

MAINE STATE LEGISLATURE

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plan for:

MAINE STATE LIBRARY
MAINE HISTORIC PRESERVATION COMMISSION
MAINE ARTS COMMISSION
MAINE STATE MUSEUM

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THE QUESTION

Maine people face a momentous challenge in their efforts to sustain the unique character of Maine life. Economic and population growth, demographic shifts, the decline of old-line industries, and radical changes in the Maine landscape are all signals that Maine faces major changes. Some are positive, and some not. Along the southern coast recent changes have already altered the character of many Maine towns. The growing image of the "Two Maines" is both a consequence and a symptom of forces that promise to alter forever the character of the entire state.

Towns and townspeople throughout Maine have had only partial success in accommodating new pressures while preserving the quality and timbre of their communities. There is an emerging crisis statewide of resource management and conservation; a crisis that threatens Maine as never before.

The need for progress and growth must be recognized. Maine cannot survive as a "hermit kingdom." But, can progress be reconciled with the unique character of Maine life, that special sense of place which makes Maine home for its people? Certainly it can, but there will need to be a continuing role for state government. State agencies can work to help assure the quality of Maine life by drawing from the positive aspects of growth while sustaining the unique aspects of the Maine environment. This role of government is just as important as its role in promoting and encouraging economic development. In fact, the energies invested in promoting growth and change must be matched by similar energies designed to cope with the consequences of these changes. Maine state government must concern itself with the well-being of its citizens. This well-being is not only economic, but also social and psychological.

The state's cultural agencies have a most critical role to play in the remaining years of this century. Without doubt, the future for Maine children born in 1987 is destined to be radically different in the year 2000 than it is today. To a great extent the future cannot be foretold. But warning signs are present. In fact, if the emergence of "Two Maines" is a cause for concern in 1987, the prognosis for the year 2000 is downright alarming.

Meanwhile, recent studies indicate that our educational system is failing to produce culturally literate graduates. A majority of 17-year-olds recently surveyed could not place the Civil War in the correct half-century, could not properly identify Herbert Hoover, and were unfamiliar with major works of literature. This is an alarming finding that has received deserved press attention. To maintain the values of our society, including those special to Maine, our students must appreciate the society well enough to value it. While the schools may have slighted art, literature and history, the public somehow has not forgotten their importance. A 1984 Harris poll revealed that "clearly, the arts have struck a deep and sensitive chord in literally millions of Americans. When probed to say in their own words what makes the arts unique, people say that they are a reflection of life, that they are an important outlet to express something of meaning, that they give real spiritual lift and a memorable time."

In raising the aspiration of Maine's youth, we must remember to sustain their sense of place, to give them "real spiritual lift and a memorable time." Maine aspirations cannot simply be generic aspirations, otherwise the unique qualities of Maine life cannot long endure. Maine aspirations cannot be based solely on economic motives. In part, the definition of success for Mainers during the remaining years of this century can be stated in terms of higher income levels, improved student test scores, and increased opportunity. In part, it cannot. It is in sustaining the intangible aspects of Maine life that Maine faces its greatest challenges during the next dozen years. In an age of rapid change and progress, Maine will prosper. But will it survive as "Maine?" For the residents of this state, that will be the principal question of the twenty-first century.

CHALLENGES

The remainder of the twentieth century will see a continuation of the important changes that are already in evidence throughout Maine. The economy of the state will be strengthened, the relative wealth of the population and of the cities and towns will rise, the population will grow, opportunities will be expanded, and aspirations will be heightened. These are also the avowed objectives of many of our governmental agencies and programs.

Regardless of governmental action, many of the important changes facing the state are inevitable. Progress cannot, and will not, be stopped, and it should not be — change can be a powerful constructive force. Any plan of action undertaken by agencies of the State of Maine must presume that the future of community and economic development fostered by government will, in fact, be successful and beneficial. Future plans, then, must account for a larger, more demanding, and better educated population. As aspirations grow, so will expectations. The needs facing local and state governments will increase in both their number and complexity.

It is axiomatic that economic and social development brings new vigor and resources into the mainstream of life, but this development also brings with it new demands. The shopping center that replaces several small dairy farms will pay more taxes to the city and state, but it demands better roads, a larger police and fire department, and, ultimately, a commensurate growth in local social services. The burgeoning development of southern Maine communities has increased, not reduced, the burdens upon local and state government. The future of Maine government is one of challenge — challenge in keeping pace with increasing needs and in allocating the ever larger resources that the state will need to administer. A bigger, richer, more motivated and educated Maine will also be a Maine more expensive to run.

Agencies of state government must plan for the future that lies ahead. This future will, in almost all instances, demand growth. There are few exceptions. If the town library in York is equipped to serve a population of 5,000 but the population has grown to 20,000, it will clearly provide less satisfactory services in 1987 than it did in 1957. This is also true for the Maine State Library. Program growth will be required just to stay even with the delivery of services. If growth and development outstrip the delivery of an important service such as this, the quality of Maine life will be most seriously, and adversely, affected. This will be to the detriment of the aspirations and dreams of Maine citizens.

Rarely, however, does a plan for keeping pace with growth prove adequate. If, for example, ten new houses are built at the end of a road, the additional cost of road building, maintenance, and other services can be calculated and offset by the taxpayers who occupy the new homes. If, however, the construction at the end of the road is a condominium complex that obstructs the view of the coast and blocks public access to boat landings and beaches, the recompense of taxes to the community can seldom offset the loss of that community's fabric. Here is the great challenge, one which agencies such as the Maine Arts Commission and the Maine Historic Preservation Commission can address by offering architectural and design assistance useful in sustaining the quality of the Maine environment. How will Maine preserve that special sense of place? The answer is not a simple one of adding miles of roadbed, buying larger fire trucks, and putting a wing on the local school.

The people of Maine are mindful of their heritage, anxious to preserve their values, and committed to sustaining a quality of life that has proven to be the envy of her neighbors. To aid in this effort they have created and supported the state library, the state museum, the arts commission, and the historic preservation commission; the four so-called cultural agencies that are charged to play a special role in Maine. These agencies,

though small, are appreciated by the people of Maine, and are held as a model for other states. Concern for the work of these agencies was most recently expressed by the passage of a bond issue to support historic preservation efforts. That widespread citizen support should emerge for this appropriation suggests the concern of Maine people for the cultural patrimony of their state.

The legislature, reflecting the sentiments of their constituents, have looked favorably upon the activities of these four agencies. There has indeed been growth in these programs, but when compared to growth in the state's resources, support for these agencies has remained modest. Nevertheless, their accomplishments have been noticeable and often striking. In the future, however, resources will be required to meet the challenges that the agencies face. The task will grow inexorably larger, the challenges greater, and the consequences of failure more profound.

The cultural agencies face a special challenge in the remaining years of this decade. The future of the "Maine way of life" does not lie solely in the hands of these agencies, but the role they can and must play in sustaining Maine's quality of life is certainly of irrepressible importance.

The cultural agencies also face a challenge in helping to foster "cultural literacy." In a recent report entitled *American Memory: A Report on the Humanities (NEH) in the Nation's Public Schools (1987)*, the National Endowment for the Humanities underscored the importance of building a sense of place within the society through an appreciation of the arts, history, and literature. "A system of education that fails to nurture a memory of the past," the report noted, "denies its students a great deal: the satisfactions of mature thought, an attachment to abiding concerns. . . [and] a perspective on human existence." The NEH report reflected, yet again, a rising concern for cultural literacy that has been reflected in best selling books such as *The Closing of the American Mind* by Alan Bloom (1987), and *Cultural Literacy* by E.D. Hirsch, Jr. (1987).

Schools face a challenge if they are to sustain their skills-oriented curriculum while restoring content information sufficient to produce truly literate graduates. The cultural agencies stand ready to assist in this important endeavor — this is, indeed, what they have been doing all along. More, much more needs to be done, however. The cultural agencies can make a significant, even critical, contribution.

If more people are to live in Maine and are to sustain higher aspirations, more books will be needed in the libraries that serve them; a greater access to the performing arts will be critical. The historic fabric of our cities and towns will be increasingly threatened by development, and both the social and economic benefits of historic preservation will be increasingly appreciated. Visitation at the Maine State Museum will continue to grow annually. At 150,000 visitors a year, the museum is often crowded. A future that holds the promise of 250,000 visitors per year is a future that will demand more space for public programs.

The commissions which provide leadership to the cultural agencies are acutely aware of the needs that lie directly ahead and they have, therefore, devoted much energy in providing for the planning which must lead the agencies forward to fulfill their respective mandates. Commission members and the staffs of the several cultural agencies take their trustee roles in state government seriously. The failure to set an agenda for the needs that lie ahead would be a most basic failure of responsibility and leadership.

The cultural agencies have been provided with specific mandates to fulfill and with citizen commissions to help guide and shape their work. The legislature, recognizing the unique and special tasks of these agencies, has made them directly accountable to the legislature within their several mandates. Each set of responsibilities noted in the legislation of these agencies is unique in state government. So is this planning document. There is a challenge ahead. The people of Maine want this challenge met by state government because they want to preserve the values of their way of life. They know that these agencies can help them do it.

The challenge is clear, and the mandates of the cultural agencies speak directly to the challenge. Arising from these mandates is a plan for the future.

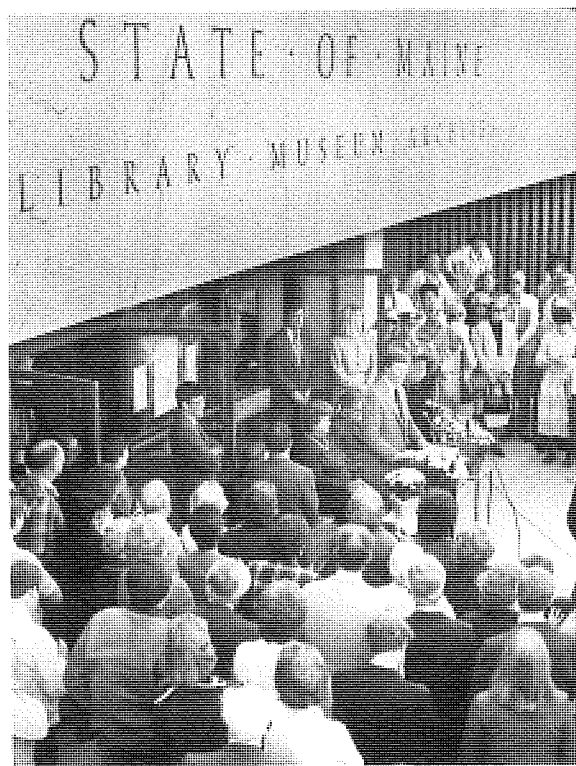
Mandates

THE MAINE STATE LIBRARY

We tend to take libraries for granted. But they weren't always with us. Like all major public institutions, they came into being to fill a human need.

It was in 1836, only sixteen years after statehood, that the Maine Legislature came to grips with its need for information and authorized the Secretary of State to spend \$500 for a library collection. A formal state library entity was enacted in 1839, and in 1861 the library further evolved into a separate department with the appointment of the first state librarian.

