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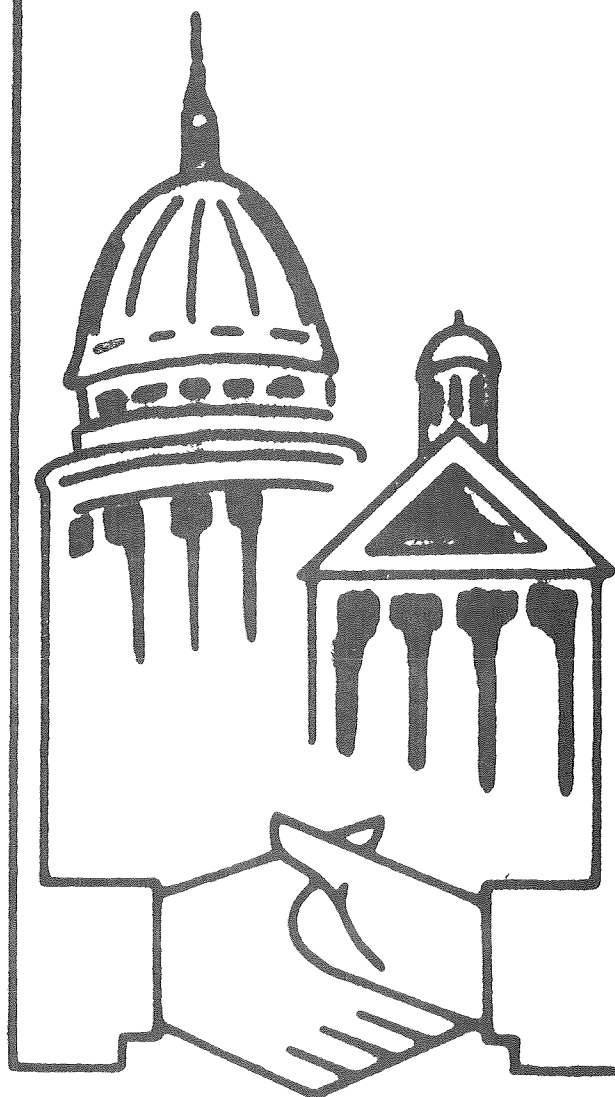
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STATE AND LOCAL RELATIONS
Maine

State & Local Relations

The Challenges of the Eighties

Proceedings and Conclusions of the
Blaine House Conference on
State and Local Relations
May 10 and 11, 1982



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July 27, 1982

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PROCEEDINGS AND CONCLUSIONS OF THE
BLAINE HOUSE CONFERENCE ON STATE & LOCAL RELATIONS

May 10 and 11, 1982

Prepared for the Steering Committee

by the

State Planning Office

Executive Department

July 27, 1982

STATE OF MAINE
DEPARTMENT OF TRANSPORTATION
TRANSPORTATION BUILDING

STATE HOUSE STATION 16

AUGUSTA, MAINE

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GEORGE N. CAMPBELL, JR.
Commissioner

Dear Governor Brennan:

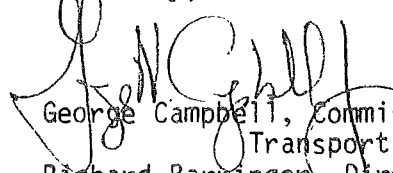
The Steering Committee for the Blaine House Conference on State & Local Relations is pleased to transmit to you a summary of the Conference proceedings, together with our conclusions.

The focus of the Blaine House Conference was on far-reaching changes in our state and local relationships: in specific programs; in the allocation of responsibilities and resources; in the way that state, substate, and local governments are organized; and in the way such levels relate to one another. The Conference was organized in a manner which gave equal importance to information and interaction, using both formal presentations and workshops to achieve our purposes.

The Steering Committee has reviewed the numerous suggestions and recommendations presented by Conference participants. A summary of their comments is contained in this document. Based on our review, the Steering Committee presents conclusions in the three major areas of government finance, government organization, and intergovernmental relations.

We wish to thank you for providing the stimulus for this Conference. For the first time in memory, state, substate, and local officials met together in a cooperative atmosphere to discuss the future of Maine government. We know you share our enthusiasm for this auspicious beginning, and our hope for continuing the process you have begun.

Sincerely,



George Campbell, Commissioner of
Transportation and Chairman
Richard Barringer, Director, State Planning
Office

Dana Connors, City Manager, Presque Isle
Paul Dionne, Mayor, Lewiston
Robert Garland, First Selectman, Anson
Allen Pease, University of Southern Maine
Partnership Program
Pamela Plumb, Mayor, Portland
Earle Stevens, City Manager, Ellsworth
Henry Warren, Commissioner, Department of
Environmental Protection

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I. INTRODUCTION

Governor Joseph Brennan convened the Blaine House Conference on State & Local Relations on May 10 and 11, 1982.

The agenda was designed to inform participants of the overall facts and conditions facing Maine state and local governments at this time; to explore available options and evaluate which are feasible and desirable, and to suggest future directions for all levels of Maine government.

This report contains the conclusions of the Steering Committee, based on the Conference proceedings, in three major areas of concern: government finance, government organization, and intergovernmental relations. The remainder of the document presents a summary of Conference proceedings, and an overview of the Conference format and participants.

The Conference agenda was developed from an issue paper of background information, trends, and key issues facing Maine local, substate, and state governments. Much of the Conference format and dialogue was based on the background paper. The reader may find it helpful for added insight to refer to this paper. Copies are available from the Maine State Planning Office, 184 State Street, Augusta, ME 04333.

II. SUMMARY OF MAJOR ISSUES AND CONCLUSIONS

In an important way, the Blaine House Conference on State & Local Relations marked a new beginning. For the first time in recent years, state, regional, and local officials met together to discuss the future of Maine government. They put aside their differences and recognized that the problems facing us today are common problems that will demand the best of our collective knowledge to solve. Finally, and perhaps foremost, government leaders recognized that we have the same clientele. If we are best to serve the diverse needs of this state's citizenry, cooperation and coordination among levels of government will be needed.

A. GOVERNMENT FINANCE AND LOCAL DEPENDENCE ON THE PROPERTY TAX

The regressiveness of the local property tax was a common complaint of both local and county government officials at the Conference; relieving local dependence on it was consistently advocated.

The background paper describes the current status of the local property tax in detail. Maine has done quite well during the past 17 years in relieving pressure on the property tax. Grievances against it are: the extraordinary dependence on it for locally generated revenues; the inequities caused by unequal appraisal practices; the wide disparity in tax bases from one community to another; and the pressure to increase property tax rates to offset cutbacks in state and federal transfer funds.

Both state and local governments have received significant federal assistance in the past. Reductions in federal funding will force new

priorities. It is certain that state and local governments will be asked to do more with less. We must, therefore, look for ways to strengthen and diversify our state and local revenue sources, and to decrease reliance on the property tax.

CONCLUSION 1. Local revenue sources need diversification, possibly through new local option taxes.

- o The creation of new local-option taxes such as rooms and meals, sales, income or earnings needs to be examined.

CONCLUSION 2. State revenues which are distributed to local governments need to be increased.

- o Options which should be examined include an added 1¢ to the sales tax to be distributed to local governments, and an increase in the state revenue sharing formula.
- o The existing State categorical formulae need to be examined. Examples include the education formula, which needs to be simplified and changed to ensure total dispersal of available funds; and the general assistance formula, which needs to be examined with a view toward increasing the State share.

CONCLUSION 3. Local property tax capabilities need to be improved.

- o A solution to the current problem of tax-exempt property must be sought.
- o The current annual collection of property taxes by local government needs to be changed to semiannual or quarterly collections.
- o Property tax assessments need to be equalized.

- o Excessive property taxes need to be addressed through the expansion of the circuit breaker system, or the development of a similar solution.
- o Tax-base sharing should be promoted.

CONCLUSION 4. The overall state tax system needs to be examined and inter-related with local tax capacity.

- o A long range tax plan which addresses the needs of both state and local governments needs to be developed.
- o The current tax system needs to be examined, to ensure it is efficient and equitable.

CONCLUSION 5. Our long term infrastructure requirements, and how we finance them, need to be addressed in a manner which assists both state and local governments.

- o The need for replacement of existing infrastructure and for construction of new infrastructure needs to be comprehensively assessed.
- o A method of longterm planning for the capital costs of our future infrastructure requirements needs to be developed.

CONCLUSION 6. New State mandates need to be accompanied with adequate funding or technical assistance to assure local compliance.

