

MAINE STATE LEGISLATURE

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STATE OF MAINE

ONE HUNDRED AND SIXTH LEGISLATURE

COMMITTEE ON STATE GOVERNMENT

December 18, 1974

Representative Larry E. Simpson, Chairman
Legislative Council
State House
Augusta, Maine 04330

Dear Representative Simpson:

Pursuant to joint study order S.P. 918, the Committee on State Government was directed to study the organization and administration of State telecommunications services. I enclose the final report of the Committee on this study.

Very truly yours,


JERROLD B. SPEERS, Chairman
Committee on State Government

REPORT OF THE COMMITTEE
ON STATE GOVERNMENT
on its Study of
STATE TELECOMMUNICATIONS SERVICES

December, 1974

Senate

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Study Order

I. Study Order

Joint Study Order S.P. 918, introduced in the Special Session of the 106th Legislature, is concerned with the use and management of telecommunications services in Maine state government. The study order was referred by the Legislative Council to the Committee on State Government.

The order noted the importance, expense and expansion of telecommunications services used by state agencies. The order referred to the evaluation of the Maine Management and Cost Survey which suggested a need for an "effective centralized management of the State's expanding telecommunications". The order directed the Committee to investigate the establishment of a centralized organization to provide for the management and integration of the State's telecommunications activities. The Committee was also directed to consider the most appropriate method of providing for continued planning and evaluation for State telecommunications.

II. Committee Procedure

The Committee has reviewed the Maine Management and Cost Survey and its background files in regard to State telecommunications. The Committee has reviewed the work of the Maine Advisory Committee on State Communications and the work of the Maine Law Enforcement Planning and Assistance Agency related to State telecommunications. A rough inventory was taken of State telecommunications services and equipment, and services from New England Telephone Company were reviewed.

The Committee also has reviewed the authority of the Department of Finance and Administration in regard to the management and coordination of State telecommunications services and has reviewed statutes governing telecommunications in other states. During its study, the Committee met with representatives of the Department of Finance and Administration and with members of the Maine Advisory Committee on State Communications.

III. Summary Findings and Recommendations

At this time, the Committee does not recommend the establishment of a new organization to provide for the management and integration of the State's telecommunications services. The Committee notes that sufficient authority exists within the Department of Finance and Administration to provide for a significant degree of overall managerial control of State telecommunications. The Committee does recommend that an Advisory Committee on State Communications be established to assist the Department of Finance and Administration in the exercise of its responsibility and to provide for more effective and coordinated planning in the development of State telecommunications.

IV. Background to the Committee's Findings

A. Authority of the Department of Finance and Administration in Regard to State Telecommunications.

The Department of Finance and Administration has broad authority in the general administration of State government. Following is a brief summary of references to this authority.

1. 5 MRSA § 281 notes that the Department "shall

be the principal administrative and fiscal department of the State Government."

2. 5 MRSA § 287 further states that the Department "shall coordinate financial planning and programming activities of departments and agencies of the State Government for review and action by the Governor and Council, prepare and report to the Governor and to the Legislature financial data and statistics", and "develop and supervise the state purchasing policy".

3. 5 MRSA § 1541 provides the Bureau of Accounts and Control with authority to "inspect articles and materials furnished, or work and labor performed, for the purpose of ascertaining that the prices, quality and amount of such articles or materials are fair, just and reasonable, and that all the requirements expressed or implied pertaining thereto have been complied with, and to reject or disallow any excess."

4. 5 MRSA § 1742 provides the Bureau of Public Improvements with broad powers over public improvements, directing the Bureau to require long range planning by agencies for public improvements, and giving the Bureau specific authority over the purchase or contract of services from public utilities.

5. 5 MRSA c. 155 gives broad powers to the Bureau of Purchases in regard to purchases, including the authority to adopt and enforce specifications.

6. 5 MRSA § 1662 provides the Bureau of the Budget authority to "constantly review the administrative activities of other departments and agencies of the state, study organization and administration, investigate duplication of work and to formulate plans for better and more efficient management", reporting periodically to the Governor and the Legislature.

The Department of Finance and Administration is also directed by the current services appropriations act to review equipment available to State departments and agencies. Sec. 13 of Ch. 202 of the Private and Special Laws of 1974 reads:

"The Commissioner of Finance and Administration through the State Purchasing Agent or such other agent as he may choose, shall conduct a thorough review of all types of equipment owned, leased or otherwise available to the several departments and agencies of the State, regardless of the source of supporting funds, with the intent of combining their use, providing centralized facilities, or of eliminating existing equipment and facilities, as he believes to be in the most economical, most efficient and best interests of the State."