From its earliest days the library concentrated on materials that would answer the hard questions of state officials. But the citizenry wanted its questions answered too, and in 1899 the legislature mandated that the public have access to the collection. The electric light, the telephone, the automobile, the phonograph, and other major new inventions were bringing drastic change and great intellectual excitement to the closing year of the nineteenth century. Dozens of new libraries were being founded and many subscription libraries became free public libraries.



Kennebec Journal/ Joe Phelan

Governor John R. McKernan speaks to the crowd at the re-opening ceremonies for the Maine State Library.

In 1893 the Maine Legislature enacted a law to encourage free public libraries through state aid. The law also authorized the state library to provide instruction for librarians and trustees on maintenance and administration. In 1899, in an effort to extend access to books, the legislature also provided for traveling libraries, which brought books to rural schools, small public libraries, and summer camps. In an effort to bring libraries to rural isolated areas of Maine, a 1953 legislative act authorized the state librarian "to provide bookmobile service for residents of the State, especially to rural schools and farm homes." This service continued until the early 1980s when our research indicated that bookmobiles were far too expensive to operate and were not an efficient way to meet the needs of the rurally isolated. The service was replaced by the present books-by-mail program, which brings books right to the mailboxes of rural Maine residents. Started in 1982, this more efficient book delivery method has grown with startling speed.

The Interstate Library Compact Law was adopted by each of the New England states in 1963. The compact law authorizes and encourages regional sharing of library services and resources. Established under provisions of this law is the highly successful and internationally renowned Northeast Document Conservation Center, a paper conservation facility that fills a highly specialized need that no one state could afford. This shared resource eliminates duplication of equipment and makes available, on a regional basis, the uncommon expertise of professional conservators.



Checking out books at the Maine State Library.

The library owes its physical structure to a 1966 legislative act authorizing the construction of the Library-Museum-Archives Building; the Library moved in in 1971. Its present administrative structure began on July 1, 1972, when the state library absorbed media and school library consulting and joined the Department of Educational and Cultural Services. This change has greatly improved the coordination of state level library programs for school and public libraries.

In 1973 the Maine Regional Library System was established to promote sharing among libraries statewide, setting the stage for a new surge of statewide library development. The Maine Library Commission, an important feature of the 1973 legislation, was created to give the state librarian policy advice broadly representative of the state's school, public, academic, medical, and business libraries. Members are appointed by the governor.

No one library can provide everything to everybody — not even almost. Society's demand for more and more information has led to sharing among libraries, most clearly demonstrated by the striking success of the interlibrary loan network, which had been a prime goal of the 1973 regional law. Mainers enjoy one of the highest per capita interlibrary loan rates in the country, and its system is a model for other, less efficient states.

Sharing is one of the areas dramatically affected by technology. For example, only in the last decade were teletype machines replaced by computers among Maine libraries, and many more libraries have computers than had teletypes. Such machine-based networking of knowledge will again dramatically improve with the implementation of MaineCat, a 1987 legislative mandate that will open Maine libraries to modern information technology. Now a new and exciting era begins as home and on-site access to stored knowledge becomes an increasing reality.

In moving from past to future, it is obvious that we are indeed entering an "Information Age". The ability of business and industry, and of all citizens, to use information is critical to the state's growth and development. As information providers, all libraries, including the Maine State Library, are invaluable public investments that pay countless dividends to the citizens of Maine.

Authorizing Legislation

STATE	MRSA, Title 27
	Chapter 1 State Library
	Chapter 2 Public Libraries
	Chapter 3 Regional Library System
	Chapter 4 Interstate Library Compact
FEDERAL	Federal Public Law 84-597, as amended
	Library Services and Construction Act (LSCA):
	Title 1 Public Library Services
	Title 2 Public Library Construction
	Title 3 Interlibrary Cooperation and Resource Sharing

Mandates

THE MAINE HISTORIC PRESERVATION COMMISSION

Created in 1971 by the 105th Legislature as an independent agency, in 1973 the Maine Historic Preservation Commission was attached to the Department of Educational and Cultural Services for administrative purposes and in 1979 became a bureau within that department.

State and federal statutes specify that the Commission conduct statewide surveys of all types of historic resources, nominate significant properties to the National Register of Historic Places, review federally-connected construction projects for their impact on historic resources, co-operate with other agencies both public and private to provide technical assistance, and further public education in historic preservation.



Photo by Gregory Hart

PREHISTORIC ARCHAEOLOGY — Staff archaeologist Dr. Arthur Spiess, left, leads the excavation of a prehistoric Indian site on the Maine Coast.

The Commission conducts statewide surveys and inventories of historic, architectural, and archaeological resources. Significant buildings, sites, and structures are nominated, either individually or as historic or archaeological districts to the National Register of Historic Places, thus protecting them from damage or destruction by federal, federally-licensed, and federally-funded construction projects. The Commission also awards federal grants for surveys and state grants for restoration projects, and it administers the certification process for the rehabilitation of registered depreciable properties. The Commission works closely with many other state agencies, as well as with non-profit institutions, the business community, and the public at large to provide technical assistance in historic preservation. And the Commission actively furthers public

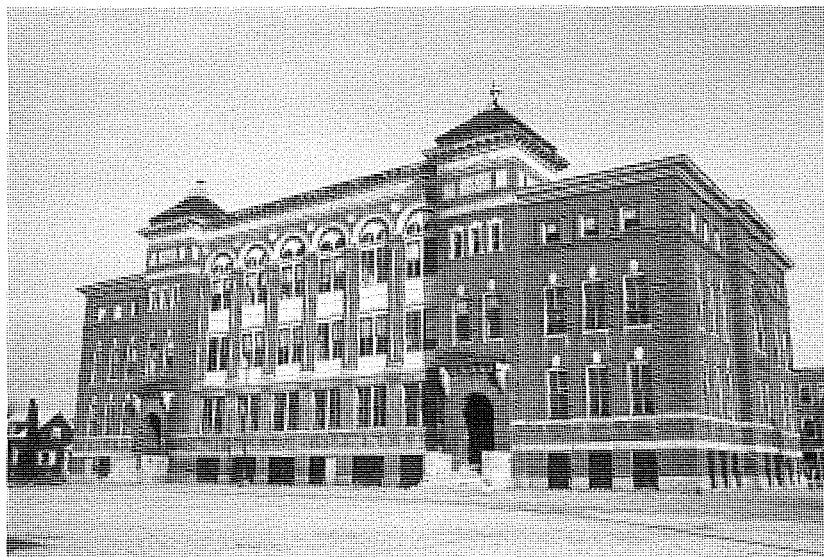
education in historic preservation through free publications, statewide and regional workshops, and lectures for academic and general audiences.

In addition to a federally-required profession staff, the Commission consists of twelve members that include representatives from the Departments of Transportation and Conservation and ten Maine citizens including at least one each in the fields of prehistoric archaeology, historic archaeology, history, architectural history, and architecture.

The priorities of Maine's historic preservation program are outlined above, but it is difficult to rank them in order of importance. The reason is that while statewide survey and inventory can be viewed as the foundation of all else, the legal protection of identified historic resources, to say nothing of administering grants for their preservation, must always be basic priorities as well. Technical services for all elements of the public and private sectors, coupled with public education, are also fundamental, since much will be lost if the people of Maine are not made aware of their significant historical environment and the best means by which it can be preserved.

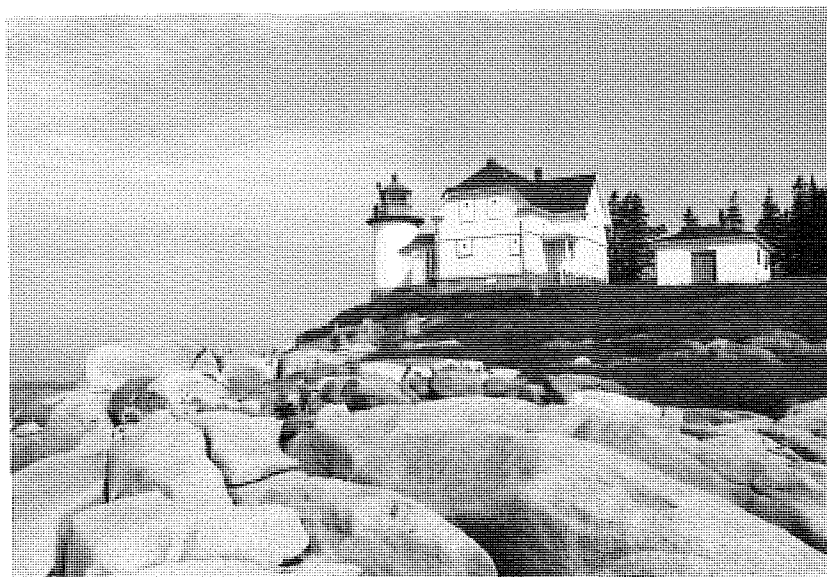
The entire Maine population is served by the Commission. Co-operation with all levels of government — state, regional, municipal — is essential. Close ties are maintained with both public and private colleges and universities. Educational services are provided to primary and secondary schools. In addition, technical and educational assistance is made available to local historical societies and museums. The business community is now directly involved with preservation.

The Commission's record of achievement in its various programs can be noted statistically. Each year over 1,000 construction projects involving public funds or federal or state licenses are reviewed for their impact



HISTORIC INVESTMENT TAX CREDIT — Since 1976, over 200 of Maine's National Register buildings, like the Jordan High School in Lewiston, have been preserved through conversion to new uses under the Federal investment tax credit program. This school now provides housing for the community, while retaining many of its handsome turn-of-the-century architectural features. To date, more than 100 million dollars in private capital has been invested in recycling the state's historic buildings through this program.

on historic resources. As of 1987, 730 individual buildings and sites and 96 historic districts have been nominated to the National Register of Historic Places. Dozens of historic rehabilitation projects involving millions of dollars are monitored yearly. Architectural and archaeological surveys are conducted each year on both an in-house and contractual basis. Municipalities are encouraged to pass historic preservation ordinances. \$500,000 in matching state grants have been awarded yearly since 1986 for the restoration of more than 60 historic buildings. Easement deeds on nearly a hundred buildings and sites are monitored annually. And in terms of public education dozens of professional staff lectures are delivered to student and lay audiences each year, complementing at least one statewide conference and numerous publications.



NATIONAL REGISTER — Heron Neck Light of 1854 on Green's Island, southwest of Vinalhaven, is one of 55 Maine lighthouses which the Commission has nominated to the National Register of Historic Places.

Authorizing Legislation

STATE An Act to Amend the Laws Relating to the Maine Historic Preservation Commission (27 MRSA 501-510)
 An Act to Preserve Maine's Archaeological Heritage (27 MRSA 371-378)

FEDERAL National Historic Preservation Act (1966, amended 1981)

 Executive Order 11593 (1971)

 National Environmental Policy Act (1969)

 Economic Recovery Tax Act (1981)

Mandates

THE MAINE ARTS COMMISSION

In 1933, the Maine legislature created an advisory commission for the arts whose function was to recommend selection and placement of art for the State House. The Governor's Council on Arts and Culture in Maine was established in 1964 to assess state government's role in support of the growing needs of Maine's fledgling arts institutions, its artists community, and the audiences that these people and organizations served. That council recommended more state involvement and promotion of the arts, and in 1966, the legislature created the Maine State Commission on the Arts and the Humanities. At the same time and following similar national studies, Congress enacted legislation establishing the National Foundation on the Arts and the Humanities, which included the National Endowment for the Arts.