B. GOVERNMENT ORGANIZATION

The way we organize ourselves has much to do with how effectively and to what extent we deliver programs and services to the public. The central question is, to what extent do we need the present structure of

local, county, and state government. Conference participants primarily focused on county government. There was general agreement that a substate system is useful, and that change in the current county government structure is necessary. However, there was no clear consensus on how this reorganization should occur, or what form it may best take.

Conference participants identified the need for regional delivery of services in a number of areas. These included certain environmental programs, community and economic development programs, and social service programs. The current system of regional organizations or interlocal agreements was not perceived as providing sufficient incentive for local governments to use it.

Finally, we are all being asked to perform the same functions or even more functions with far fewer dollars. It is important that we use our scarce resources in the most efficient and effective manner.

CONCLUSION 7. The issue of reorganizing county government needs to be resolved.

- o County roles, their funding, and boundaries need to be examined in relation to other substate organizations, to promote the efficient delivery of services.

CONCLUSION 8. A regional approach to the delivery of certain government services must be encouraged by the State.

- o The current statute authorizing interlocal agreement needs simplification to facilitate its use among municipalities.
- o Incentives for interlocal or regional approaches, and for local efficiency and greater productivity need to be developed.

C. INTERGOVERNMENTAL RELATIONS AND COMMUNICATION

Crucial decisions on fiscal matters and program priorities confront Maine government in the 'eighties. The next several years will require close partnership to work through the myriad of issues with understanding of one another's capabilities and needs, and with an ear for the needs of the citizens whose wellbeing is involved.

The Conference initiated a dialogue among government officials. The continuation of this dialogue was a common concern. Improving and formalizing intergovernmental communication was suggested in many forms. While the importance of increased and improved communications was advocated, local officials in particular wanted to be involved in the deliberations concerning the planning and initiation of government reform, and not to be in a reactive position.

CONCLUSION 9. Intergovernmental communication needs to be improved and formalized.

- o The Governor's Municipal Advisory Council needs to have a strong role in influencing state policies that affect local government.
- o The existing state Commission on Intergovernmental Relations needs to be restructured with an independent staff, adequate funds, and more representative membership, in order to fulfill its statutory responsibilities of examining and recommending changes in government responsibilities and finance on an ongoing basis.

- o Understanding among state and local officials needs to be improved, possibly through educational workshops and an experimental job sharing program.
- o The University of Maine needs to play a greater role in education and training, as well as in the problem solving process that is directed toward better Maine government.

D. GOVERNMENT FUNCTIONAL RESPONSIBILITIES

In addition to the conclusions presented above, Conference participants identified many specific solutions or strategies for improving government responsibilities in six broad program areas. The six areas are transportation, education, income maintenance, environmental programs, housing, community and economic development, and law enforcement and corrections.

The results of the programmatic workshops are described in the second part of this report. Because the options identified in these program areas are so numerous and specific, the Steering Committee refers the reader to this discussion for greater detail.

CONCLUSION 10. The functional responsibilities of the several levels of Maine government need to be better defined; and the delivery of public services, to be improved.

- o The specific solutions or strategies proposed by workshop participants in the six program areas need to be examined and implemented where found desirable.

III. SUMMARY OF CONFERENCE PROCEEDINGS

A. CONFERENCE FORMAT AND PARTICIPANTS

Over 200 people responded to the opportunity to improve state and local relations. Conference attendees spent two days in Augusta listening to national, state, regional, and local spokespersons and participating in two series of intense and demanding workshops.

Of the participants, 44% represented local government, 19% state government, and 11% regional organizations. The remaining 26% were members of the Legislature, from the University system, representatives of state organizations, or interested individuals. Over half were elected or appointed government officials.

The agenda provided equal opportunity for participants to educate and express themselves. An issue paper prepared as background material for the Conference was distributed to all participants. The paper presented detailed information, highlighted trends, and raised key issues facing Maine local, substate, and state governments.

Half of each day was reserved for formal presentations by respected individuals who were asked to share their knowledge and ideas in their areas of expertise. The remainder of each day was devoted to workshops designed to elicit ideas and recommendations from conference participants on major issues facing state and local government.

The first day workshops addressed specific programmatic challenges, with participants concentrating on the areas of transportation, housing, economic and community development, criminal justice, environmental

protection, income maintenance, and education. The second day workshops identified options for improving state and local relations, for financing government, for improving intergovernmental interaction, and for restructuring substate government.

B. SUMMARY OF PLENARY SESSIONS

Featured speakers addressed the current national situation regarding intergovernmental relations, the Maine situation, the current fiscal challenge, and presented options for change.

Syndicated journalist Neil Peirce described the national scene and the onset of events which have led to the "New Federalism". Mr. Peirce stated, "A liberal, humanitarian impulse prompted us to centralize many programs in recent years. Now we are reaping the benefits of that, but also a whirlwind of negative popular reaction to centralism, which does not sit well with Americans." The challenge for us now, according to Mr. Peirce, is to bring services down to a human scale, where problems can be acted on in a context of genuine choice in town and city.

John Menario, President of Governmental Services, Inc., presented the challenge for Maine. Mr. Menario described the current reliance of state and local government on federal funds. Local governments will be hardest hit by any major adjustments in the transfer of federal dollars. Noting that State government holds all of the elastic revenue sources, Mr. Menario proposed that one percent be added to the sales tax, half of the money to go into the revenue sharing formula, the other half to be returned to the local government from which it was raised. Mr. Menario

also proposed that county government be examined closely, and its responsibilities possibly assumed by the State.

The Honorable Judith Kany, Maine House of Representatives, presented a proposal to create a state Department of Community and Economic Development. Ms. Kany suggested that a stronger relationship between State and local government is in order. Looking at Maine State government, Ms. Kany identified the consolidation of current housing, community development, and economic development functions as a step towards this goal.

The final keynote speaker, Dr. David Walker of the Advisory Commission on Intergovernmental Relations, traced the history of intergovernmental relations in this country. Dr. Walker described state-local relations in Maine as superior when compared to other States. Nationally, state aid to local government increased 3.2 times between 1960 and 1978; in Maine it increased 26-fold. Maine was one of 28 states to institute property tax relief, and Maine ranked second in the nation in terms of the level of authority and discretion granted local governments. The only negative indicator is that Maine has the highest proportion of local taxes raised from property taxes.

Dr. Walker suggested several options to pursue: diversifying local revenue, resolving the issue of county government, and addressing our infrastructure needs. Finally, he called on Maine to be more aggressive. Maine has a deep and abiding concern over the proper federal role, and should make this opinion known. A final suggestion from Dr. Walker was to create an institution that brings State, both executive and

legislative branches, and local government, including counties, special districts, and school districts, into a permanent dialogue.

A panel discussion presented the perspectives of State and local governments on the current fiscal challenge. Representatives of three communities, of county government, and of State government commented on the problems from their point of view and offered solutions.

Panelists representing local government believed that they are approaching financial difficulties. Changing the current local revenue structure to achieve less reliance on the property tax was a common recommendation. The property tax is considered regressive; it has not kept up with the costs of services; and different kinds of problems confront communities due to the variation in their tax bases. Options presented for consideration include expanded local tax authority, increased state categorical aid, or increased revenue sharing. Other options which would help localities meet their responsibilities within their financial means are increased use of direct service fees, greater education to what one's tax dollar buys, and consolidation of municipal services. The manner by which property taxes are collected--- annual, one lump sum --- is thought to be a burden on the taxpayer, and may further the perception that property taxes are excessive.

The present system of county government and of using property taxes to finance it is considered a problem. The reorganization of county government was proposed. Specific problems with the existing county government system included the removal of the court administrative function from counties, but not the costs for the function. This has placed an undue fiscal burden on county governments. An option offered

for consideration is paying for court services with income and sales and use taxes. Dissension between rural and urban communities over police protection was also cited as a problem. Generally, it was proposed that counties could work more closely with municipalities to consolidate services and eliminate duplication.

Fiscal challenges facing the State include our relatively low per capita income and high tax effort. In other words, the State tax effort is high compared to tax capacity. While the state holds the more elastic revenue sources--- the income tax, sales tax, and federal transfers --- these revenues are threatened by proposals to limit tax growth through indexing and reductions in federal funding.

Finally, the state faces some substantial liabilities of unknown size, specifically the costs of depreciation and replacement of our infrastructure, and the unfunded pension liability.

C. SUMMARY OF PROGRAMMATIC WORKSHOPS

The six workshops held on the first day of the Conference were in the following program areas : transportation, education, environmental programs, law enforcement and corrections, income maintenance, and housing, community and economic development. The workshop format involved presenting participants with a set of issue questions related to each program area. Workshop participants were asked to brainstorm in small groups and to propose strategies, solutions, or ideas which address the issue. Each suggestion was recorded. The workshop groups then discussed the solutions and selected the most realistic and desirable.

