy.

The development of more sophisticated impact statements at the State level can serve to assemble all relevant technical information, discover potentially irreversible effects, help evaluate planning alternatives and define public concerns. It is an extremely valuable evaluation tool and, if used in conjunction with overall land and water use planning, individual projects could be implemented with more complete knowledge of their long-term effects.

The only analysis that existed before the advent of Environmental Impact Statements was the practice of assessing dollar values as the sole basis of weighing or justifying all elements in a complex situation, the cost-benefit analysis. The limitations of this approach are now widely recognized in that they attempt to force all elements of a resource situation into a dollar framework. Such calculations have been generally used to justify a choice made rather than to determine which choice is best.

It is desirable for the State to coordinate and integrate much of the major existing laws, add new policy and criteria to provide in one law and policy the guidelines for State and local agencies. Such law and policy would require all State and local agencies to conform to the policy and standards to effectively head all agencies in the same direction and to unify Federal, State and local policy on land use. Each regional agency could also determine more specifically refined standards, based upon minimum requirements and guidelines prepared at the State level for application within that particular region.

The forth major element is a method of review and coordination of land acquisition plans and proposals for all State agencies. The Bureau of Public Lands in the new Department of Conservation has been assigned this clearinghouse and coordination responsibility by Executive Order issued May 7, 1974. The Bureau will:

1. Establish a comprehensive and concise inventory of real property in the ownership, custody, or control of all the various agencies of the State of Maine, and procedures for its easy access and regular updating.
2. Establish a procedure for regular review by the Bureau of proposed purchases, transfers, and sales of real property by all of the various agencies of the State, in order to minimize costly duplication in the acquisition or use of real property; to avoid inconsistent policies in the purchase, management or sale of real property by different agencies; and to coordinate the sound management and efficient use of real property by different agencies.
3. Establish a standard policy and procedure for the retention, use, or disposal of surplus or un-used lands by agencies of the State, including procedures whereby the Bureau may be the repository for management and custody of lands declared surplus or un-used by other agencies of the State.

In addition, the Project Notification and Review System (A-95) provides a clearinghouse function for the State Planning Office to review all applications for Federal Grants-in-Aid. State projects are also subject to Regional Clearinghouse review by the State's 11 Regional Planning Commissions, which also have the Federal A-95 review authority.

The fifth element in a State land use policy is to encourage the use of taxation at both the State and local level to reinforce and support land management goals and objectives. In general, this means that the State and local tax system should support the highest and best use of land as defined in State policy, laws, standards and criteria. In 1965, for example, the Hawaii legislature applied a tax deferral technique by allowing tax exemptions on land in their urban zones dedicated for open space, public recreation and landscaping. The negative effect of the property tax on land use and development in all communities is well known.

Governor Curtis, in a major tax reform proposal to the regular session of the 106th Maine Legislature, proposed using a State surplus to relieve the existing burden of the local property tax by using the surplus to reduce the cost of education for local communities. This proposal was accepted by the 106th Legislature and LD 1994: "An Act Equalizing the Financial Support of School Units" was passed in June 1973.

It is the intent of this legislation to reduce the burden of education program costs in public schools borne by the property tax to 40% and provide 60% of the total cost of education from State tax sources. The impact of high property taxes on local land use decisions will be relieved and this action will point the State in the direction of placing more reliance on Statewide general taxes, and work toward ending tax disparities among local governments in Maine.



The sixth element in a State land use policy is that of providing up-to-date institutions and organizations to effectively plan and control water and land use in the State. The State Planning Office has in the last three years been developing a state planning and management system which attempts to provide for the participation of those affected for continuous planning so that plans may be revised and updated and for coordination so that all components are properly related at four levels of planning -- federal, state, regional and local.

This system includes the following four major components:

1. State Government Reorganization
2. Official Planning and Development Districts
3. A State Comprehensive Policies Plan
4. A State Information System

None of the four components are completely developed. Early in March 1972, the first Special Session of the 105th Maine Legislature approved 10 out of 13 proposals for new departments. Although the establishment of ten new major departments is a significant and unprecedented accomplishment, it did not deal effectively with the major environmental and natural resource functions of the State.