These new state and federal agencies created a novel structure to support our country's artistic endeavors. The structures differed from previous ones in two ways: first, both the federal and state entities provided direct governmental support for artists and arts institutions. This was the first time in America that allocations for the arts had been provided in recognition of the direct value of the arts as opposed to the recognition of use of the arts for other purposes, such as the federal jobs project in the 30's. Second, the interconnecting federal and state systems comprised a decentralized funding mechanism with extensive decision-making involvement from the arts community. The systems were designed not to replace private support for the arts but to encourage increased corporate, individual, and foundation funding. This system is unlike any other in the world. It differs sharply, in particular, from the western European tradition in which government support for the arts is centrally controlled by bureaucracies that tend to underwrite major costs of large cultural institutions.

The initial mandates that created the Maine State Commission on the Arts and Humanities and the National Endowment for the Arts were very specific. These mandates continue. In creating the commission as an independent agency, the legislature established a public citizens policy-making body to be the guiding force in shaping Maine's arts policy. The legislature further charged that the duties of the commission were:

Encouragement — To take such steps as may be necessary and appropriate to encourage and stimulate public interest and participation in the cultural heritage and programs of our state and to expand the state's cultural resources.

Freedom — To encourage and assist freedom of artistic expression essential for the well-being of the arts.

Surveys — To make such surveys as may be deemed advisable of public and private institutions engaged within the state with artistic cultural activities, included but not limited to music, theater, dance, painting, sculpture, architecture, literature, history and allied studies and pursuits, and to make recommendations concerning appropriate methods of encouraging participation in and appreciation of the foregoing to meet the legitimate needs and aspirations of all persons in all parts of the state.

Hence, the legislature charged the commission not only to *develop* the arts but also to *expand* artistic resources and to make them available for people throughout Maine.



The Percent for Art Law helps provide artwork in many public buildings.

At the federal level, Congress has required the National Endowment for the Arts to provide block grants to the states which must be matched dollar for dollar from non-federal sources. The Endowment stipulates that high artistic standards be central to any program funded; that all arts programs be reviewed by peers of artists and individuals in arts institutions who will advise on funding recommendations; and that there be broad participation in the planning of programs from artists, arts constituents and the general public.

In addition to the initial broad charges from the Maine State Legislature and Congress, Maine has developed other mandates to guide the purposes and programs of the agencies. In 1979, the Legislature created "An Act to Provide for Art in Public Buildings and Other Facilities." The legislature was exacting in the establishment of this mandate:

Recognizing the need to enhance culture and the arts and to encourage the development of artists, it is the intent of the legislature to establish a program to provide funds for and authorize the acquisition of works of art for certain public buildings and other facilities.

This legislation requires that a minimum of one percent of the monies appropriated for major construction of most public buildings be expended for works of art.

Other legislative mandates provide a variety of arts-related efforts. The arts commission and the state museum are charged to work together to accept works of art in lieu of payment on inheritance taxes due the state. Also enacted was a law to establish Maine Cultural Heritage Week, a week in mid-March to bring attention to the importance of Maine's rich cultural heritage including folk traditions. And the commission helped to establish state legislation that provides artists protection when their works are altered by another party.



Maine Cultural Heritage Week encourages the celebration of Maine people and their art.

GOALS AND PROGRAMS

To carry out these interconnecting federal and state mandates, the commission has adopted the following series of goals and objectives:

Goal: Support and foster the highest artistic standards.

Objective: To foster the freedom of artistic expression.

Objective: To create an atmosphere which supports the highest artistic standards and which encourages the treatment of artists as professionals.

Objective: To initiate programs that support activities of the highest artistic standards and to continue support for existing cultural resources and activities.

Goal: Provide public accessibility to, and create greater appreciation of, the arts.

Objective: To develop and fund programs which are designed to be accessible to all Maine citizens including individuals from various ethnic, minority, or handicapped backgrounds.

Objective: To promote the role of the arts in education.

Objective: To develop an administration and commission board with an active policy of including representatives from all walks of life on the staff and board.

Objective: To develop a public information system with well-designed information on the arts to reach as many Maine citizens, visitors, and others as possible.

Goal: Enhance existing programs that provide support to individual artists and seek new appropriate programs to expand such support.

Goal: Improve the base of support for arts organizations and individuals.

Objective: To provide public financing for the arts in partnership with private financing of the arts.

Objective: To develop an active policy and program of expanding the private financial resources for the arts.

Objective: To conduct economic surveys and data gathering and to provide an information base on the finances of the arts.

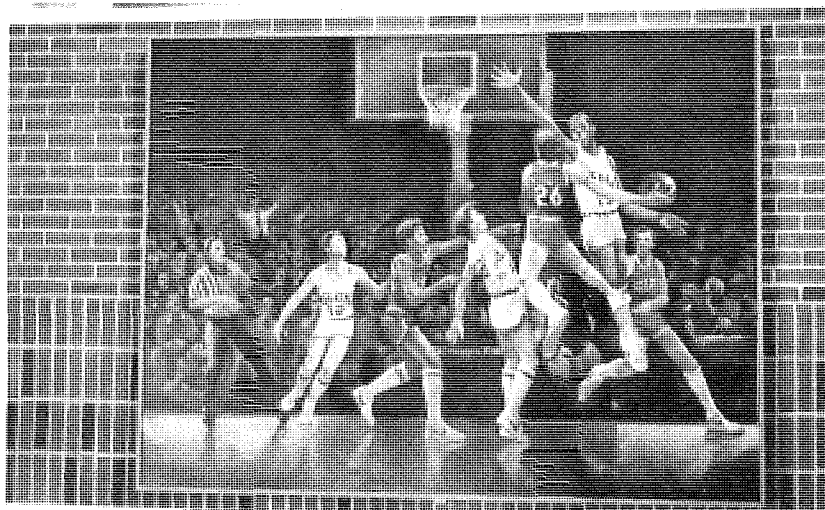
Goal: Participate in ongoing short- and long-range planning.

Goal: Institute a development program for staff and commission members.

To interpret the mandate and goals into action, the commission has developed three broad program areas — grant programs, public art, and services and information. These programs are considered in a later section of this report.

ORGANIZATIONAL STRUCTURE/REAUTHORIZATION

In 1986 the commission underwent its first major Sunset Review, whereby the entire agency was scrutinized by the Joint Select Standing Committee on Audit and Program Review. Over a several month period, the programs, financing, staffing, organizational set-up, and workings of the Commission were analyzed; a detailed report was developed by the Joint Select Standing Committee and subsequently presented to



Percent for art projects such as this at Deering High School in Portland help citizens see the enormity and variety of the visual arts in Maine.

the full legislature, which enacted the report and attendant legislation into law. This was the first time the commission's organizational structure had been reviewed by the legislature since the early 1970's, when statewide government reorganization placed the commission within the Department of Educational and Cultural Services for administrative purposes.

The committee recommended a name change, Maine Arts Commission, and provided the agency with the following endorsement through a "finding".

The Committee finds the Maine State Commission on the Arts and Humanities to be a state agency which consistently utilizes limited state funding to produce exemplary programming for Maine citizens. . . It is the purpose of this finding to acknowledge the excellence and importance of the commission's work.

The accomplishments of the Maine Arts Commission have resulted largely from specific mandates provided by the Maine State Legislature and Congress and from the effective long-term volunteer support of a policy-making commission and advisory panels of experts, both of whom work in conjunction with a highly regarded professional staff. The grant programs, public art, and services and information efforts have been well received by Maine citizens and are in constant and increasing demand. But these accomplishments are in jeopardy. At this time, when Maine people are asking more from the commission, the commission's very ability to meet these requests is limited. Only through vision, leadership, and careful planning will public support for the arts be as effective for the remainder of this century as it has been for the past twenty years.

Authorizing Legislation

- STATE An Act Creating an Art Commission (27 MRSA, 301-302, 1933)
- An Act Establishing a State Commission on the Arts and the Humanities (27 MRSA, 401-407, 1966)
- An Act Transferring the Duties of the Art Commission to the Maine State Commission on the Arts and the Humanities and the State Museum (27 MRSA, 404, 1971)
- An Act to Provide for Art in Public Buildings and Other Facilities (Percent for Art Act) (27 MRSA, 451-459, 1979 amended by P.L. 1987, ch. 469)
- An Act to Reorganize the Department of Education (20 MRSA, 201-203, 253, 1971)
- An Act Relating to Preserving Historical Materials by the State Museum (27 MRSA, 86-A, 1971)
- An Act to Establish Maine Cultural Heritage Week (1 MRSA, 118, 1979)
- An Act to Protect Works of Art (27 MRSA, 303, 1985)
- FEDERAL National Foundation on the Arts and the Humanities Act of 1965 (Public Law 209 — 89th Congress, as amended through May 31, 1984)

Mandates

THE MAINE STATE MUSEUM

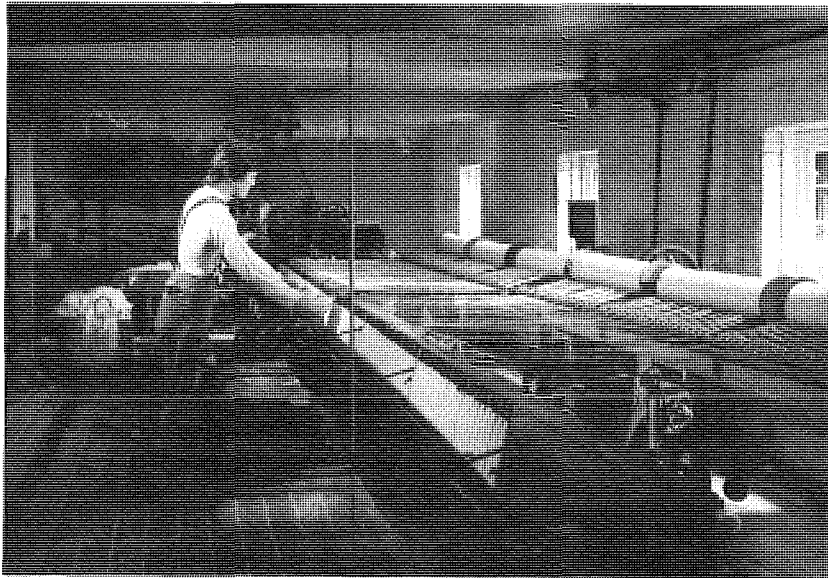
Dr. Charles T. Jackson, the first State Geologist of Maine, reported optimistically in 1837 that "A cabinet or museum of mineral specimens is established at the State House in Augusta..." Following Jackson's earlier admonition that specimens ought to be collected and preserved, in 1836 the Maine Legislature had established a museum, and accepted Jackson's vision that "Any specimens which are worth collecting are worth the trouble of well preserving..." The museum did not flourish after Jackson's departure from Maine a few years later. In 1897, when the museum was under the jurisdiction of the newly created Inland Fisheries and Game Commission, it could report among its significant acquisitions only a stuffed moose head and a deerskin.

The future was to be brighter, however, and in 1915 funds were allocated to build new specimen cases and aquarium tanks. During the ensuing years the museum continued to grow and expand, largely because of the personal interest of Governor Percival P. Baxter.