A survey which compiled the most desirable solutions from each workshop was developed. The survey was distributed on the second day to the full Conference. The results of the survey are incorporated in the following narrative.

1. Transportation

There is a general consensus among Conference participants that transportation services are a vital need and a legitimate responsibility of government. Several recommendations are proposed to assure necessary transportation services.

First, a major problem confronting state and local government, and uppermost in the minds of those who attended the Conference, is the financing of our infrastructure improvements. The current scarcity of resources is manifested in the area of transportation. Conference participants believe that new revenues should first come from user fees--- gas tax, trucking fees, and assessments on developers were cited as examples. Continued federal funding for transportation is also supported.

Second, there is a need for greater local-state partnership. Local governments should participate from the beginning in assessing the needs of our transportation network, understanding the details of each region's situation, and cooperatively earmarking the priorities for investment with the State Department of Transportation and other agencies. Local officials feel there is no need to try to duplicate on the local level the State's present expertise in engineering, design, and purchasing. Rather, a strong partnership should include that sharing of knowledge. A

formal technical assistance program to be developed by the Maine Department of Transportation is supported.

Transportation is a shared responsibility between state and local government, therefore local government should share in any newly generated tax revenue. However, the State should have the responsibility of setting standards for the transportation network, whether air, highway, port development, or mass transit. State government should work with local officials to define these standards, to achieve equity, to develop coordinated systems, and to eliminate duplication.

Finally, there is a need to educate people to the complexities and the demands on local and financial resources of providing transportation services. Over 60% of the participants believe that government's first priority should be the maintenance of existing facilities. Many conclude that private sector participation in funding new facilities will be called for in the future.

2. Education

Shifting the burden from the property tax to other forms of taxation is suggested as a better method to fund education. Conference participants believe this to be the highest priority for action. Another idea is to simplify the funding formula legislation so that it is understandable to school boards, the public, and so forth. The needs of special populations should be put in priority order and funded through State, and not local resources. Funds should be targeted for curriculum development in all program areas. Creative approaches to student educational funding and better alternatives for funding the special needs

programs, such as the handicapped and special children, should be developed.

Suggestions for improving the provision of educational services include the passage of permissive legislation to allow local flexibility in setting school policy and funding, such as school board budget autonomy, merged school board/town council responsibilities, or expanded use of the referendum. State regulatory and constitutional mandates need to be reconciled with issues of local control. Nearly half of the participants believe a more consistent, ongoing relationship is needed among local government entities having responsibility for school policies, programs, and budgets--- such as school boards and local councils.

Finally, in order to ensure quality in our educational system, a special committee which includes local and state participation should be formed to study the quality of education needs for the next ten years. Again, about half of the participants support this solution. The charge to the special committee should include defining the role of the schools in economic development, strengthening secondary and post-secondary voc-tech programs, nurturing the quality of teachers, and encouraging a holistic approach to education.

3. Environmental Programs

Conference participants consider the construction of waste treatment and disposal systems as more often the responsibility of State rather than local government. The development of long-range funding for

rehabilitation of existing sewage treatment facilities is considered a top priority by Conference participants. Currently, this funding is not available, either from the State or the federal government. The construction and rehabilitation costs of sewage treatment facilities should be borne by the State and federal government; and the replacement and operational costs of these facilities should be borne by the user.

Nearly one half of the Conference participants believe that the State should be more active in promoting and funding regional solutions to solid waste problems. Enhancing the funding mechanisms that are currently available, adding additional technical assistance, and providing clearer direction and guidance are suggested as ways State government can promote regional solutions. Because it may not be in their own interest, local governments will not take advantage of regional solutions unless there is some incentive to do so. A major public recycling education program and funds for construction will also encourage recycling and regional solutions.

Conference participants identified three ways to determine State priorities for funding. Priorities to be considered in rank order are: 1) Those cases involving direct threat to public health and environmental safety; (2) Those cases involving long-term impact (Local governments should address short-term impact problems); and(3) Those cases where the local capacity to deal with the problem does not exist.

Half of the participants believe that in any conflict between State government and local government, there should be a negotiated solution with regard to environmental regulation. A significant number of Conference participants support the elimination of complications in the regulatory system, especially in the legal procedures.

A greater role for local government in land use regulatory decisions is proposed. Options to increase local involvement include local or regional enforcement. A code enforcement officer or a code enforcement agency, either hired by the State or on local government initiative, would deal with enforcement of regulations and policies. Another alternative is an environmental ombudsperson who could mediate and perhaps arbitrate these problems.

Finally, there should be more locally initiated solutions to environmental problems. The State role should be previously defined, and priorities and guidelines should be established which will govern the State's response to an environmental issue.

4. Law Enforcement and Corrections

Two thirds of the Conference participants believe the roles and responsibilities of state, county, and local law enforcement agencies need to be redefined. The general consensus is for the establishment of a single agency which would be responsible for administering and funding courts and prosecution services. Another option is to establish a group which would plan and integrate statewide correctional resources. Better communication is needed between all elements and levels of the system, and a statewide coordinating body could facilitate interagency cooperation and planning.

Nearly all participants believe that continuing improvement of criminal justice personnel through education and training will maintain quality of services in the face of dwindling resources.

About half support a regional or central dispatching service for public safety (police, fire, ambulance) as a method to share resources. Better interagency cooperation in pooled bidding, sharing of equipment, regional investigation, and contract patrol is also suggested. Improvements which can be made in the way the criminal justice system deals with the juvenile are either raising or lowering the minimum age, educating the public in the juvenile code, and more community placement of juveniles.

5. Income Maintenance

Perhaps the top priority in this program area is that no reductions in federal income security maintenance programs be accepted. While there may need to be some program modifications, retention of all federal funds is essential. The loss of \$54-60 million in federal funds is not acceptable. One of the major concerns is that reduced federal spending levels may well become the funding basis for the New Federalism proposal. As a result, support for adequate funding of federal income security programs during the current federal budget deliberations is important.

Among other priorities, there was a consensus among participants to streamline the system to include standard application and standard eligibility procedures, and to consolidate the delivery system with some preference for local administration where appropriate. Other solutions include securing reasonable federal dollars for federal mandates and reasonable State dollars for state mandates. Acceptance of the State policy-setting role and local input into the State policy-setting role

are proposed. The idea of legislating a State commitment to poverty, a State Economic Opportunity Act--- perhaps not by that name --- with policies and programs on poverty at the state level is suggested. There is an interest in retaining the local general assistance program with slight modifications, and in diversifying revenue sources to fund income maintenance programs. Finally, work incentive and training programs should be instituted at all levels of government.

6. Housing, Community, and Economic Development

The following differentiation of responsibilities for the provision of housing commands the greatest support from Conference participants: at the local level, the principal responsibility is to identify housing needs; at the regional level, to deliver technical assistance; and at the State level, to coordinate the delivery of federal resources and to advocate for Maine in Washington. Other options include increased capital formation and maintenance of existing housing and interest subsidies for low income housing. Finally, private sector involvement should be encouraged through new tax policies.

Housing, economic and community development activities--- and the public institutions that foster those activities --- should be financed through: (1) continued federal support of the Community Development Block Grant Program, with an accent on the use of public-private partnerships; (2) the establishment of a single, flexible funding source for the support of those kinds of activities; and (3) retention of tax-exempt bonds to support development.

Business development in Maine should promote indigenous Maine businesses, with an accent on small businesses. The delivery of these services should be provided through local and regional organizations; and local and regional use of revolving-loan fund mechanisms to provide more capital for small businesses should be encouraged. At the State level, the role should be marketing the State of Maine and generating business leads for local and regional groups to act upon. Finally, it should be the role of the State to look very closely at, and presumably develop a program of, tax incentives with an accent on the development of an overall tax incentive policy, as opposed to a one-time deal.

With regard to community development, the regional and local role is to develop the communities, in other words, to actually carry out development programs. The state responsibility clearly ought to be one of support. The development of consolidated or joint community delivery of services--communities coming together to deliver services on a joint basis--should be encouraged.

Overall, state and local government ought to work together to create a favorable climate for private sector involvement in housing, community and economic development, and to support consolidation of the delivery of municipal services. There is a general consensus among Conference participants for the workshop solutions.

D. SUMMARY OF OPTIONS FOR CHANGE WORKSHOPS

The workshops held on the second day of the Conference involved three broader issues: financing government; improving intergovernmental

interaction; and restructuring substate government. Workshop participants were asked to respond to the following questions:

- 1) What's right about the present system for (financing government; intergovernmental interaction; structure of sub-state government)?
- 2) What's not right about the present system for (financing government; intergovernmental interaction; structure of sub-state government)?
- 3) If you could change immediately only one thing about the present system for (financing government; intergovernmental interaction; structure of sub-state government), what would you change?