B. Telephone Services

Telecommunications services include telephone services as well as radio, teletype, microwave, television and data transmission links.

1. Description of Services

Telephone service is the major communications service in State government and is provided primarily by the New England Telephone Company (NET). According to information from the Bureau of Accounts and Control in the Department of Finance and Administration, costs for telephone services for calendar years 1971 to 1973 and for the first six months of 1974 have been:

1971

Centrex 289 System		
WATS		\$ 181,067
Services		256,349
Tolls and Credit Calls		211,882
Other		7,880
		<u>657,179</u>
Other Departments *		<u>423,575</u>
	Total	1,080,754

1972

Centrex System		
WATS		223,475
Services		299,682
Tolls and Credit Calls		199,785
Other		17,939
		<u>740,883</u>
Other Departments		<u>544,726</u>
	Total	1,285,609

1973

Centrex System		
WATS		313,720
Services		364,841
Tolls and Credit Calls		223,715
Other		14,182
		<u>916,359</u>
Other Departments		<u>666,820</u>
	Total	1,583,179

*"Other Departments": refers to state agency phone services not linked with the Centrex system serving Augusta.

1974 (January to June)

Centrex System		
WATS		135,165
Services		195,383
Tolls and Credit Calls		114,101
Other		10,316
		<hr/>
		454,965
Other Departments		454,511
		<hr/>
	Total	909,476

As costs have risen, service has both expanded and changed. The most significant changes in the past ten years have been the advent of the WATS system and the Telpak system. The WATS or "Wide Area Telephone Service" means that telephones linked to this system are not charged the normal long distance tariff rates, but are billed at set monthly rates. There are currently 52 WATS lines serving the Capitol complex in Augusta; each agency is billed a prorated share of the total charge for the WATS lines. The Telpak system is essentially a system of reserved telephone lines and is used by the State for data transmission and other continued contacts with major cities in Maine. The Centrex system, i.e. telephones in the Capitol complex, is linked to the Telpak system for direct telephone calls to Bangor, Portland and Lewiston; the Telpak system provides services to these high volume call areas at rates lower than the WATS system.

Information provided by NET indicates that charges have dropped greatly as volume has increased for calls emanating from state agencies in Augusta. In 1960, there were approximately 20,000 Maine area calls via regular long distance tariffs

at an average rate of \$.60 each. In 1973-74, there were approximately 87,000 Maine area calls via WATS at an average rate of \$.26 each. (Telpak costs for regular telephone service and data transmission were approximately \$66,480 for '73-74, according to figures provided by the Bureau of Accounts and Control.)

NET information also shows that there were 961 "main set" telephones for State agencies in the Capitol complex in June, 1973, increasing to 1,015 main sets in June, 1974. In 1967, there were 10 switchboards with 11 operators; in 1974, there were 2 switchboards with 3 operators. Other "special services" provided to state agencies include:

a. Automatic Answering Sets

Department of Health and Welfare
Department of Environmental Protection

b. Typing Pools, where material is recorded via use of the telephone and later typed by the secretarial pool -

Department of Educational and Cultural Services
Department of Commerce and Industry

c. Incoming WATS lines

Department of Manpower Affairs
Department of Health and Welfare
Bureau of Civil Emergency Preparedness
Maine State Legislature
The State Library

2. Management of Telephone Services

The Bureau of the Budget plays a negligible role in monitoring the expense of telephone services. Phone expenses are combined with other utilities in budget detail sheets and work

programs; the Bureau does not routinely isolate telephone expenses for a particular agency or for all agencies together. (When the budget process is automated, the capability to isolate particular expenses easily will develop and it will be possible to monitor the flow of such expenses.) Spot reviews of inordinate telephone expenses may be made on occasion. The Bureau of Accounts and Control, which does the billing for telephone services, can provide a comprehensive report on telephone expenses, but this information is not developed and utilized on a regular basis for management purposes.

The NET account manager for State government services meets at least once a year with representatives of the Department of Finance and Administration to review State needs, the NET studies of State systems, patterns and trends in telephone usage, and new service offerings.

The Commissioner of Finance and Administration has delegated responsibility for the management of telephone services through the Bureau of Public Improvements to Mr. Richard LaCasce, Superintendent of Buildings and Grounds, Division of Property Management. His primary responsibility is for agencies in the Capitol complex.

On a routine basis, Mr. LaCasce receives requests for services from departments and agencies and approves or disapproves these requests. In the case of larger systems changes, the decision will also involve the Director of Public Improve-

ments, the Director of Central Computer Services in regard to data transmission, and the Commissioner. These men, of course, have only a limited amount of time available for telecommunications management.