Exactly 130 years after the birth of Dr. Jackson's museum, a renewed concern for the care of the state's history developed on the part of many citizens and legislators. Although the State House Museum was generally appreciated, it was clearly inadequate to the task of caring for the state's cultural patrimony or specimens of its natural environment. Legislators recognized that the physical remains speaking of Maine's past were rapidly disappearing and that a program of collecting and preservation was now essential. In the same way that the Legislature of 1836 responded to a call to collect and preserve natural history specimens, the Legislature of 1966 responded to the same call to similarly preserve the cultural history of the state.

After deliberation by a legislative study committee, the 112th Legislature created the new Maine State Museum — an independent institution charged directly with responsibility to "...further the cultural and educational interests of the people of the State, to present through the use of its collections and activities, the proud heritage and unique historical background, and preserve and exhibit the environmental and cultural richness of the State..." Subsequently, the legislature provided for a referendum whereby funds were approved for new facilities in a "Cultural Building" housing the museum, as well as the state library and the state archives.

Legislative study committees considered the organizational structure of the new museum with great care. The new museum, they decided, should be an independent organization with unique mandates provided directly by statute. In many ways the new museum was unlike any other state agency, placement within a larger state department was thought detrimental to their intent. (In 1973 the museum was placed within the new Department of Educational and Cultural Services for administrative purposes only.) To oversee the policy-setting needed in the new organization, the legislature created the Maine State Museum Commission, to be composed of fifteen Maine citizens "especially qualified and interested in the several fields of museum activity," appointed for overlapping six-year terms by the Governor. To ensure professional management and to further minimize the impact of partisan politics, the legislature established that the commission would appoint a museum director "who shall be qualified by special training or experience in museum work." Responsibility and accountability for the care of the collections was vested in both the commission, acting as a trustee for the people of the state, and in a professionally-trained director. This organizational structure has served the people of Maine with distinction.



The "Made in Maine" exhibition features numerous work scenes drawn from 19th century Maine. Shown here is the interior of a mid-19th century spinning mill.

The museum's mandate can be organized into four broad areas of responsibility:

To form collections — The museum is instructed to assemble collections, organize them systematically, and hold them in trust for the people of the State of Maine.

To preserve the collections — The museum is made responsible for the care of the collections, accountable to "safeguard" them, and charged with preservation and restoration tasks.

To exhibit the collections — The Museum is expected to plan and implement an exhibits program designed to utilize the state's collections and to "further the cultural and educational interests of the State."

To serve as a vehicle for public education — The museum is instructed to develop an exhibitions program providing interpretation of the State's unique history and to provide reference services to the public.

In 1986 the performance of the state museum was analyzed by the legislature's Audit and Program Review Committee, who studied the museum's organizational placement in state government, and its performance in fulfilling its mandates. The committee noted that "The Maine State Museum has the statutory mandate to preserve and exhibit evidence of the State's cultural and environmental heritage. Throughout its review of the Museum, the Committee has noticed the progress and exemplary achievement of the Museum in accomplishing these goals." The committee noted that there was significant achievement by the museum and stated that "In order to formally recognize the notable success of this state agency, the committee issues a formal finding which commends the Museum staff for these accomplishments. . ."

The museum realizes that its role in state government becomes more significant as the quality of Maine life is increasingly threatened. Dreams are composed of images, and images are made of memories. If Maine's

future is to hold the values and way of life that have made Maine special, then indeed a most important assignment lies ahead for the Maine State Museum.

Authorizing Legislation

STATE Enabling legislation — 27 M.R.S.A. Section 81-89 (1965, 1973, 1977, 1979, 1986,1987)

 Appointment Authority Restated — 20-A M.R.S.A. Section 203 (1986)

 Building Security Responsibilities — 25 M.R.S.A. Section 2904 (1977)

ORGANIZATIONAL NEEDS

The cultural agencies, working in conjunction with the Department of Educational and Cultural Services, have set the following goal:

To interact effectively within the department
while preserving the unique organizational aspects
that have contributed to the cultural bureau accomplishments.

Utilizing a department-wide planning process led by a team from Synectics Inc. of Cambridge, Massachusetts, the principal obstacles impeding the above-stated goal have been identified. To fulfill the vision implied in this goal, a number of corrective measures are required.

The need to "interact effectively within the department," and to "preserve the unique organizational aspects" (of the cultural agencies) is felt by all four of the agencies preparing this planning document.

The single greatest impediment to the interaction of the cultural agencies and the department is the budget process. The directors of these four agencies have worked within the department framework since 1972, and have participated in the development of department plans and programs while serving on the department's administrative council. The agencies have been responsive to all calls from the department for assistance and have played a role in formulating department policies. Although the agencies have enabling legislation and mandates that stand apart from those of the department, these have not impeded interaction among the agencies. The fiscal needs of the agencies have never, however, been properly integrated with those of the department. The budget of the Department of Educational and Cultural Services routinely reflects its principal orientation toward the task of regulating public education in the school systems of Maine. Rarely does the department agenda on this matter touch upon the work of the cultural agencies.

The library, museum, arts and historic preservation commissions are rarely, if ever, included in the department's priority list money needs. Because of this, these four agencies have been left to their own devices in seeking legislative support through direct contact with Maine legislators. This has worked with success in many instances, and the agencies have enjoyed wide appreciation of their work. This is an untidy process, however, and one that does not permit for either the proper review of cultural bureau needs by the governor or for the review of these requests by the legislature.

The principal obligations of the Department of Educational and Cultural Services will remain the regulatory functions given to it by the legislature, and the focus of these efforts will remain on the public school system. The budgets presented by the department will, necessarily, reflect an overwhelming preponderance of programs close to these mandates. A new budget process is needed so that orderly inspection of cultural agencies' needs can be provided.

Budget requests submitted by the cultural agencies should be submitted jointly by the four agencies and forwarded to the Budget Office and the governor's office as an independent and ancillary document not subordinate to or integrated with the department's package of educational needs.

The governor should have an opportunity to hear the needs of the cultural agencies and to decide on the merits of the needs after sufficient opportunity to advocate and explain the objectives identified has been provided.

The governor should entertain advocacy from the chairs of the four cultural agencies who should be invited to present the case for cultural bureau needs on at least an annual basis.

The unique organizational structure that has served the cultural agencies so well and that has contributed so much to the citizen involvement and support of agency functions needs to be recognized and accepted. Citizen commissions were created and have been sustained because of the distinctive nature of these four agencies and the desire to provide for their professional management with a minimum of political interference.

The policy setting roles of the arts, historic preservation and museum commissions should be sustained and enhanced.

The Maine Library Commission is the only citizen group representing these agencies that is created on an advisory rather than policy basis. Members represent diverse interests such as public libraries, school libraries, and academic libraries, among others, or specialized clientele such as the handicapped and the institutionalized. The commission could be strengthened by a change in emphasis from program-focused representation to more general citizen participation. Extension of policy authority to the commission will enhance the commission's role in helping to achieve adequate levels of funding. The budget process represents the greatest shortcoming in meeting program needs.

The Maine State Library Commission should be empowered to set policy for the Maine State Library.

Each of the cultural agencies must determine its need for additional space to meet the challenges it faces. As the use of facilities increase both the museum and the library are rapidly running out of space. Meanwhile, the space allocated to the arts and historic preservation commissions is also inadequate.



Kennebec Journal/ Joe Phelan

State Library, Reference Section.

The work of the four cultural agencies could be integrated to a much greater degree if additional space was provided and if that space was available within the same structure. The public's use of and appreciation for the roles of the several cultural agencies would be enhanced if a new facility, designed for museum and library needs, could integrate the office, program, and laboratory needs of the arts and historic preservation groups. This would permit "one stop shopping" for many Maine citizens and would increase the public services provided by all the agencies.

The need for a major addition to the cultural building is cited elsewhere in this document (see program needs of both the library and the museum). It should be recognized that an organizational need might also be met by such a building program.

A major new addition should be planned for the cultural building. This addition should provide for the growth needs of the museum, library and archives, and should also permit an integration of the arts and the historic preservation activities within the same structure.

Program Needs

THE MAINE STATE LIBRARY

The primary mission of the Maine State Library is to ensure quality library service to every citizen of Maine. Citizens with weak local resources, or no local libraries at all, turn to the state library for help with their recreational, educational, and informational needs. There they encounter a variety of coordinated services that have evolved over the library's long history of legislative mandates fueled by constituent demand.

The geographic isolation and minimal, if any, municipal support in most small communities will challenge the development of widespread and adequate library service for years to come. Significant improvement of library service cannot come without financial assistance and programmatic leadership from the state, something legislative initiatives have recognized for many years.



Kennebec Journal/Joe Phelan

Governor John R. McKernan greets staff at the Maine State Library.

OUTREACH: FUNDING

In 1985 the national average for state aid to public libraries was \$1.41 per capita. In 1973 the Maine Legislature granted public libraries \$.10 per capita. The 112th Legislature added ten additional cents spread over a recent two year period, and the level of aid now languishes at \$.20. Meanwhile, the national average continues to rise. In the last ten years the average cost of library books has increased 253%. Periodical costs have increased over 310%. It is becoming increasingly difficult for Maine's public libraries to purchase even a representative selection of the many thousands of books published each year. A mechanism must be established for response to this need without the constant badgering of the legislature, which has already set the policy direction.

A per capita funding formula must be established to ensure adequate state financial support to public libraries.

School libraries are faced with most of the same increases in costs for books and other resources as are public libraries and are falling behind in acquiring those up-to-date materials necessary to satisfy curriculum needs. In most schools, there is now less federal money available than when the Elementary & Secondary Education Act, which was phased out in 1983, provided funds specifically for library development. Federal grants to schools now can be spent on a large number of school functions, resulting in less library expenditure.

A funding program to supplement available local and federal funds is required to further school library development.

Maine has well over 200 public libraries, most of which are resource poor, poorly designed, and crowded. These libraries are usually among the oldest buildings in their communities. Several were built through the generosity of Andrew Carnegie ninety years ago. Since 1965 federal Library Services and Construction Act funds have helped twenty-four Maine libraries construct or renovate their facilities. Most libraries are unable to provide the required matching funds to qualify for federal aid.

State aid should be provided to help public libraries upgrade their facilities to meet the information needs of Maine citizens.

OUTREACH: SHARING

In 1973 the Maine Legislature passed a law that created the Regional Library System. An extraordinary level of sharing among Maine libraries has resulted, with interlibrary loan rates among the highest in the nation. Another result, less successful, was the provision of a "common borrower's card." The idea, and it is a good one, was that any Maine citizen could walk into any Maine library and borrow a needed book. However, a number of libraries do not favor reciprocal borrowing only because they now charge a fee to out-of-town borrowers and do not want to lose that revenue.

Incentives need to be provided to encourage libraries to participate in the common borrower's card service without a loss of funds.

Although the Regional Library System led to a tremendous growth of interlibrary loans, the fact remains that many local libraries do not fully take advantage of resources that exist statewide. Interlibrary loan is the principal means of getting books not available in the local collection to users.

Strategies to encourage greater use of the interlibrary loan network need to be developed.