Responses to all the questions were recorded. After a short discussion to clarify the responses, each group selected the three top change strategies from the listed options. Each group then generated a list of forces which would help or hinder the proposed changes.

1. Options for financing government.

Conference participants were asked to propose options which would improve the current system of financing government. This issue involved questions such as: are current revenues sufficient; where should additional revenues come from; and who should pay for public services.

The current system for financing government is generally considered flexible and adaptable, well understood, equitable, and efficiently collected. Conference participants feel that Maine has a relatively favorable tax rate and the present system requires a balanced budget.

Also mentioned as positive features are the acceptance of revenue sharing, the recognized state role in funding education, and our modest debt level.

A frequently cited problem with regard to financing government is the current local reliance on the property tax, and the inability of local governments to deal with their own financial future in terms of tax options. The prevailing solution, offered as one of the three most important changes necessary for improving the financing of government in all the group discussions, is the expansion of local revenue sources. The diversification of local revenues and the expansion of local taxing capability is, by far and away, a number one priority of the workshop participants.

Other problems include the current system of property tax exemptions, the discrepancy in the property tax rate among communities, and the current county tax arrangement. Also mentioned as problems are State mandates for local governments without commensurate funding; the complexity of the current tax system; and the annual, one lump sum collection of the property tax.

Solutions include equalizing property tax assessments, eliminating the county tax, establishing a long-range tax policy, eliminating state mandates which are not state funded, and reforming the current tax system to make it less bureaucratic and more equitable.

2. Options for improving intergovernmental interaction.

State and local governments interact frequently on a wide range of issues. However, mechanisms conducive to good interaction have traditionally been low profile and unfocused. There currently is not one

central agency to which localities may turn for information about State government. And, there has not been, until recently, a formal mechanism for the expression of local concerns. Workshop participants were asked to present options for improving interaction and creating a dialogue between state and local governments.

Conference participants feel that the current system of intergovernmental relations is generally good. There is easy access to government. Government in Maine is honest, and elected officials are capable. A common mission exists among governmental units. The current allocation of responsibilities is essentially correct, particularly with regard to welfare, education, and highways. And, finally, the autonomy afforded local governments provides them with the basic decision-making role.

Problems with the present system of intergovernmental interaction are its perceived inefficiency and arbitrariness. Government can be duplicative. There is some ignorance and mistrust between levels of government. There is no formal mechanism for communication, particularly to allow municipal input into State decision making. The attention of State government is not equitably apportioned among program areas or localities, and there is a lack of long-range planning. Finally, a proliferation of governing jurisdictions with fragmented and duplicative responsibilities are creating problems in the delivery of services and communication among governments.

Proposed solutions touch upon the structure of our present government, as well as the more traditional communication techniques. Conference participants suggest that clearly defined roles for each level

of government, and equitable financing for government services will improve intergovernmental interaction. Similar proposals include the establishment of a unified form of regional government, the consolidation of state and substate agencies and districts, the expansion of local taxing options, and the assurance of adequate funding for State mandates to local government.

Several more traditional techniques for improving communication are suggested as well. Strengthening the state advisory commission on intergovernmental relations, and a job sharing program for state and local officials, are examples. In addition, community affairs councils might be convened quarterly to work on strategy formation and policy recommendations. Other suggestions include formalized, interactive planning, and a reduction in the size of the Legislature.

3. Options for improving substate government.

In light of diminishing resources it is important to consider what kind of regional services we require. What programs are best administered at the regional level? What type of organization(s) is best suited to meeting our needs? How should it be structured? Workshop participants were asked if the present system should be changed, and if so, how?

The current system of substate government, due to its proximity to clients, can be more accessible and more efficient for the delivery of some services. It can better coordinate efforts and services, and can be more sensitive to local needs than a more centralized system. There is potential for more local participation in decision making and in the

budgeting process. The current system is sensitive to natural, economic and social conditions. And finally, there is increasing professionalism, and a low level of corruption.

However, the current system of substate government is also viewed as confusing, overlapping, fragmented, and duplicative. Some specific problems were identified by Conference participants. There is no consistent system of substate government. County boundaries are not sensible, and there is an unequal concentration of power due to population and wealth.

Financing substate government presents problems, as well. The county is too dependent on the property tax, and full Legislative approval of county budgets result in delays. There is insufficient municipal involvement in the county budget process. Other substate districts such as community action agencies, planning commissions, and nonprofit service organizations have a multiplicity of revenue sources and may lack secure funding. The fact that the governing bodies of these organizations are boards of which membership may be appointed and not elected raises questions of accountability for some Conference participants.

Options for improving substate government primarily concentrate on restructuring county government. Suggestions for restructuring county government vary from allowing county home rule on a voluntary basis using the existing charter process, to completely restructuring counties and redrawing the boundaries. One proposal calls for the elimination of all other substate entities with the county assuming all regional functions including secondary education. Another calls for municipal mergers as well as county reorganization. Other options include broadening the

funding sources available to counties, allowing greater municipal input, limiting the formation of substate districts, reducing the number of special districts, and eliminating duplication of services through regionalization.

E. CONCLUSION OF CONFERENCE PROCEEDINGS

In addition to the major issues, program priorities, and options for change which were discussed by the participants, there were several common concerns voiced at the Conference.

Reduced federal funding was the single most important impetus for holding the Conference, and its significance was reflected in its constant mention during the proceedings. A continued federal role was called for, especially in the areas of transportation, income maintenance, and housing, community, and economic development. Given the increased costs of providing public services, and the current limits to public revenues, this position is based on Maine's inability to provide these services with little or no federal assistance.

Lastly, Conference participants expressed concern that a lot more evaluation and problem solving lay ahead. Our intergovernmental system is changing; and although it is a fluid process, the changes facing us today are momentous. A cooperative and supportive approach will be essential if Maine is to meet the challenge and face the future in a manner which is in the best interests of our citizens.



State of Maine

OFFICE OF THE GOVERNOR

AUGUSTA, MAINE 04333

RELEASE TIME: 9:30 a.m.
October 14, 1981

PORTLAND -- Governor Joseph E. Brennan today said he plans to call a Blaine House Conference on Intergovernmental Relations and Finance.

Such a conference would be an appropriate way for state and local government officials to discuss the many changes in government brought about by the "New Federalism" of the Reagan administration, he said.

The Governor made the statements in remarks prepared for delivery at the convention of the Maine Municipal Association, which is meeting at the Downtown Holiday Inn here.

Brennan noted that Maine and the nation were going through a period of "fundamental change in the relationship among the various levels of government."

"It is important to remind ourselves that change can call forth the best in us. It can bring out the energy, devotion and courage to pursue new pathways and to create better worlds for our fellow citizens -- and especially our children," he said.

In that spirit, he proposed a Blaine House Conference to respond to the changes in the relationships among federal, state and local governments.

"In the next few years, we shall face crucial questions of government organization and finance," he said.

"What necessary public functions are appropriate to what level of government in the New Federalism?"

"Are we properly organized to deliver them at the lowest possible cost to the taxpayer?

"Is the local property tax adequate to fund future local responsibilities?

"Is it responsible for the Legislature to consider tax reduction and tax indexing measures to increase private consumption at a time when local revenue sources and public services are threatened?

"Should not the alternative of increased local revenue sharing from the state be given thoughtful consideration?

"In the coming months, I shall convene a Blaine House Conference on Intergovernmental Relations and Finance. I shall invite its participants to address these pressing issues of federal-state-local relations; to attempt to sort out long-term responsibilities and revenue options; to raise public consciousness of the alternatives available to us; and to help chart a course for Maine's governing officials to pursue together through this decade of change.

"I do not deceive myself that all the problems and opportunities of these trying times will be resolved in one conference among even our best people.

"The economic and political momentum behind the current changes has been years -- even decades -- in the making. The effort to respond and adapt will surely require our best efforts over a period of years. That we do not know the outcome is less important than our commitment to undertake the effort in a spirit of mutual concern and understanding," he said.

APPENDIX B: ACKNOWLEDGEMENTS

The Steering Committee appreciates the time and energy of the following individuals who assisted in making the Blaine Conference on State and Local Relations successful. This report was prepared for the Steering Committee by Denise V. Lord, Senior Planner, State Planning Office.