When Mr. LaCasce receives a request for telephone services, he checks the appropriations account number to see if the request is "bona fide", reviews the placement of the service to determine if it is reasonably secure for use by authorized persons only, and tries to determine if the request is justified. In practice, it is difficult for Mr. LaCasce to disapprove a service request by a department or bureau head as "unjustified", since Mr. LaCasce is not in a position to review what telephone needs an agency has in order to carry out its programs. Disapproval may mean that the request is taken to Mr. LaCasce's superiors.

Meeting each additional request may not seem unreasonable, but such growth puts additional pressure on the WATS lines. Approximately 5 WATS lines are added each year to the system. It is not possible to record the use of WATS lines by each agency, thus the larger users cannot be charged at a higher rate than other users. There is no incentive for agencies to restrict the use of WATS lines.

Information in the Maine Management and Cost Survey files indicates that there would be no systematic planning nor centralized records of telephone-related facilities, equipment and costs if it were not for that provided by the NET account

manager for State government. Services provided by NET were considered extremely valuable and carried out in a competent, responsible manner. The Survey's report acknowledges NET's role in evaluating and planning statewide telephone services, but the Survey felt that "it is unsound to have this agent of a supplier charged with accountability for evaluation and study of his firm's telephone services". (Maine Management and Cost Survey, Sept. 1973, p. 176).

Representatives of the Department of Finance and Administration meeting with the Committee have noted that the State cannot duplicate the evaluation and planning capability of the Bell System. Mr. Richard Bachelder, Director of the Bureau of Public Improvements, said that his office is not properly staffed to provide for adequate review of and planning for statewide telephone services, and that it presently is forced to "rubber stamp" many requests for telephone related services. Mr. Bachelder strongly advocated that there be at least one full time individual responsible for statewide telephone services. He estimated that the total cost of this position would be approximately \$25,000 per year.

C. Radio and Other Communication Services

1. Description of Services

The "cost" of radio and other communications services is somewhat more difficult to determine without going into considerable detail. A summary review of the services in major

departments provides some idea of the scope of the services involved:

- a. Department of Military, Civil Emergency Preparedness and Veterans Bureau.
 - (1) Military Bureau - VHF-FM radio system used statewide.
 - (2) Bureau of Civil Emergency Preparedness - utilizes some 20-odd teletype printers for contact with federal, county and local CEP agencies. Utilizes a microwave system to augment transmission coverage to the local government radio service net. The CEP system is tied in with the "Military Command Net" with an additional 48 mobile or portamobile sets, 44 tone alert monitors and 10 remote consoles. Maintenance costs for 1974 were \$6,552, with other recurring costs at about \$15,300 annually.
- b. Department of Transportation - 341 mobile radios, 48 portables, 18 base stations, 9 control stations, 14 repeater stations and 4 mobile intercoms make up the system configuration in DOT. Six personnel are associated full time with radio operations, with additional personnel during the winter months. For FY 1973-74, approximate capital expenditures for replacement were \$31,000, with operating and maintenance expenditures of about \$77,000.
- c. Department of Conservation - Over 700 radio units, including base stations, mobile stations, portable units, control and repeater stations, are part of the Department's radio network. The system serves a wide variety of purposes, including the Allagash Wilderness Waterway, Baxter State Park, special projects such as the spruce budworm control program as well as the considerable needs of the Bureau of Forestry. For FY 1973-74, capital expenditures were \$56,000 and operating and maintenance expenses were about \$90,000.
- d. Department of Public Safety - utilizes teletype links with 54 law enforcement agencies in Maine and is linked with the National Law Enforcement System and the National Crime Information Centers. 720 mobile units, including state, local and federal agencies, operate within the State Police Telecommunications Network. There are currently 7 base stations, though with the conversion from a low-band to a high-band

system, there will be only 4 base stations. FY 73-74 system costs, excluding manpower, were about \$146,000.

- e. The Department of Inland Fish and Game and the Department of Marine Resources utilize the resources of the Department of Public Safety. The Department of Finance and Administration also utilizes some two-way and one-way radios.

Currently, the most dramatic activity in telecommunications involves the Maine Law Enforcement Planning and Assistance Agency (MLEPAA), the Department of Public Safety, and 83 local law enforcement agencies in a pooled bid procurement effort to modify and upgrade the statewide law enforcement and criminal justice voice radio system. The 1.8 million dollars of equipment being purchased covers 30% of the State's need in the public safety area. The use of pooled bidding is expected to provide a 20% savings at the same time that it lays the basis for an integrated system of state, county and local law enforcement agencies.