The highly successful Regional Library System has placed tremendous pressure on the Area Reference and Resource Center (ARRC) collections. Statistics indicate that in the Northeastern Library District especially an extraordinarily high number of loans are made relative to the other districts.

Supplemental funding support, such as performance measures, need to be examined and perhaps implemented.

OUTREACH: STANDARDS

The shortage of librarians is especially severe in elementary schools. For example, of the 599 elementary schools in Maine only 86 have trained library personnel. Yet from the librarian, students can begin to learn how to locate, interpret, and present information. The early development of critical thinking skills is especially important in today's information age. Maine's statewide testing of elementary school children found that children who actively read score significantly better all around. Reading is the catalyst for lifelong learning.

More professionally trained librarians are needed in Maine elementary schools.

Many parents and educators are increasingly aware of the importance of providing reading materials to children at an early age and are developing better library programs at the elementary level. The availability of a strong library collection with properly trained library personnel will encourage reading at an early age and thus a difference in the education of Maine's children.

The Maine State Library and the Department of Educational and Cultural Services should encourage schools to implement State Board-approved library media standards.

The Educational Reform Act of 1984 encourages schools in the state to develop Library Media Centers. Many schools have taken these educational reforms seriously and consider school libraries a priority. In part, this is why over the past three years an average of seventy professional positions opened annually in public, school, and academic libraries. It is very difficult to find qualified candidates for these positions. Because of continued interest on the part of the schools to develop school libraries, we expect this trend to continue for many more years to come. Without question the shortage of qualified librarians will be one of the most critical problems facing the library community in the near future. This is why the establishment of a library training program in Maine is of utmost importance and warrants the attention of the Maine State Library and the Department of Education.

To avoid a critical shortage of professional library staff throughout the state, graduate level library education opportunities must be established in Maine.

OUTREACH: ADVICE AND HELP

A professional consultant is assigned to each of the three library districts with offices located at the Area Reference and Resource Centers. They work closely with the district councils in regional service improvement and offer their individual expertise to local libraries. One consultant enjoys full-time clerical help, but due to the accidents of history the other two don't and must dilute their professional activities with clerical tasks.

To gain a more productive use of the professional's time, at least part-time secretarial assistance should be provided for the Northeastern and Central library districts.

The curriculum division of the Bureau of Instruction helps schools the state's mandate of computer literacy for school students. The focus of the bureau's effort is on classroom activities rather than on developing the school library's role in computer education and on the use of microcomputers for information and research operations. But in Maine schools, both facets of computerization are most often centralized in the school library. In order for the state library to take part in the effective development of these new information technologies, the media services section must expand to include computer consultant services.

In order for the state library to keep pace with the demands for technical assistance in the areas of telecommunications and other information technology, the Media Services section should be reorganized and staff should be added to provide these services.

OUTREACH: DIRECT SERVICE

The Books-by-Mail Service, which replaced Bookmobiles in 1981, is growing 12% yearly. The increased use of this service by rural citizens without access to any other library service means growing costs for postage. In addition, a 27% postal rate increase is due to go into effect in October 1987. The legislature expressly mandated the absorption of postal costs both ways, and this principle is threatened.

Funds must be allocated to offset growing postal costs.

IN-HOUSE: COLLECTION

The state library does not serve educators exclusively, but they are a vital part of its service mandate. As the society becomes increasingly complex, no one institution can meet all the educational needs of all age

level. Self-development is the increasing ally of formal education. One factor is constant: whether teacher-led or self-initiated, the common need is one of learning tools. Tools of the mind. That's what libraries are all about.

The excellence of any library depends on the quality of the collection and its availability to the public. Statewide library service depends upon the three Area Reference and Resource center (ARRC) collections: the Bangor and Portland public libraries, and the state library. By any professional measure, the state library's materials budget is unconscionably low, and has it not increased during a time when book prices have doubled and magazine costs have tripled. The book buying budget is significantly lower than that of the other BRRCs, and by no means up to national standards for a library its size. And the state library has additional constituencies beyond those of the other ARRCs: two examples are state government itself, and a quarter of a million rural residents.

The materials budget of the state library should be tripled.

One part of such a budgetary increase should be devoted to the emerging informational media that have penetrated widely into Maine's homes: audiotapes and videotapes. Library purchasing should be concentrated exclusively on how-to, instructional, and informational titles not generally available in rental stores. Experience elsewhere shows that such resources are among the most popular and the most nurturing tools that libraries can provide. Among the major beneficiaries would be state government itself since the staff takes advantage of training tools for self-improvement.

The state library should increase its line of how-to audiotapes and should initiate a line of educational videotapes for direct lending to the public.

Also dependent on budgetary increase is massive attention to the library's holdings in the discipline of education. And because it is the library of the Department of Education, there should be concentrated purchasing of materials of use to consultants, as well as to teachers in the field. The library's efforts with ERIC, the Information Exchange, and interaction with other DECS bureaus are not enough. To date, the multiple public demands upon an inadequate book budget have not permitted the development of a quality education collection.

The library's resources in education should be increased.

A major national effort is underway to identify and preserve the many thousands of newspapers that have been published since colonization in the United States. The research potential, for Mainers and others, is obvious. Grant funding for microfilming and other aspects of a statewide newspaper preservation project is available through the National Endowment for the Humanities, but it depends on a local concentration of staff activity that has not yet emerged in Maine.

The state library should be authorized and funded to hire a full-time newspaper project coordinator for a minimum of two years.

IN-HOUSE: ACCESSIBILITY

The excellence of any library depends on the quality of its collection and its availability to the public. The state library's hours of operation serve state government well, but because public service staffing has not kept pace with demand, the library is not open a sufficient number of hours to provide full public service. Existing evening and weekend hours are inadequate. The library should be open every weekday evening and at least eight hours a day on weekends and holidays.

The public services staff should be increased to enable full evening and weekend hours.

The inevitable growth increase of the library demands that holdings be cataloged for maximum public access. To take an example apart from anything mentioned previously, the number of incoming state documents that must be cataloged have increased dramatically in the past two years.

To keep abreast of materials management add two professionals and one clerical position to collection services.

The efficiency of the staff has obvious implications for staffing levels. Libraries nationally have moved massively into computerization to enhance efficiency and to slow down the staff growth necessitated by increasing demand. Computerized circulation via barcoding has additional advantages in statistical reporting, analysis of book purchasing needs, overdues, billing, security, and inventory control.

The state library should computerize its circulation procedures.

A giant step was taken to improve access to information and location of library resources when the legislature appropriated funds for statewide library automation. However, to improve the efficiency of the state library to serve patrons, many internal operations must be computerized. These include programs such as Books-by-Mail and handicapped patron registrations, catalogs, circulation systems and on-line access to data banks, electronic bulletin board and electronic mail.

Funds are necessary to advance the computerization of the state library's internal operations.

The MaineCat project, as its original legislative title indicated, will open Maine libraries to modern information technology. By taking the single MaineCat step of placing card catalog holding records for many Maine

libraries on a CD-ROM disc, vistas of local and regional automation are open to libraries for the first time. The next logical expansion of MaineCat, from the state library point of view, is the previously mentioned barcode circulation system, which would be dependent on the state library portion of an enhanced MaineCat database. But also implicated is public access both to MaineCat itself, and to the later State Library circulation system it enables. A Maine citizen, business, or government office, or student should be able to call an 800 number and use MaineCat and any useful databases the state library can acquire or develop — one example is the Information Exchange's Resource Bank. This direct public service could be accomplished in a limited fashion as early as mid-1988 with a relatively small investment in equipment and telephone lines.

The state library should install and maintain a publicly accessible database consisting of MaineCat and other files, with a minimum of five incoming 800 lines and one full-time library professional to maintain it.

In addition, the DECS, the legislature and the governor's office depend upon the state library for audiovisual equipment and the production of transparencies, video recordings, and other visual materials. Because the state library has limited production capability and minimal equipment, requests must often be turned down. This forces other agencies to purchase and thereby duplicate expensive equipment that can be more economically provided from a central location. There are no audiovisual recording facilities available anywhere within the State House Complex. The increased use of audiovisuals for presentations, legislative hearings, and educational training suggests that the library should provide a central state government audiovisual studio with supporting staff.

An audiovisual studio with equipment and support staff is needed to meet the growing state agency need for audiovisual equipment and videotape production.

IN-HOUSE: PRESERVATION

Only recently has attention been paid to those holdings in the State Library that are deteriorating from acid paper and environmental hazards. Because such deterioration develops gradually over many years, it does not present a crisis at any one time, and yet in the end the situation is as destructive as a flood or fire. There is no person in the overburdened library structure that can devote themselves to collection preservation; this shortchanges the citizens of Maine.

An expert on materials preservation, professionally trained in librarianship and collection conservation, should be hired full-time, with adequate clerical support and budget for materials handling.

Among the several collections most at risk from acidic deterioration are old newspapers, which should be addressed by the Newspaper Project discussed previously, and the best collection of annual town reports in Maine. The latter collection should be microfilmed and widely distributed to appropriate collections in Maine. These are only two examples of a larger universe of deteriorating but historically significant Maine materials in the state library. The endless scope of this problem is best illustrated by the emerging need

to preserve Maine state publications. Some states routinely microfilm every state publication as it is issued, and while this is not suggested here, we should at least begin to address the overall problem.

\$150,000 should be allocated yearly for all aspects of materials preservation: microfilming, deacidifying encapsulating, etc.

The State Library's collection will inevitably continue to grow; among other things its responsibility is to collect and preserve publications on Maine from private sources, and the publications of Maine state government. Regardless of weeding and microfilming efforts, there is an irreducible minimum that continues to grow. In the short term, some of this growth can be accommodated by storage space and compact shelving, but in the long term the library's physical facility must expand. Allied needs, such as space for an auditorium and for a central audiovisual equipment operation for state government, cannot be ignored indefinitely.

Planning should begin for a new wing for the library building coordinated with the needs of the Museum and the Department of Education and Cultural Services as a whole.

ADMINISTRATIVE PROBLEMS

All agencies within state government have certain gripes in common. One is particularly poignant, however, and that is the inability of the personnel system to ensure the highest quality recruitment, quite apart from questions of salary level. Testing practices and limited lists frequently force the employer to hire mediocrity rather than excellence.

The personnel system should be reformed to ensure excellence in hiring. One possible reform: all eligible names on a given register should be made available to the hiring agency, rather than the present limit of six. Another: the ability to define specialization within a given professional classification should be expanded, so that resulting lists would concentrate on specifically qualified individuals rather than vaguely qualified generalists.

Information acquisition and data handling in state government are chaotic. Recent reform of the central computer operation addressed data production, the input end of the problem. However, output problems — how data, once produced, is managed for optimum citizen and staff access — were not addressed. There is a bewildering profusion of data files and other information produced within state government and that data cannot be located or even identified by the citizen or state employee. Ideally, citizens should have one-call dial-access to most data files produced by state government. At the least, a program for identifying

such data and indexing its subjects and methods of availability should be staffed, most logically at the state library.

A major, legislatively financed study should be undertaken, and a national information management consultant should be engaged to study the chaos and recommend solutions.

Serious problems in efficiency have developed because of the long lead time necessary to approve capital equipment, particularly in the area of automation. The rapidly changing nature of the information environment has rendered past practices in this area obstructive to information delivery.