Conference Coordinator

Holly Dominie, Associate Director
State Planning Office

Assistant to the Coordinator

Joyce Gerardi, Administrative Assistant
State Planning Office

Workshop Coordinators

Henry Bourgeois, Executive Director
Coalition of Northeast Municipalities

Donald Callun, Director
Management Training & Consultant Services, UMO

Workshop Facilitators

John Walker, Director
Greater Portland Council of
Governments

Irv Masters, Brewer City
Councilman

Nate Bowditch, Director
Maine Development Foundation

Jeanne Bailey McGowan
Training Specialist, Bureau of
Public Administration, UMO

Kay Godwin, Director
Bureau of Public Administration
UMO

Maurice Harvey, Director
Criminal Justice Academy

Workshop Staff

Dan Webster, Deputy Commissioner
Department of Transportation

Robert McKeagney
Deputy Commissioner
Department of Human Services

Denise V. Lord
Senior Planner
State Planning Office

Dana Murch
Division of Planning
Dept. of Environmental Protection

Horace Maxcy, Coordinator
Planning, Research, Evaluation
Dept. of Educ. & Cultural Svcs

Richard Perkins
Executive Director
Criminal Justice Planning &
Assistance Agency

Group Leaders

Stephan Bunker
Maine Sheriffs Association

Kathy Jenks
Town of Windham

Nancy Boothby
Division of Community Services

Richard Malone
Town of Westport

Mary Anne Chalila
City of Bangor

David Markochick
Franklin County CAP

John Donald
Town of Wilton

Gene Moyers
Town of Pittsfield

Yvonne English
Maine Chiefs of Police Assn

Steve Simonds
Town of Cape Elizabeth

David Fraser
Y.S.P.D.C., Inc., Skowhegan

Craig TenBroeck
State Planning Office

Conrad Giffen
UMO

Jack Weinstein
Town of Orono

Anne Harrison
Dept of Educ. & Cultural Svcs

Michael Wing
City of Lewiston

Typist

Nellie Stevens

APPENDIX C

RESULTS OF
PROGRAMMATIC WORKSHOPS SURVEY

INSTRUCTIONS

Attached is a summary of the results of each of Monday's programmatic workshops. For each workshop, the list contains only those highest-priority solutions -- strategies, approaches, ideas and suggestions -- which were reported on by the group leaders. The number of solutions varies for each issue, depending upon whether the same solution was recommended by different groups.

Please vote on every workshop, beginning with the workshop you attended.

#	%		#	%	
<u>13</u>	<u>10</u>	Education	<u>16</u>	<u>13</u>	Income Maintenance
<u>17</u>	<u>14</u>	Environmental Programs	<u>14</u>	<u>11</u>	Law Enforcement and Corrections
<u>31</u>	<u>25</u>	Housing, Economic/Community Development	<u>17</u>	<u>14</u>	Transportation
<u>16</u>	<u>13</u>	No Response	TOTAL	<u>124</u>	100%

Please check the appropriate two categories describing your position:

<u>52</u>	<u>43</u>	Municipal	<u>30</u>	<u>26</u>	Elected
<u>6</u>	<u>5</u>	County	<u>33</u>	<u>29</u>	Appointed
<u>8</u>	<u>7</u>	Other Sub-State	<u>51</u>	<u>45</u>	Staff
<u>31</u>	<u>26</u>	State	Total	114	100%
<u>23</u>	<u>19</u>	Other			
Total	<u>120</u>	100%			

EDUCATION

Instructions: Listed below are the solutions, strategies, and ideas, posed for each of the issues discussed at the workshop. For each issue, place a checkmark next to the choice that you consider the most desirable and feasible, and do likewise for the one that you consider the least desirable and feasible.

	<u>Most desirable and most feasible</u>		<u>Least desirable and least feasible</u>	
<u>Issue 1:</u> What level of quality do we want to maintain or achieve in our educational system?	#	%	#	%
A. A study committee should be formed to study quality of education needs for the next 10 years with local/state participation, the charge to the study committee to include:	<u>49</u>	<u>40</u>	<u>27</u>	<u>22</u>
a. role of schools in economic development				
b. strengthening of secondary and post secondary voc-ed programs				
c. nurturing quality teachers				
d. holistic approach to education (math, science, humanities, physical fitness, etc.)				
B. Develop creative approaches to student educational funding.	<u>25</u>	<u>20</u>	<u>35</u>	<u>28</u>
C. Try to find better alternatives to fund special needs programs (handicapped and special children)	<u>14</u>	<u>11</u>	<u>26</u>	<u>21</u>
	NR/UD	<u>35</u>	<u>29</u>	<u>35</u>
	<u>124</u>	<u>100</u>	<u>124</u>	<u>100</u>
<u>Issue 2:</u> What should be the roles of local and state government in planning for, providing, and overseeing educational services?				
A. Pass permissive state legislation which allows local flexibility in governing school policy and funding (e.g., school board budget autonomy, merged school board/town council responsibilities or expanded use of referenda).	<u>30</u>	<u>24</u>	<u>35</u>	<u>28</u>

EDUCATION

	<u>Most desirable and most feasible</u>		<u>Least desirable and least feasible</u>	
B. Define state/local responsibilities to reconcile state regulatory and constitutional mandates with local control.	<u>17</u>	<u>14</u>	<u>24</u>	<u>20</u>
C. Build a more consistent, ongoing relationship between local governmental units having responsibility for school policies, programs and budgets.	<u>33</u>	<u>27</u>	<u>21</u>	<u>17</u>
	NR/UD	<u>44</u>	<u>35</u>	<u>44</u>
	TOTAL	124	100%	124
			100%	

Issue 3: What should be the roles of local and state government in funding educational services?

	#	%	#	%
A. Shift burden from property tax to other forms of taxation e.g., home- stead tax relief, increased state share, local taxing power in other areas.	<u>40</u>	<u>32</u>	<u>6</u>	<u>5</u>
B. Simplify the funding formula legislation so that is is under- standable to school boards, public, etc.	<u>18</u>	<u>14</u>	<u>9</u>	<u>7</u>
C. Fund the needs of special populations (and establish priorities for such special groups) through state, not local, resources.	<u>7</u>	<u>6</u>	<u>7</u>	<u>6</u>
D. Need to increase mix of funding from broad base tax of state or regional level, increase state's share of educational costs.	<u>13</u>	<u>11</u>	<u>4</u>	<u>3</u>
E. Financial incentives to bring districts together; state role-pilot programs on a regional basis (i.e., computer, science, etc.)	<u>2</u>	<u>2</u>	<u>15</u>	<u>12</u>
F. Target money for curriculum de- velopment in all program areas.	<u>1</u>	<u>1</u>	<u>40</u>	<u>33</u>
	NR/UD	<u>43</u>	<u>34</u>	<u>43</u>
		124	100%	124
			100%	

EDUCATION

Most desirable
and most feasible

Least desirable
and least feasible

Issue 4: How should priorities for educational services be developed?

Not addressed.

Issue 5: What improvements can be made in the way state and local governments plan for and deliver educational services?

Not addressed.

Issue 6: How can state/local and local/local partnerships be strengthened?

Not addressed.

Of the six Education issues listed, which do you feel should be made highest priority for action?

Number _____.

		#	%	
<u>Other Comments:</u>	Issue	#1	<u>22</u>	<u>18</u>
		#2	<u>16</u>	<u>13</u>
		#3	<u>43</u>	<u>34</u>
		#4	<u>1</u>	<u>1</u>
		#5	<u>4</u>	<u>3</u>
		#6	<u>0</u>	<u>0</u>
		NR/UD	<u>38</u>	<u>31</u>
			124	100%

ENVIRONMENTAL PROGRAMS

Instructions: Listed below are the solutions, strategies, and ideas, posed for each of the issues discussed at the workshop. For each issue, place a checkmark next to the choice that you consider the most desirable and feasible, and do likewise for the one that you consider the least desirable and feasible.