2. Management and Issues Related to Radio Communications

The general administrative authority of the Department of Finance and Administration has been described above. While the authority does exist, no one person exercises that authority for communications other than telephones.

The MLEPAA has been active in State telecommunications since 1969, meeting informally with communications personnel from several agencies. That informal group became the Maine Advisory Committee on State Communications with the issuance

of Executive Order No. 13 in July of 1973.

The Advisory Committee on State Communications was directed to inventory and evaluate existing communications systems in the State, including facilities, equipment, value of parts, and personnel costs allocable to operations and maintenance, and, on the basis thereof,

(1) identify those communications functions operated by the State government which might be operated more efficiently as part of a State communications system.

(2) explore the interests of local and county governments in participating in such a consolidated communications network and related services.

(3) recommend a phased schedule for implementation of consolidation by modification or conversion of existing apparatus, or by acquisition of new equipment to replace obsolete or deteriorated components, or by any other prudent means.

(4) review all major equipment purchases now pending or planned by the various state agencies for conformity with any recommended consolidation plan adopted by the Committee.

(5) recommend administrative policies and procedures for the coordinated management of state communications equipment, including purchase, lease, use and maintenance thereof.

(6) draft all authorizing legislation necessary to accomplish any of its recommendations for submission to the first special session of the 106th Maine Legislature.

(7) prepare a final report embodying all of its recommendations no later than January 1, 1974.

The Advisory Committee, through MLEPAA, did explore the interests of local and county governments in participating in a consolidated communications network. Many local and county governments are part of the first segment of the new public safety communications system. The Advisory Committee did

draft legislation creating a Bureau of Telecommunications; the legislation was rejected at the Special Session of the 106th Legislature.

However, many of the tasks, including a detailed inventory, were not completed by the Advisory Committee; there was no accompanying report to support the legislation presented to the 106th Legislature. The legislation itself was not supported by all members of the Advisory Committee.

MLEPAA has been one of the strongest proponents for creating a Bureau of Telecommunications with broad powers. Since the Special Session, there appears to have been somewhat of a shift at MLEPAA as to what a central Bureau of Telecommunications should encompass. Mr. Leonard Seagren, former communications coordinator for MLEPAA and Executive Secretary of the Advisory Committee, had envisioned a staff of fifteen or more at a cost of about \$240,000; this staff was to provide common maintenance and services, develop the pooled-bid purchasing procedure, and coordinate frequency allocation, among other duties. Mr. Seagren had stressed the possible use of a microwave system in conjunction with the telephone system for long distance communications. Mr. Seagren left MLEPAA in the spring of 1974.

MLEPAA representatives now are concerned primarily with radio communications and with having a line agency of State government provide the coordinating functions that MLEPAA has

been carrying out until now. It is suggested that a one or two man office could provide this needed coordination. The appropriate staff would have a background in engineering and systems analysis. MLEPAA has been most active in getting state and local agencies to cooperate in the pooled bidding process linked with the new public safety system. Frequency allocation and service maintenance are seen as other areas where a central telecommunications agency could play a useful coordinating role. The further development of a microwave system integrated into the radio system is also a part of the MLEPAA/Public Safety system plan, providing alternatives for future communications services.

The Committee has met with members of the Advisory Committee on State Communications. Representatives of the departments of Transportation, Conservation, Inland Fisheries and Game and the Bureau of Civil Emergency Preparedness have all noted that maintenance needs and special priority requirements should be met by the individual agencies. Needs and systems may vary considerably and a central service bureau might not provide the current level of service to each agency. Concern was also expressed that an emphasis on common use systems could mean that agencies with relatively unsophisticated communication needs might be forced to have expensive equipment compatible with that of an agency with more sophisticated communication needs. Agencies fear being obligated to pay high system expenses in a system they may not really need.

All agencies represented favored some central coordination of telecommunications, seeing coordination as beneficial in the areas of frequency control, base station maintenance, engineering assistance, and pooled-bidding for equipment.

The need for coordination in planning and in meeting the communications needs of the "have not" agencies is dramatized by the situation facing the departments of Inland Fisheries and Game and Marine Resources. The departments share in the current low-band system of the Department of Public Safety. With the transition to a high-band public safety system, linked with local enforcement agencies, these two departments are in a difficult situation. Either they must buy into the public safety system or continue on a low-band system shared by fewer and fewer law enforcement agencies. The Department of Public Safety has indicated that it will continue its low-band network "until it is not practical".

D. Detailed Findings and Recommendations

The Committee's study has indicated that there is sufficient authority within the Department of Finance and Administration for the exercise of a considerable degree of administrative influence and control over telecommunications services. It is also clear that this is an appropriate area of concern for the Department as the principal administrative department of State government.