It should be within the authority of the state librarian to transfer allocated funding from "all other" to "capital" as operational need dictates.

Program Needs

THE MAINE HISTORIC PRESERVATION COMMISSION

The Maine Historic Preservation Commission, with its small staff and limited budget, continues to face the implementation of multi-faceted state and federal mandates outlined elsewhere in this report. The pressures on the staff and the existing budget have increased over the years, while the level of federal support has fallen sharply. If the Commission is to continue to spearhead the preservation of Maine's historic resources at a time in which development pressures are at an all-time high, the following essential needs must be addressed.



RESTORATION GRANTS — The Farnsworth Homestead in Rockland is one of 71 historic properties in Maine which have received state funds to date under the Commission's 50% matching restoration grants program. To qualify for the program, properties must be on the National Register, owned by a non-profit organization, and open to the public on a regular basis.

1. After reaching a peak in 1980, federal historic preservation funds have dwindled to their lowest level in a decade. This has had a profound effect upon the Commission's statewide survey program, arguably the most basic function of the historic preservation program, since the identification of prehistoric and historic resources is the essential first step toward their protection. In 1980 the Commission allocated \$286,000 in federal funds for prehistoric archaeological surveys, historic archaeological surveys, and architectural surveys. For 1987 the figure has fallen by more than 90%, to a mere \$25,300. Just as state government funds surveys for critical areas, wildlife, forest resources, and geological formations, it should also ensure that the statewide

survey of Maine's archaeological and architectural resources be intensified at this time of extreme development pressures.

There is an urgent need for an annual state appropriation for the Maine Historic Resources Survey.

2. The Commission's current staff structure contains a mini-computer operator, who also functions as a clerk-typist. This position services eight professionals who generate a considerable amount of correspondence, reports, inventory data, and publication manuscripts, creating far too large a volume of work for one person to handle. The Commission's clerical support system has become completely inadequate in recent years.

There is an urgent need for the addition of a state-funded Clerk-Typist I to the staff and the upgrading of the Mini-Computer Operator position to that of Clerk-Typist III, reflecting new supervisory responsibilities.

3. In 1985 the Legislature and the electorate approved a \$2 million bond issue for the Historic Buildings Restoration Grants Program. The Commission is awarding these funds as matching grants over a four-year period which began in 1986. The direct beneficiaries of this program are historic buildings in public or private non-profit ownership which are open to the public. The indirect beneficiaries are the people of Maine and the economically-important visitors to the state. Apart from fulfilling a critical need in assisting the preservation of Maine's historic built environment, this program has important effects upon tourism and public education. For more than a decade there has been a consistent annual need for \$2 million in restoration projects statewide. Thus, the current program, due to expire in 1989, annually assists about half the demand.

Beginning in 1989 there will be an urgent need for an annual appropriation for the Maine Historic Buildings Restoration Grants Program.

4. The Commission believes that its professional staff positions have been established at unfairly low pay ranges when compared to equivalent positions in other bureaus. For example, the Director's range is 85, while the Directors of the other three cultural bureaus in the Department of Educational and Cultural Services are at range 88. The position of Historic Preservationist, comprised of M.A.- and Ph.D.-level professionals in archaeology, history, and architectural history, is at range 22, while equivalent professional positions in other bureaus are as high as range 28. The position of Assistant Director, at range 26, has been set artificially low by the low ranges of the positions above and below it. The Commission feels that fair and consistent pay ranges call for the Director to be at range 88, the Assistant Director at range 28, and the Historic Preservationists at range 24. In addition, the staff Accountant II is functioning as a federal grants manager and should be reclassified as a Business Manager.

There is a need for the Department of Educational and Cultural Services, the Department of Employee Relations, and the Legislature to re-examine and upgrade the Commission's unclassified and classified professional salary rates.

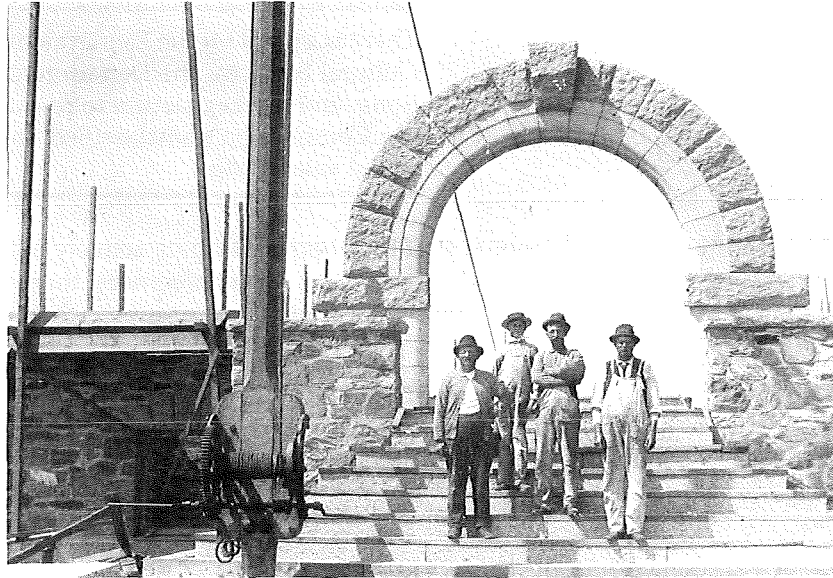
5. Although all of the Commission's professional staff members participate actively in public education by delivering lectures, preparing publications, and attending statewide conferences, there is a need to expand the Commission's capacity to interact with the public, local historical groups, schools, and the media.

There is a need for additional staff capability in public education.



HISTORIC ARCHAEOLOGY — Assistant Director Dr. Robert Bradley, foreground, uncovers the 1640s foundation of Sir William Phips' birthplace in Woolwich.

6. The Historic Preservation Commission and the Arts Commission will, in the foreseeable future, outgrow the available space at 55 Capitol Street. Since additional exhibit and storage space for the State Museum



DOCUMENTATION — A vital tool for understanding the history of Maine's built environment is found in the thousands of pictorial images of the state which have survived from the 19th and early 20th centuries. This view of the construction of the Bangor Mental Health Institute in 1896 is one of 40,000 photographs of Maine buildings which the Commission maintains for study purposes.

and State Library are necessary and call for expansion of the existing Cultural Building, it would be logical to design this new construction to accommodate Historic Preservation and the Arts and thus unite the four cultural bureaus within one complex.

There is a long-term need for additional office space which could be provided by an expansion of the Cultural Building.

7. The dramatic decline in the Commission's federal funding has been noted in relation to the near-collapse of the survey program. Because of the uncertainty of federal funding now and in the future, and because five of the Commission's nine staff positions are 100% federally-funded, the Commission's programs are annually threatened with drastic curtailment.

There is a need for an increased annual state appropriation to assume the cost of the Commission's federally-funded positions.

Program Needs

THE MAINE ARTS COMMISSION

Twenty years ago Maine had a few year-round cultural institutions based primarily in urban centers. Moreover, there was no professional repertory theater, dance company, or symphony orchestra. There were only four museums of any significant size. Yet in 1987, over eighty organizations applied to one grant program, Institutional Support. Of that number, 73% were organizations that had been created within the last twenty years. When the commission was created there were no community arts agencies to deliver professional arts services and programs to communities throughout the state. Today there are forty-five such groups — in Fort Kent, Rangeley, Ellsworth, Saco, Machias, and in many, many other communities. There were also no formal programs to bring artists into residency programs in Maine schools. There was no program to tour artists throughout the state. Today we have all of this, but to build upon the commission's role in assisting the growth of cultural institutions and in providing arts experience to rural Mainers, the commission must now take more steps to promote and develop the arts and to participate in state government's goals to improve the quality of life for all Maine people.

The Maine Arts Commission sees no major changes in the mandates and guiding goals that oversee the work, the programs, and the activities of the agency. The mandates and goals are comprehensive in character because they provide a specific direction to the work of an increasingly complex agency. Rather, the agency faces an overriding concern to meet those mandates.

The needs addressed here stem from consideration of the agency's 1987-89 state plan for the arts submitted to the National Endowment for the Arts. The plan, mindful of the federal mandate for broad public involvement and of Maine's Administrative Procedures Act, involves artists, representatives of arts organizations, and citizens who participate in planning sessions and public hearings. Key to not only this planning, but also to the commission's entire decision-making process, are the advisory panels established to augment the commission's knowledge in the arts. (These panels in all the arts disciplines provide a system of peer review whereby arts professionals consider and recommend action on programs to be funded or developed by the commission. The commission then takes the final action on these recommendations.) Through the commission's planning process, essential directions for the 1990's have also been identified. These longer term directions, combined with the commission's existing plan for the 1980's, resulted in a detailed plan for action.

This section is divided into three broad categories to coincide with the Commission's areas of activity. They are grant programs, the public art program, and the services and information program.

THE GRANT PROGRAMS

The commission has established several grant programs for funds to be awarded to chartered, non-profit, tax-exempt arts organizations or educational institutions engaged in arts programs, as well as to, among others, units of local government and service agencies. General eligibility requires that organizations match grants submitted to the commission since grants are awarded as an incentive to raise private dollars.

The several grant programs are designed to meet specific purposes, and together they support the commission's major goals of providing excellence in the arts and arts experiences for all Maine citizens.

The Institutional Support Grant Program provides funding for established, professional cultural organizations such as community arts agencies, music organizations, and museums. Grants are also awarded on a project basis to non-arts organizations that may wish to carry out an arts project.

In 1987 a new formula was established to provide an equitable funding plan. The formula resulted from major growth in not only the numbers but in the size of cultural organizations which is why the commission could not use historical precedent in funding organizations at the same level year after year. However, the plan resulted in major reductions for over 40% of the state's leading small and large cultural institutions. Therefore, a major need exists to rectify this situation.

Increase funding of the Institutional Support Grant Program to minimize the effect the formula has had on 40% of the commission's grantees.

In addition, the Commission has developed a comprehensive program to research, identify, and provide program support for Maine's traditional artists to present art from various cultures. However, the commission no longer has the staff to carry out this program as the position was a three-year federally funded one. A serious situation exists whereby there will be limited staff ability to continue to work with Maine's traditional and ethnic cultures.

Establish the traditional arts associate position on a permanent basis within the commission.

Efforts to have better long-range planning among state cultural institutions have been defined by the commission's planning process. In order to more completely assess the collective needs of Maine's cultural community, the commission's funding system must be adjusted to support longer term planning and stable funding.

Convert the existing funding formula to at first a two year and then a four year funding cycle to promote coordinated state/local organization planning.

Establish budget targets for the commission's support of Maine cultural institutions to be 10% of local organization's operating budgets by the year 2000. Increase funding at one percentage point per year.

Maine cultural institutions not only face critical financial difficulties and the need for longer term program planning, they also need to build endowments and reserve funds and cash reserves in order to solidify their unearned income base and provide buffers against emergencies. In the next century, the lack of diverse income sources will become a critical problem for music organizations, theaters, dance companies, art

museums, and other organizations as they must increasingly raise the cost of admissions and ticket prices to meet what is essentially the cost of a labor intensive industry.

The commission's program will set up a challenge grant, matching five private dollars to every one public dollar. By selecting several organizations per funding period, this represents a major effort by the commission to secure the future of cultural organizations at minimal public expense.