	<u>Most desirable and most feasible</u>		<u>Least desirable and least feasible</u>	
	#	%	#	%
<u>Issue 1: How should state and local governments share the burden of financing waste treatment and disposal facilities, especially the next generation?</u>				
A. By allowing for local initiatives to use new technologies and approaches to deal with specific problems.	<u>26</u>	<u>21</u>	<u>22</u>	<u>18</u>
B. By having the state's role in financing of treatment facilities determined by established state environmental priorities.	<u>23</u>	<u>19</u>	<u>33</u>	<u>27</u>
C. By developing long-range funding mechanisms for the rehabilitation of existing sewage treatment facilities.	<u>33</u>	<u>27</u>	<u>8</u>	<u>6</u>
D. By having replacement and operational costs for facilities borne by users.	<u>14</u>	<u>11</u>	<u>33</u>	<u>27</u>
	NR/UD	<u>28</u>	<u>22</u>	<u>28</u>
	TOTAL	124	100%	124
				100%
<u>Issues 2 & 3: What planning and financing mechanisms do we need to develop to meet our long-term waste management requirements? What mechanisms are needed to encourage governmental cooperation in the long-term management of municipal wastes?</u>				
A. State promotion of regional solutions to solid waste problems.	<u>41</u>	<u>33</u>	<u>29</u>	<u>24</u>
B. Development of a major public recycling education program.	<u>9</u>	<u>7</u>	<u>45</u>	<u>36</u>
C. Development of financial incentives to encourage recycling and regional solutions.	<u>44</u>	<u>36</u>	<u>20</u>	<u>16</u>
	NR/UD	<u>30</u>	<u>24</u>	<u>30</u>
		124	100	124
				100

ENVIRONMENTAL PROGRAMS

	<u>Most desirable and most feasible</u>		<u>Least desirable and least feasible</u>	
	#	%	#	%
<u>Issues 4, 5 & 6: How realistic are current state statutory and regulatory standards? What should be the distribution of power between state and local governments in the field of environmental regulation? What mechanism should exist for input by local/regional governments to state regulatory authorities?</u>				
A. Work to eliminate complications in the regulatory system (e.g., expensive and time-consuming court proceedings).	<u>25</u>	<u>20</u>	<u>7</u>	<u>6</u>
B. There should be a sharing of power by state and local governments and a concentration on negotiated rather than mandated solutions.	<u>49</u>	<u>40</u>	<u>2</u>	<u>1</u>
C. Towns should play a greater role in land use regulatory decisions.	<u>6</u>	<u>5</u>	<u>11</u>	<u>9</u>
D. There should be local and regional enforcement of compliance with environmental regulations.	<u>11</u>	<u>9</u>	<u>10</u>	<u>8</u>
E. Create a position for an independent environmental ombudsperson.	<u>4</u>	<u>3</u>	<u>33</u>	<u>27</u>
F. There should be greater legislative oversight of environmental regulations.	<u>1</u>	<u>1</u>	<u>33</u>	<u>27</u>
	NR/UD	<u>28</u>	<u>22</u>	<u>28</u>
	124	100	124	100
<u>Issue 7: How should funding priorities for expenditures in environmental program areas be established?</u>				
A. Highest funding priorities should be for those cases involving immediate threats to public health and safety.	<u>54</u>	<u>44</u>	<u>4</u>	<u>3</u>
B. State should only address environmental problems having long-term impacts, with local governments addressing short term impact problems.	<u>21</u>	<u>17</u>	<u>39</u>	<u>32</u>

ENVIRONMENTAL PROGRAMS

		<u>Most desirable and most feasible</u>		<u>Least desirable and least feasible</u>	
C. State should give financial/technical assistance based upon local capacity to deal with an environmental problem.		<u>13</u>	<u>11</u>	<u>45</u>	<u>37</u>
	NR/UD	<u>36</u>	<u>28</u>	<u>36</u>	<u>28</u>
		124	100	124	100

Of the seven Environmental Program issues listed, which do you feel should be made the highest priority for action?

Number _____.		#	%	
	Issue	<u>#1</u>	<u>20</u>	<u>16</u>
		<u>#2</u>	<u>9</u>	<u>7</u>
<u>Other Comments:</u>		<u>#3</u>	<u>1</u>	<u>1</u>
		<u>#2, 3</u>	<u>20</u>	<u>16</u>
		<u>#4</u>	<u>2</u>	<u>2</u>
		<u>#5</u>	<u>2</u>	<u>1</u>
		<u>#6</u>	<u>1</u>	<u>1</u>
		<u>#4,5,6</u>	<u>21</u>	<u>17</u>
		<u>#7</u>	<u>17</u>	<u>14</u>
		NR/UD	<u>31</u>	<u>25</u>
			124	100

HOUSING, ECONOMIC & COMMUNITY DEVELOPMENT

Instructions: Listed below are the solutions, strategies, and ideas, posed for each of the issues discussed at the workshop. For each issue, place a checkmark next to the choice that you consider the most desirable and feasible, and do likewise for the one that you consider the least desirable and feasible.

	<u>Most desirable and most feasible</u>		<u>Least desirable and least feasible</u>	
<u>Issue 1:</u> What roles should local, regional, and state government play in the future provision of housing?	#	%	#	%
A. Maintain existing housing and interest subsidies.	<u>12</u>	<u>10</u>	<u>8</u>	<u>7</u>
B. Increase capital formation.	<u>16</u>	<u>13</u>	<u>0</u>	<u>0</u>
C. Continue the existing regional role and clearinghouse function.	<u>2</u>	<u>1</u>	<u>11</u>	<u>9</u>
D. State government should be more responsive to needs, both short and long term.	<u>12</u>	<u>10</u>	<u>9</u>	<u>7</u>
E. State should discuss zoning issues with municipalities.	<u>0</u>	<u>0</u>	<u>40</u>	<u>32</u>
F. Special impact subsidy be established to offset increased educational costs of low income housing.	<u>3</u>	<u>2</u>	<u>15</u>	<u>12</u>
G. Encourage private sector involvement through tax policies.	<u>23</u>	<u>19</u>	<u>8</u>	<u>7</u>
H. Government roles should be delineated as follows: local government identifies housing needs, regional provides technical assistance, state coordinates and advocates for federal resources.	<u>27</u>	<u>22</u>	<u>4</u>	<u>3</u>
	NR/UD	<u>29</u>	<u>23</u>	<u>29</u>
	TOTAL	124	100%	124
				100%

Issue 2: What should state, local, and regional roles be in assisting and financing business development in Maine?

HOUSING, ECONOMIC & COMMUNITY DEVELOPMENT

	<u>Most desirable and most feasible</u>		<u>Least desirable and least feasible</u>	
A. State and local governments should jointly participate in major capital improvements.	<u>13</u>	<u>10</u>	<u>17</u>	<u>14</u>
B. The State should promote indigenous small Maine businesses at the local and regional level through tools such as revolving loans.	<u>33</u>	<u>27</u>	<u>6</u>	<u>5</u>
C. State financing assistance should be tied to jobs.	<u>7</u>	<u>6</u>	<u>30</u>	<u>24</u>
D. Examine the establishment of an overall State tax policy versus one-time deals.	<u>11</u>	<u>9</u>	<u>26</u>	<u>21</u>
E. Government roles should be delineated as follows: State--marketing of Maine, develop business development leads, provide tax incentives; Regional and local--promote tax sharing, follow up on leads.	<u>29</u>	<u>23</u>	<u>14</u>	<u>11</u>
	NR/UD	<u>31</u>	<u>25</u>	<u>31</u>
	TOTAL	124	100%	124
				100%

Issue 3: What should the roles of local, regional, and state government be in fostering community development?

	#	%	#	%
A. Greater consideration should be given to regional priorities.	<u>18</u>	<u>14</u>	<u>18</u>	<u>15</u>
B. Develop consolidated local services, co-operative approaches, interlocal service delivery mechanisms.	<u>32</u>	<u>26</u>	<u>9</u>	<u>7</u>
C. A better definition of community development is needed.	<u>7</u>	<u>6</u>	<u>49</u>	<u>40</u>
D. Government roles should be delineated as follows: State--support CD activities; Local and regional--develop and implement CD activities.	<u>33</u>	<u>27</u>	<u>11</u>	<u>9</u>

HOUSING, ECONOMIC & COMMUNITY DEVELOPMENT

	<u>Most desirable and most feasible</u>		<u>Least desirable and least feasible</u>	
E. Government roles: State--advocate Maine's needs in Washington D.C.;	<u>8</u>	<u>6</u>	<u>9</u>	<u>8</u>
Local--plan own CD needs; do it.	NR/UD	<u>26</u>	<u>26</u>	<u>21</u>
	TOTAL	124	100%	124
				100%
<u>Issue 4:</u> How should housing, economic and community development activities and the public institu- tions that foster those activities be financed?	#	%	#	%
A. Finance these activities with bonds, user fees, and taxes.	<u>18</u>	<u>15</u>	<u>4</u>	<u>3</u>
B. Finance administrative costs of institutions by user fees and taxes.	<u>1</u>	<u>1</u>	<u>9</u>	<u>7</u>
C. Create a special investment fund from deferred compensation plan investments within the State.	<u>5</u>	<u>4</u>	<u>10</u>	<u>9</u>
D. Increase the finance role of the State. The State role should also be one of support and information sharing.	<u>9</u>	<u>7</u>	<u>4</u>	<u>3</u>
E. Create a State Bank.	<u>4</u>	<u>3</u>	<u>36</u>	<u>29</u>
F. Retain the tax-exempt status of revenue bonds.	<u>12</u>	<u>10</u>	<u>3</u>	<u>2</u>
G. Local housing authorities should be financed by the State or sold to the private sector.	<u>0</u>	<u>0</u>	<u>13</u>	<u>11</u>
H. Continue federal support for the CDBG program with increased public- private partnerships.	<u>14</u>	<u>11</u>	<u>0</u>	<u>0</u>
I. Federal and State government should begin capital improvements budgeting for infrastructure.	<u>9</u>	<u>7</u>	<u>5</u>	<u>4</u>
J. Establish a single flexible fund- ing source for all these activities.	<u>18</u>	<u>15</u>	<u>6</u>	<u>5</u>
	NR/UD	<u>34</u>	<u>27</u>	<u>34</u>
	TOTAL	124	100%	124
				100%