The continued fragmentation of functions and scattering of responsibilities in these areas make it difficult -- if not impossible -- for the Chief Elected Official of this State and the Legislature to develop a comprehensive strategy and launch a coordinated attack on the complex problems in these vital functions of State responsibility.

Many agencies in these areas will continue to represent narrow, parochial interests. One agency may easily duplicate the work of another or all may work at cross purposes. The Governor will continue to devote a substantial part of his valuable time to resolving conflicts and dealing with details that these department heads could handle themselves, if the Executive Branch were better organized.

In constructing a model for such institutions and organizations, we must avoid giving overall land and water use planning to agencies with a narrow mission or built-in bias. We should also learn from the experiences of Federal agencies with this problem. The following statement by Charles R. Goldman, Director of Environmental Studies, University of California, summarizes the views of most qualified observers on this issue.

"Since the two major federal agencies responsible for planning water developments are also responsible for construction (Corps of Engineers and the Bureau of Reclamation), it is unreasonable to expect them as a general practice to consider alternatives which would mean non-development. Further, it is unlikely that their plans necessarily reflect a wide range of interests. At the same time, despite current enthusiasm, the environmental interests are still not really well enough organized nor well enough financed to undertake their own studies of large water projects."

"It is uncertain whether new governmental agencies such as the Environmental Protection Agency and the Water Resources Council can effectively represent the range of environmental interests. There can be no doubt that governmental agencies at all levels are earnestly attempting to accommodate environmental interests in their planning." Fox<sup>(1)</sup> believes that this "in house" process of developing a consensus might leave the more committed environmental groups embittered and the decision-making process at a stalemate.

He concludes that the Federal Government should have a separate environmental Resource Planning Agency which would actually take the lead in developing regional environmental resource plans... " In such an organization it would be wise to include such resource agencies as the Bureau of Reclamation and the Corps of Engineers. Finally, it would be unwise for such an agency to possess any regulatory responsibility."

Comprehensive, overall planning for state water and land use should not, therefore, be located in a promotional, construction or regulatory agency.

Both water and land use planning and policy are essential as a guide for long-term regulatory activities. This was pointed out in a recent comprehensive report on innovative land use laws and programs of several states for the Council on Environmental Quality. In this report, "The Quiet Revolution in Land Use Control" by Bosselman and Collies, the following paragraph completed their analysis of Maine's Site Location Laws:

"In the long run the Site Location Law may be seen as more of a stop-gap remedy than a permanent solution. The absence of any overall state planning process that provides a rational basis for regulation, and the reliance on clearly inadequate criteria for decision-making, must eventually weaken the program's effectiveness. The major question for the future is whether the State can expand the Site Location Law into a more comprehensive land regulatory system that leaves the local issues to local governments but deals with major development proposals in the framework of a broader conception of state planning than the current law contains."

In a broader sense, the need for a state land use policy also grows out of an increasing awareness of the many inter-related issues, activities and problems that confront this State. No doubt that other concerns in addition to the elements listed here should be included as we proceed to provide a framework within which urban and rural development and the quality of our environment can be assessed. To provide proper perspective a state land use policy is not just a natural resource policy, it must also be concerned with the problems of economic growth, the provision of public services and regulation at all levels of government, the allocation of public resources and the very structure of our federal system of government.

Historically, the control of land has been a local function in our federal system of government, but in recent years local units have been unable to deal with large-scale projects or handle involved proposals which require expertise more likely to be available at the State levels.

(1) Professor Irving K. Fox, University of British Columbia

All the legislative proposals being considered by Congress recognize this trend. It now seems that there will be some form of Federal land use bill and the responsibility for implementation will be on the states. State governments will be called upon to assume new responsibilities in land use management. Because of these developments, Maine must be prepared to use this opportunity and accept responsibilities for the management of its water and land resources.



Cover Design: Phoebe McGuire