Establish a challenge grant program to build endowments and cash reserves for selected private non-profit arts organizations.

Another issue concerns the dearth of cultural facilities in Maine. In rural Maine there are not enough spaces with adequate stages and technical requirements to accommodate the music, dance, and theater groups that are available to travel throughout the state. And few exhibition spaces possess the appropriate lighting and security to show the works of regional artists and the increasing number of traveling exhibitions.

Establish a Cultural Facility Act to set up a public/private partnership to improve cultural facilities.

An inequity exists among the tax structures for non-profit cultural institutions. Educational and charitable institutions traditionally have not been required to pay sales tax on materials that they purchase. In 1983 the Maine Legislature exempted non-profit historical societies and museums from paying state sales tax. However, other cultural organizations in the performing and community arts fields were not exempted.

Establish legislation to exempt all Maine non-profit cultural institutions from sales tax.

The Artist in Residence Program places professional working artists in non-profit institutions such as schools, libraries, sheltered workshops, theaters, museums, and community arts organizations in which they demonstrate their artistic disciplines. Participants, who range in age from preschool to the elderly, have the opportunity to work with the artists on specific projects. Residencies must be at least ten days long and may last as long as a year.

There are several needs in the Artists in Residence Program and most involve building on a successful model. To serve more parts of the state with more successful programs, there must be greater resources to finance those programs, and there must be more coordination among the varying interests of the Maine Arts Commission and the curriculum divisions of the Department of Educational and Cultural Services, the Maine Alliance for Arts Education and other arts service groups, public schools, and cultural institutions.

Increase grant funds for Artist in Residence Program sites in the state including those in vocational education.

Establish a Governor's Institute for the Arts to provide excellence in arts training.

A Cultural Resources Act should be enacted to provide support and backing for closer working relationships between the state's growing numbers of cultural institutions and the public schools.

In 1988 a new **Individual Artists Program** to provide fellowship support for artists will begin making Maine the last state within New England to have such a program. The purpose of the program is to bring recognition and attention to Maine's excellent artists and their work through a fellowship.

Adequately finance the artists fellowship program.

The Maine Touring Artists Program provides sponsoring organizations with a qualitative list of performing, visual, literary and traditional folk artists who travel throughout the state to present performances and workshops. **The Exhibition Aid Program** provides financial support for exhibitions promoting the work of contemporary Maine artists. **The Regional Arts Program** provides funds to six community arts councils that regrant funds for professional activities in their respective regions.



The Maine Touring Artists Program brings a variety of Artists to many audiences throughout Maine. Here featured is Bill Street Jazz Ensemble.

Although all of these grant programs will require increased support in the coming years, the Maine Touring Program, in particular, will soon require more funding.

Increase support for the Maine Touring Artists Program to meet growing demand.

Increase support for other grant programs.

The New England Foundation for the Arts is a six-state consortium supported by the state arts agencies of New England, the National Endowment for the Arts, and corporate contributions. The foundation conducts an exhibition rental program, a touring program of regional performing artists, and also conducts research on the arts. Their goals include greater promotion of New England’s contemporary and traditional artists as well as development of a firmer corporate funding base.

Increase funding by 10% each year through the year 2000 for the New England Foundation for the Arts.

THE PUBLIC ART PROGRAM

The Percent for Art in Public Buildings Law, enacted in 1979, provides funds for the acquisition of works of art for certain public buildings. The law applies to buildings that are used by the general public and that are constructed with funds appropriated or allocated by the Maine Legislature. Although, elementary and secondary public schools are included in the act the school’s governing body has the option to participate or not. Art work is usually commissioned although in some cases finished works are purchased. The commission maintains a registry of over 1,000 artists, which is a slide reference for use by participants in the program.

Because of the major growth of this program — from fourteen sites (1979-1984) to now nearly fifty each year — a major administrative problem exists. It is simply impossible for one person to meet the needs of all these sites, and thus this program, which has been highly regarded both in the state and elsewhere, is at risk of falling apart administratively.

Provide staffing for one additional Percent for Art assistant.

In 1987 the legislature made several improvements and adjustments and also fine tuned the 1979 law, the chief feature of which was to remove the ceiling of \$25,000 for all non-elementary and secondary public school projects. That ceiling has become obsolete. The reason the ceiling was not removed this past year was to encourage as many public schools to participate as possible. In the beginning of the program only 8% of public schools participated. During the current year 59% participated, and at a recent State Board of Education meeting, at which school construction projects are approved, twelve of the thirteen sites chose to participate in the law. This ceiling is obviously no longer an incentive for participation.

Remove the \$25,000 ceiling per building for all Percent for Art sites.

Beyond the commissioning of art for new and renovated construction is a major need for art in public buildings throughout Maine. A successful Canadian program, the Art Bank, serves as a model. The program provides for a rental/purchase arrangement for the work of contemporary artists. The program serves two purposes: to provide art for public spaces on a rental and purchase arrangement and to provide support for artists.

Establish an Art Bank for Maine.

THE SERVICES AND INFORMATION PROGRAM

The Services and Information Program of the commission is a clearing house for arts news in the state, region, and nation and is also a resource center that provides information on the arts to the public. The commission staff is in frequent contact with not only the state's artists, but also with cultural organizations, national and regional arts service groups, and other agencies of Maine state government and therefore can answer questions and research information on events, resources, grant programs, and issues in the arts. The commission publishes a newsletter, agency program descriptions, and resource directories; maintains public information and press contacts; promotes quality design; and carries on promotional projects such as the promotion of Maine Cultural Heritage Week and concerts in the Blaine House and State House.

A goal of the agency's current plan is to improve its public information efforts. To that end a part-time staff person has been hired. However, the position was actually a full-time position to start with, but was recently reduced to part-time for budgetary reasons.

Re-establish the four-day-a-week public information position as the five-day-a-week position.

Computer and clerical services present another major problem to the commission, which lost its computer staff position due to budgetary problems, And only one secretary/typist/receptionist is available for a ten person staff, one hundred advisory panelists, and twenty-one Commission members.

Create a full-time management analyst position and a clerk-typist II position.

Quality of design is critical in presenting a message clearly. The commission has had a long-term interest in design, has developed a comprehensive internal redesign program for all its publications, and wishes to share this experience with other agencies in state government. The Commission also wishes to play a larger role in the selection and placement of contemporary works of art in the State House complex.

Create a program to improve state design.

The commission must continue to bring attention to the arts, to the artists who reside in the state, and to those who support the arts. Several activities should be established or augmented as has been done in many other states to bring the public's attention to the state's resources.

Create the Governor's Awards for the Arts for students, professional artists, and supporters of the arts. Expand the existing literature competitions.

The commission is concerned with enhancing the relationship among the arts, business, and the private sector, and the effects which that relationship has on economic development. In 1978, a report in the *Arts and the New England Economy* showed that the \$13.1 million expended by Maine non-profit cultural groups generated an economic effect of \$27.7 million. Commission records estimate that direct expenditures have doubled since 1978; therefore, the economic effect has vastly increased. Economic impact is a subject to be studied again this coming year through the New England Foundation for the Arts. There is a pressing need for more collaboration among private state organizations to garner resources from both the public and private sector, to improve the financial and managerial situation of arts institutions.

Encourage the establishment of a Maine Business Council for the Arts.

Develop a cooperative program between the arts and tourism.

Establish a collaborative funding program with the Maine Community Foundation through special funding from the National Endowment for the Arts.

As the commission must effect better connections between the public and private sectors, it must continue to provide professional development services to artists and arts organizations. Professional development has been a key aspect of the commission's Services and Information Program from the start. Activities such as conferences and workshops range in scope from audience development, fundraising, and effective boards of directors, to training programs that teach artists to take better slides and to create better photographs for marketing their work and performances. The commission encouraged the establishment of the Volunteer Lawyers for the Arts project, a legal referral program for artists and arts institutions. The commission has provided travel assistance to conferences essential to arts administrators.

Expand professional development activities for artists and arts institutions.

Professional services for artists also have included legislation that has advocated the needs and rights of artists. Legislation enacted in 1985, the Artists Moral Rights Bill, ensures that an artist's work will not be displayed in a public place in an altered form without the artist's consent and that the artist has certain

rights in defining authorship of works. In other parts of the country several laws relating to artist's concerns have covered such topics as artists/art dealers relations, resale royalties, revisions in inheritance tax laws, tax deduction of works donated to museums, and work and living spaces. Advocacy efforts on behalf of handicapped and minority artists have also been undertaken.

Research and promote legislation to improve conditions for artists producing work in Maine.

There are two administrative needs, which cross all program areas and require additional resources. The first concerns reimbursement for the travel expenses of commission members. During the review by the legislature's Joint Select Committee on Audit and Program Review, the committee presented a finding on commission's expenses. Commission members are statutorily entitled to reimbursement for expenses incurred in fulfilling Commission responsibilities. However, since the commission's inception, reimbursement has not been approved as a part of the final budget submitted to the legislature. Therefore, funds are removed from grant accounts, thereby reducing monies allocated for arts programs.

Establish a budget item for commission member expenses.

A second problem exists in that commission staff salary levels have not kept pace with similar positions within state government and are not in line with payment of other state arts agencies. As the agency has grown in size and complexity and as more demands are placed upon it, a re-evaluation of salary levels is necessary.

Reassess salary levels of the classified positions of the commission staff.

SUMMARY

The Maine Arts Commission sees a major task ahead not only in meeting its legal mandates and in achieving its stated goals, but in making a very real difference to the future of Maine people during the remainder of this century. This plan calls for not only the continuation of tried and proven support mechanisms but also of some expanded and new efforts to meet the expectations of the Maine citizens. A number of these items will require new resources, but each has been considered in the light of a coordinated plan, one which is achievable and whose success is measurable.

While this plan is based upon analysis and careful projections, the plan is envisioned not as a document to which the agency must strictly adhere but rather as one to serve as a guidepost for government's role in shaping the state's artistic destiny. This document is the foundation for ongoing agency planning for the betterment of Maine artists, arts organizations, and Maine citizens.

Program Needs

THE MAINE STATE MUSEUM

The Maine State Museum has not sought, nor does it anticipate, any additions to its basic mandates. The needs specified in this document arise from a continued pursuit of the goals and objectives noted in the previous chapter of this report. In recent years the museum has been able to fulfill many of the goals in its mandates, but this may not continue to be possible. Sustaining the museum's quality becomes more challenging as the collections grow, as the demand for public services increases, as older exhibits require maintenance, and as public visitation grows larger. The future presents new needs for the museum. The museum's popularity drives forward an increasing demand for museum services.

The museum serves more visitors each year, and these visitors have increasingly sophisticated expectations. Just to maintain the present high regard for the exhibitions program, the museum must continually adapt to contemporary demands. The public and the legislature have now formed an image of their state museum. They have come to expect a great deal, and they will not readily accept less in the future. Planning for change and growth is necessary to ensure that future visitors will not be dissatisfied. Adequate staffing to cope with increasing school visitation, for example, must be planned before, not after, school buses arrive at the museum's door.

The quality of the Maine State Museum's present programs cannot be taken for granted. Maintenance of existing installations, and the creation of new ones, pose an increasing burden as the museum accommodates more people and provides better services to them. In a period of social growth and change, the museum risks a decline in its service to the people of Maine if it fails to keep pace with this growth and change.