HOUSING, ECONOMIC & COMMUNITY DEVELOPMENT

	<u>Most desirable and most feasible</u>		<u>Least desirable and least feasible</u>	
	#	%	#	%
<u>Issue 5: What public policies are needed to assure that housing is available and affordable to those in need?</u>				
A. State should stabilize interest rates and housing construction cycles.	<u>17</u>	<u>14</u>	<u>17</u>	<u>14</u>
B. Develop limited equity co-ops.	<u>3</u>	<u>2</u>	<u>6</u>	<u>5</u>
C. Ensure affordability through bond issues.	<u>12</u>	<u>10</u>	<u>6</u>	<u>5</u>
D. Allocate funds to municipalities on some fair share basis.	<u>7</u>	<u>6</u>	<u>11</u>	<u>9</u>
E. Develop state tax policy to stimulate housing community and economic development.	<u>21</u>	<u>17</u>	<u>6</u>	<u>5</u>
F. State and local governments should create a favorable climate for private sector.	<u>24</u>	<u>19</u>	<u>2</u>	<u>1</u>
G. University should research low cost/energy efficient housing.	<u>1</u>	<u>1</u>	<u>23</u>	<u>19</u>
H. Continue weatherization efforts.	<u>4</u>	<u>3</u>	<u>8</u>	<u>6</u>
I. Modify the consent resolution to encourage greater local involvement.	<u>0</u>	<u>0</u>	<u>10</u>	<u>8</u>
	NR/UD	<u>35</u>	<u>28</u>	<u>35</u>
	TOTAL	124	100%	124
<u>Issue 6: How can a greater coordination among the various state, federal, and regional organizations providing housing and economic development services be achieved?</u>				
A. Continue the existing regional role and encourage greater State responsiveness.	<u>17</u>	<u>14</u>	<u>8</u>	<u>6</u>
B. Ongoing consultation and conferences are needed to achieve coordination.	<u>12</u>	<u>10</u>	<u>17</u>	<u>14</u>

HOUSING, ECONOMIC & COMMUNITY DEVELOPMENT

	<u>Most desirable and most feasible</u>		<u>Least desirable and least feasible</u>	
C. State government needs to be upgraded to meet new responsibilities.	<u>7</u>	<u>6</u>	<u>17</u>	<u>14</u>
D. Inappropriate organizations should not be funded.	<u>11</u>	<u>9</u>	<u>15</u>	<u>12</u>
E. State should inventory existing organizations and fund those which can deliver.	<u>23</u>	<u>18</u>	<u>6</u>	<u>5</u>
F. Support municipal consolidations.	<u>9</u>	<u>7</u>	<u>17</u>	<u>14</u>
G. Assure cost-effective urban/rural allocation of government funds.	<u>11</u>	<u>9</u>	<u>10</u>	<u>8</u>
	NR/UD	<u>34</u>	<u>27</u>	
	TOTAL	<u>124</u>	<u>100%</u>	<u>34</u> <u>124</u> <u>100%</u>

Of the six Housing, Economic and Community Development issues listed, which do you feel^e should be made the highest priority for action?

Number _____.

		#	%
<u>Other Comments:</u>	Issue #1	<u>14</u>	<u>11</u>
	#2	<u>11</u>	<u>9</u>
	#3	<u>7</u>	<u>6</u>
	#4	<u>28</u>	<u>22</u>
	#5	<u>22</u>	<u>18</u>
	#6	<u>10</u>	<u>8</u>
	NR/UD	<u>32</u>	<u>26</u>
TOTAL	124	100%	

INCOME MAINTENANCE

Instructions: Listed below are the solutions, strategies, and ideas, posed for all of the issues discussed at the workshop. Please note that this workshop did not identify priority solutions for each issue. Rather, the workshop participants agreed on eight solutions which address all five issues. Please place a checkmark next to one of the eight solutions that you consider the most desirable and feasible, and do likewise for the one that you consider the least desirable and feasible.

Most desirable Least desirable
and most feasible and least feasible

Issue 1: What should be the roles of state, local, and regional entities in planning for, administering, and overseeing income maintenance programs?

Issue 2: How should responsibility for funding income maintenance programs be shared between state and local government? (for what programs? in what ratio state to local? at what funding levels?)

Issue 3: If additional responsibilities are thrust upon state and local government, what organizational or administrative changes are desirable?

Issue 4: What programs should be consolidated, if any, and how can their efficiency be increased?

Issue 5: What are the future priorities and responsibilities of state and local government for assisting the poor and disadvantaged?

	#	%	#	%
A. No further cuts in federal support to income security programs.	<u>14</u>	<u>11</u>	<u>21</u>	<u>16</u>
B. Retain local General Assistance responsibility with modifications.	<u>9</u>	<u>7</u>	<u>9</u>	<u>7</u>
C. Secure reasonable federal funding for federal mandates.	<u>6</u>	<u>5</u>	<u>2</u>	<u>2</u>

INCOME MAINTENANCE

	<u>Most desirable and most feasible</u>		<u>Least desirable and least feasible</u>		
D. Secure reasonable State funding for state mandates.	<u>1</u>	<u>1</u>	<u>0</u>	<u>0</u>	
E. Streamline income maintenance system through: -standard application forms -standard eligibility criteria -consolidate delivery mechanisms with emphasis on local delivery	<u>35</u>	<u>28</u>	<u>3</u>	<u>2</u>	
F. State policy setting and establishment of minimum standards of assistance.	<u>6</u>	<u>5</u>	<u>8</u>	<u>7</u>	
G. Local input into State policy setting.	<u>2</u>	<u>2</u>	<u>5</u>	<u>4</u>	
H. Legislate state and local commitment to respond to problems of poverty.	<u>3</u>	<u>2</u>	<u>26</u>	<u>21</u>	
I. Institute work incentive program training opportunities for public assistance recipients.	<u>6</u>	<u>5</u>	<u>8</u>	<u>7</u>	
	NR/UD	<u>42</u>	<u>34</u>	<u>42</u>	<u>34</u>
	TOTAL	124	100%	124	100%

Of the five Income Maintenance issues listed, which do you feel should be the highest priority for action?

Number _____	Issue	#	%
	#1	<u>15</u>	<u>12</u>
	#2	<u>15</u>	<u>12</u>
<u>Other Comments:</u>	#3	<u>4</u>	<u>3</u>
	#4	<u>7</u>	<u>6</u>
	#5	<u>18</u>	<u>14</u>
	A	<u>0</u>	<u>0</u>
	B	<u>1</u>	<u>1</u>
	C	<u>0</u>	<u>0</u>
	D	<u>1</u>	<u>1</u>
	E	<u>2</u>	<u>2</u>
	F	<u>3</u>	<u>2</u>
	G	<u>0</u>	<u>0</u>
	H	<u>0</u>	<u>0</u>
	I	<u>1</u>	<u>1</u>
C-14	NR/UD	<u>57</u>	<u>46</u>
	TOTAL	124	100%

LAW ENFORCEMENT AND CORRECTIONS

Instructions: Listed below are the solutions, strategies, and ideas, posed for each of the issues discussed at the workshop. For each issue, place a checkmark next to the choice that you consider the most desirable and feasible, and do likewise for the one that you consider the least desirable and feasible.