The Committee acknowledges the possibility of personnel constraints which may limit the capacity of the Department of Finance and Administration to carry out this management function, but does not wish to recommend the creation of a separate bureau with additional personnel. The Committee notes the considerable management and technical skills of personnel in the Department of Finance and Administration service bureaus, including Central Computer Services. These, combined with the technical skills of personnel involved with telecommunications in other agencies, appear adequate for the coordination of telecommunications services. After a careful analysis of priorities and personnel availability, the Department of Finance and Administration may feel it needs to request additional personnel in this area.

The Committee is not suggesting that the area of telecommunications services does not warrant attention. On the contrary, the expense and importance of these services dictate that it must be a priority area of review by the Department of Finance and Administration, with assistance from other state agencies.

The Committee also recognizes the efforts of the Maine Law Enforcement Planning and Assistance Agency in the devel-

opment of State telecommunications and the need for its role of coordination to be continued.

The Committee recommends legislation that specifically notes the responsibility of the Department of Finance and Administration in the administration of and planning for telecommunications services. To assist the department in carrying out its responsibility, this Committee recommends that an advisory committee be established consisting of representatives of the major State agencies most concerned with telecommunications services.

V. Recommended Legislation

AN ACT Creating the Advisory Committee on State Telecommunications

Be it enacted by the People of the State of Maine, as follows:

Sec. 1. 5 MRSA c. 16, is enacted to read:

CHAPTER 16

ADVISORY COMMITTEE ON STATE TELECOMMUNICATIONS

§350. Statement of Purpose

The Department of Finance and Administration, as the principal administrative and fiscal department of the State Government, has responsibilities for the general administration of state telecommunications services, including but not limited to telephone services, radio, teletype, microwave and data transmission links. It is recognized that the department should serve to provide needed coordination between state agencies utilizing telecommunications services in such areas as engineering assistance, systems maintenance, frequency allocation, systems planning, and the purchase of services and equipment. The Advisory Committee on State Telecommunications is established to assist the Department of Finance and Administration in providing for the coordination of state telecommunications services.

§ 351 Committee Membership; Organization

The commisssioners of the departments of Conservation; Finance and Administration; Inland Fisheries and Game; Marine Resources; Public Safety; and Transportation shall each designate a member of their departments to be a member of the Advisory Committee on State Telecommunications. The Adjutant General shall designate a member of the Bureau of the Military and a member of the Bureau of Civil Emergency Preparedness to be members of the committee. The Executive Director of the Maine Law Enforcement Planning and Assistance Agency or his designee shall be a member of the committee.

The designee of the Commissioner of Finance and Administration shall be the chairman of the committee. The committee shall meet at the call of the chairman or upon the request of a majority of the committee members. The committee shall meet at least quarterly.

§ 352 Duties

The Advisory Committee on State Telecommunications shall advise the Department of Finance and Administration in regard to the carrying out of the department's general administrative responsibilities for state telecommunications services. The committee shall advise and assist the department in providing for the coordination of engineering

assistance, systems maintenance, frequency allocation, systems
planning, and the purchase of services and equipment related
to state telecommunications services.

STATE OF MAINE

IN SENATE February 27, 1974

WHEREAS, the telecommunications services used by state departments and agencies are expanding and are of major importance and expense to the State; and

Whereas, the Maine Management and Cost Survey has noted the need for effective centralized management, for the development of policies and guidelines and for continued evaluation and study of the state's telecommunications activities; now, therefore, be it

ORDERED, the House concurring, that the Legislative Council investigate the establishment of a centralized organization to provide for the management and integration of the state's telecommunications activities; and be it further

ORDERED, that the Council's study consider the need for and the best method of providing for consolidation of facilities and for continued planning and evaluation of systems in order to maximize cost effectiveness and to provide for the orderly development of statewide telecommunications; and be it further

ORDERED, the the Legislative Council report its findings, together with any proposed legislation, to the next regular session of the Legislature; and be it further

ORDERED, that the Department of Finance and Administration, along with those state agencies represented on the Maine Advisory Committee on Telecommunications and such other agencies as necessary, be respectfully directed to cooperate with the

Council and provide such technical and other assistance as the Council deems necessary; and be it further

ORDERED, that upon passage of this Order, in concurrence, copies of this Order be sent forthwith to said agencies as notice of the pending study.

SP 918

NAME: Robert W. Clifford

COUNTY: Androscoggin

Read and passed in Senate:
February 28, 1974

Read and passed in House:
March 1, 1974