	<u>Most desirable and most feasible</u>		<u>Least desirable and least feasible</u>	
	#	%	#	%
<u>Issue 1:</u> What should be the roles and responsibilities of the different levels of government in (1) law enforcement; (2) court/prosecution; and (3) corrections?				
A. Review and redefine the roles of state/county/local governments in law enforcement.	<u>65</u>	<u>52</u>	<u>22</u>	<u>18</u>
B. Establish single agency (entity) responsibility for administering and funding court and prosecution functions.	<u>33</u>	<u>27</u>	<u>30</u>	<u>24</u>
C. Designate a group to plan and integrate statewide correctional resources.	<u>9</u>	<u>7</u>	<u>55</u>	<u>44</u>
No Response/Undecided	<u>17</u>	<u>14</u>	<u>17</u>	<u>14</u>
TOTAL	124	100%	124	100%
<u>Issue 2:</u> What improvements can be made in the way that local, county, state and federal entities relate to each other procedurally and organizationally?				
	#	%	#	%
A. Develop better communications among all elements and levels of the criminal justice system.	<u>62</u>	<u>50</u>	<u>49</u>	<u>40</u>
B. Designate a body to plan and facilitate cooperative efforts between elements of the criminal justice system and various levels of government.	<u>49</u>	<u>40</u>	<u>62</u>	<u>50</u>
NR/UD	<u>13</u>	<u>10</u>	<u>13</u>	<u>10</u>
TOTAL	124	100%	124	100%

LAW ENFORCEMENT AND CORRECTIONS

	<u>Most desirable and most feasible</u>		<u>Least desirable and least feasible</u>	
	#	%	#	%
<u>Issue 3: What quality of services do we want to maintain in the system given dwindling financial resources and who should pay for these resources?</u>				
A. Continue to maintain high levels of professionalism of criminal justice personnel through quality criminal justice training.	<u>81</u>	<u>65</u>	<u>24</u>	<u>19</u>
B. The quality of services should not be less than the current level existing today.	<u>24</u>	<u>19</u>	<u>81</u>	<u>65</u>
	NR/UD	<u>19</u>	<u>15</u>	
	TOTAL	124	99%	124
				99%
<u>Issue 4: What opportunities exist to share resources at the three levels of government?</u>				
A. Regional/central communications dispatching services.	<u>42</u>	<u>34</u>	<u>27</u>	<u>22</u>
B. Interagency cooperative agreement.	<u>30</u>	<u>24</u>	<u>29</u>	<u>23</u>
C. Pooled procurement and standardization of equipment.	<u>21</u>	<u>17</u>	<u>37</u>	<u>30</u>
	NR/UD	<u>31</u>	<u>25</u>	
		124	100%	124
				100%
<u>Issue 5: What incentives could be developed for local, county and state cooperation in maintaining an effective system?</u>				
Not addressed.				
<u>Issue 6: What improvements can be made in the way the criminal justice system deals with juveniles?</u>				
No consensus was reached--solutions discussed included:				
	#	%	#	%
A. Treat juveniles as adults.	<u>15</u>	12	<u>33</u>	27

LAW ENFORCEMENT AND CORRECTIONS

	#	%	#	%
B. Reduce the maximum age to 16.	<u>7</u>	<u>6</u>	<u>12</u>	<u>13</u>
C. Allow the maximum age to vary depending upon situation.	<u>17</u>	<u>16</u>	<u>10</u>	<u>11</u>
D. Develop more community placements.	<u>14</u>	<u>13</u>	<u>3</u>	<u>3</u>
E. Have a designated "juvenile specialist" in all local law enforcement agencies.	<u>19</u>	<u>17</u>	<u>21</u>	<u>23</u>
F. Educate the public in the elements in juvenile code.	<u>15</u>	<u>14</u>	<u>8</u>	<u>9</u>
NR/UD	<u>37</u>	<u>34</u>	<u>37</u>	<u>34</u>
	<u>124</u>	<u>100%</u>	<u>124</u>	<u>100%</u>

Of the six Law Enforcement and Corrections issues listed, which do you feel should be made highest priority for action?

Number _____.

Other Comments:

		#	%
Issue #1		<u>40</u>	<u>32</u>
	#2	<u>18</u>	<u>15</u>
	#3	<u>15</u>	<u>12</u>
	#4	<u>13</u>	<u>10</u>
	#5	<u>2</u>	<u>2</u>
	#6	<u>15</u>	<u>12</u>
	NR/UD	<u>21</u>	<u>17</u>
	TOTAL	124	100%

TRANSPORTATION

Instructions: Listed below are the solutions, strategies, and ideas, posed for each of the issues discussed at the workshop. For each issue, place a checkmark next to the choice that you consider the most desirable and feasible, and do likewise for the one that you consider the least desirable and feasible.

	<u>Most desirable and most feasible</u>		<u>Least desirable and least feasible</u>	
	#	%	#	%
<u>Issue 1:</u> How should future revenues for construction, maintenance and reconstruction of roads and bridges be derived, and what is a fair distribution of costs between users and between state and local sources?				
A. Increase user fees such as gas tax, vehicle fees, etc.	<u>58</u>	<u>47</u>	<u>12</u>	<u>10</u>
B. Use state general fund for facilities with economic development relationships.	<u>30</u>	<u>24</u>	<u>35</u>	<u>28</u>
C. Tolls in limited areas such as bridges and turnpike.	<u>6</u>	<u>5</u>	<u>47</u>	<u>38</u>
NR/UD	<u>30</u>	<u>24</u>	<u>30</u>	<u>24</u>
<u>Issue 2:</u> Is there a need for further sorting out of highway and bridge responsibilities between state and local government, and if so, how should responsibilities be determined?				
A. State should have responsibility for setting standards for transportation networks and work with local government to achieve standards.	<u>41</u>	<u>33</u>	<u>18</u>	<u>15</u>
B. Increase joint purchasing and joint contracting among communities and between communities and state.	<u>34</u>	<u>28</u>	<u>17</u>	<u>14</u>
C. Leave bridge improvement programs alone.	<u>8</u>	<u>7</u>	<u>48</u>	<u>39</u>
NR/UD	<u>41</u>	<u>32</u>	<u>41</u>	<u>32</u>
	124	100	124	100

TRANSPORTATION

	<u>Most desirable and most feasible</u>		<u>Least desirable and least feasible</u>	
	#	%	#	%
<u>Issue 3: Is there a need to improve relations between local and state government in the area of transportation? If so, how can this be accomplished?</u>				
A. Provide opportunity for local governments to participate from the beginning in assessing the needs of our transportation network, understanding the details of each region's situation, and cooperatively earmarking the priorities for investment.	<u>49</u>	<u>40</u>	<u>8</u>	<u>7</u>
B. Develop a formal technical assistance program for communities using resources and expertise of State in engineering, design, purchasing, etc.	<u>33</u>	<u>27</u>	<u>14</u>	<u>11</u>
C. Establish an ad hoc committee representing local communities to work with MDOT in identified areas of mutual concerns.	<u>9</u>	<u>7</u>	<u>69</u>	<u>56</u>
	NR/UD <u>33</u>	<u>26</u>	<u>33</u>	<u>26</u>
	124	100	124	100
<u>Issue 4: What criteria and decision-making process should state and local government use for providing new or improved transportation links to economic development initiatives, and how should costs be shared?</u>				
A. Increase access to Maine Turnpike.	<u>8</u>	<u>7</u>	<u>56</u>	<u>45</u>
B. Maintain existing facilities before building new facilities.	<u>63</u>	<u>51</u>	<u>8</u>	<u>7</u>
C. Increase private developer participation.	<u>21</u>	<u>17</u>	<u>28</u>	<u>23</u>
	NR/UD <u>32</u>	<u>25</u>	<u>32</u>	<u>25</u>
	124	100	124	100

TRANSPORTATION

	<u>Most desirable and most feasible</u>		<u>Least desirable and least feasible</u>	
<u>Issue 5: To what extent should government financially support transportation needs in the future?</u>	#	%	#	%
A. Press for continued federal funding for transportation.	<u>36</u>	<u>29</u>	<u>20</u>	<u>16</u>
B. Discourage or eliminate 100% grants.	<u>10</u>	<u>9</u>	<u>45</u>	<u>37</u>
C. Take steps to more clearly define state and local roles in areas of air, rail, water and public transpor- tation.	<u>36</u>	<u>29</u>	<u>17</u>	<u>14</u>
NR/UD	<u>42</u>	<u>33</u>	<u>42</u>	<u>33</u>
	<u>124</u>	<u>100</u>	<u>124</u>	<u>100</u>

Of the five Transportation issues listed, which do you feel should be made highest priority for action?

Number _____.

<u>Other comments:</u>	Issue	#	%
	#1	<u>42</u>	<u>34</u>
	#2	<u>6</u>	<u>5</u>
	#3	<u>15</u>	<u>12</u>
	#4	<u>9</u>	<u>7</u>
	#5	<u>15</u>	<u>12</u>
	NR/UD	<u>37</u>	<u>30</u>
		124	100