This communion set belonged to Norridgewock missionary, Father Sebastian Rasle, before 1722.

The museum must respond to the pressures of growth and change from within the museum itself. The museum is still a maturing institution and flexibility is essential to meeting new objectives. The legislature's Audit and Program Review Committee recognized this while recommending a first step of organizational restructuring for the museum in 1985. The museum must continue this effort to reconcile its budget and staff resources with the tasks at hand.

The museum must continue to study the restructuring of its staff resources to meet new challenges.

The founders of the "new" Maine State Museum saw, in the 1960s, an erosion of Maine's cultural patrimony, which arose from a loss of tangible reference points telling of Maine's past. The drain of the state's heritage over the Kittery bridge was acutely felt twenty years ago. It is felt as deeply today. The need for conservation of the Maine people's heritage will necessarily be increased, not diminished, in the future.

The challenges facing the Maine State Museum over the next twelve years of the twentieth century fall within the four broad areas of the museum's mandate, that is, collection, preservation, exhibition, and education, matters of concern to Charles T. Jackson in 1836 and to legislative leaders in 1966. These will continue to be the matters concerning the people of Maine in the closing years of this century.

COLLECTIONS

Collections stand at the core of the museum's purpose. Collections define the museum. They mark out the museum's boundaries and establish the scope of its services. The building and maintenance of significant collections are the sole characteristics which uniquely identify a "museum" within our society. The museum can only be as good as its collections permit. There are no important museums that do not have important collections.

The collections of the Maine State Museum fall into three broad categories — natural history, archeology/ethnography, and history. The largest holdings, and the fastest growing, are in archeology. There are presently organized and cataloged some 1.2 million specimens covering a period of nearly 12,000 years. Related collections of ethnographic materials range from porcupine quill work to birch bark canoes. The State of Maine's collections of archeology and ethnology are among the principal northeast Native American collections in existence.

The collections of natural history range from specimens first placed in Charles T. Jackson's first "cabinet" in 1836 to moon rocks. Included in the mineral collections are some of the largest known Maine tourmaline crystals, the largest nugget of Maine gold, and the finest known set of Maine tourmaline gemstones in the world. There are some 4,500 bird mounts in the collection, including many rare or extinct species such as passenger pigeons.

The historical collections include a wide and varied range of materials covering over 350 years of Maine history. There are objects from the earliest days of Maine settlement, from Father Sebastian Rasle's early eighteenth century mission at Norridgewock, and from numerous nineteenth century Maine homes, workshops, and factories. Collections include many portraits of political figures, as well as photographs of ordinary Maine citizens. There are durable artifacts such as a locomotive engine, automobiles, machinery,

and boats. There are ephemeral artifacts such as Civil War hardtack and a blueberry that was sunk aboard the privateer *Defence* in 1779.

Collections must be housed within existing space, so it is imperative that the collections be continually reviewed and refined. The museum cannot abandon the building of collections without abandoning one of its principal mandates. Preserving the state's cultural patrimony requires that the museum seize new opportunities to add significant artifacts to the public's collections. There are serious gaps in the present collection. For instance, few materials speak of work in Maine fisheries and related processing industries. Eighteenth-century materials are scarcely represented as are the collections of "folk art," fine decorative arts, and textiles. Except for the State House portrait collection, the museum has no systematic collection dealing with the State's political history. New opportunities must be seized to systematically expand the collections.

The museum must pursue an aggressive program of collections management and acquisition.

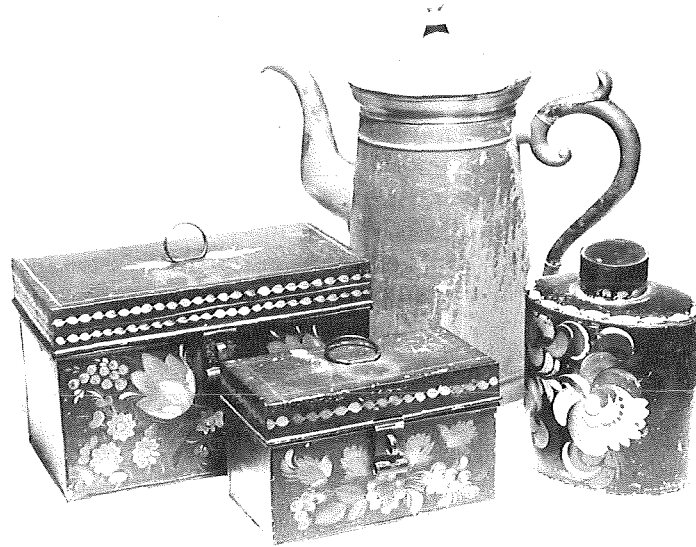
The collections must be properly cataloged to be of use to the public and to researchers, otherwise the collections cannot serve the many purposes for which they were collected. The museum's curatorial staff is small when compared to the size of the collections in the museum's care. The collections of technology, which are large and significant, have no curator. As a consequence, these collections are poorly cataloged.

A curator of technology must be hired to care for the technology collections. A museum specialist II position is required.

Cataloging of collections results in the compiling of significant historical data. The information is then available for researchers, students, and the general public. However, the public rarely benefits from the insights of the staff's research. The staff does attempt to write, lecture, and advise. It is notable that three members of the staff have been asked to contribute chapters to a new Maine history presently being produced. But staff time must remain principally devoted to the management of the collections. The public would benefit from a more aggressive program of disseminating written research findings related to the museum's mission and work.

Funds must be allocated to the development of an aggressive museum publications program.

Artifacts and specimens will continue to be added to the state's collections, and most will result from public generosity. Only a small percentage of the collections are now, or will be in the future, acquired by direct purchase. The purchase of some artifacts is, however, absolutely essential to the discharge of the museum's mandate. Significant artifacts can sometimes only be saved for the people of the state by purchasing them. All museums find it necessary to compete in the marketplace for some of the finest examples of the collections they are forming. Visitors to the museum expect to see the best examples of each class of objects. To do less is to diminish the importance and impact of the museum and, indeed, of Maine's past. Future generations will expect nothing less of us.



The collections of the Maine State Museum feature thousands of artifacts that were made in Maine. Shown here are four pieces of tinware made in Stevens Plains (now Westbrook) around 1840.

Funding needs for acquisitions are very difficult to estimate in advance. Collections building is often necessarily opportunistic, not systematic. The availability of important materials can seldom be planned ahead, and prompt action is often necessary when discoveries are made. To conserve limited funds for acquisitions, and to employ them most wisely, it is essential that greater flexibility be built into the museum's budget.

Funds identified for acquisitions should not lapse between quarterly allotments and between fiscal years.

Quality antiquities related to Maine's past are becoming increasingly scarce and costly. To continue to fulfill the public's expectations more funding will be necessary for this purpose in the future.

Additional funding is needed to keep pace with inflation in the antiques marketplace and to secure for the people of the state increasingly important materials.

PRESERVATION

The safeguarding of the museum's collections is the most basic trustee role of the Maine State Museum Commission. This is also the most critical responsibility placed upon the museum's director and likewise

on the staff. Once collections exist it is the museum's first obligation, above all else, to see that they are preserved.

The Maine State Museum has a proud record of its attention to the care and conservation of the collections, but the resources devoted to fulfilling this mandate are far from adequate. This is especially true if one considers the obligations that lie outside the museum's own walls. The museum's statutes suggest, and the report of the Audit and Program Review Committee reinforces, the museum's obligation to help preserve the state's cultural patrimony throughout the state and that services should be rendered to the many historical societies and museums that share in the task of preserving the state's heritage.

A needs analysis of smaller museums and historical societies suggests that the care and conservation of collections are their most pressing needs. Trained conservators are in short supply and their services are rarely available in local communities at prices that they can afford. The most effective way for the state museum to aid in the preservation of the state's cultural patrimony is by making those conservation services more widely available.

Additional positions in conservation must be created to extend the preservation of the public's patrimony to the collections held in many of the state's local historical societies and museums.

The deterioration of artifacts and specimens is often imperceptible and insidious. The most deleterious impact is often posed by the climate itself. With recent legislative assistance, the climate controls in the cultural building have been much improved. However, the implementation of a full humidity control program still remains. This is of great long-term importance. The fluctuations of humidity in the museum's climate contribute inexorably to artifact deterioration.

Humidity levels in the Museum should be controlled by the installation of additional controls and technology.

Meanwhile, the care of the museum's collections requires increasing attention, especially for the artifacts and specimens on public exhibition. As visitation increases, the chances of vandalism or inadvertent damage to the collections increases as well. To meet this threat, additional visitor services personnel will be required as attendance levels increase. While the staff/visitor ratio is presently well balanced, more people use the museum each year, and more surveillance is required.

Additional visitor services staff positions must be created commensurate with increasing visitation figures.

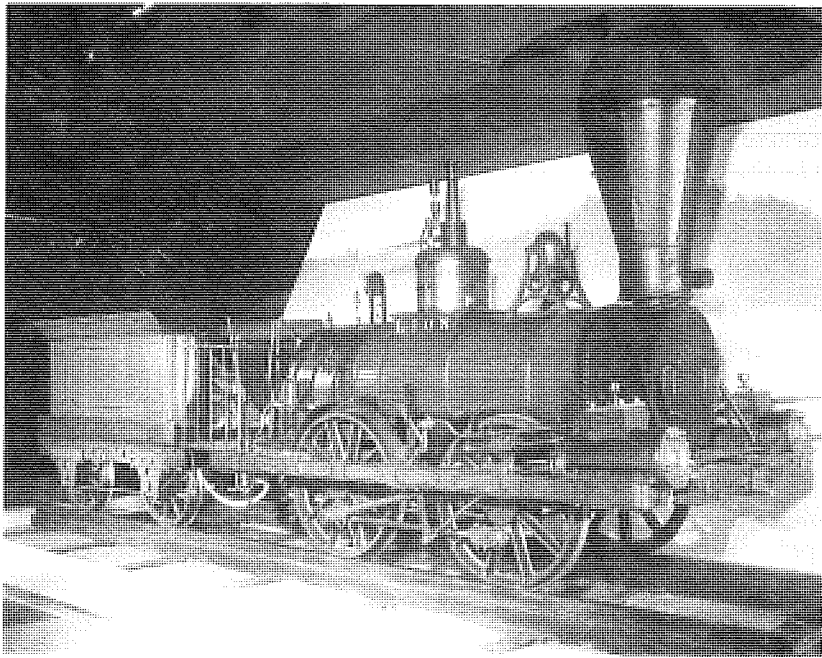
Museum collections are becoming increasingly rare and valuable and will be especially so as the collections are upgraded and refined. In addition to staff surveillance, there is a need to tighten security through im-

proved use of alarm system technology. The museum must protect its collections with the technology available to do so.

Improved alarm systems are needed as the collections on view are improved in quality and quantity.

EXHIBITIONS

The Maine State Museum is respected and appreciated in Maine and, indeed, throughout the nation. This recognition of the museum's professional achievements has come largely from the quality of the museum's exhibitions. Maine visitors are proud of their museum, and they take pride in bringing visitors to the exhibitions, which are enviable even by the standards of much larger and richer states.



The locomotive engine "Lion," 1846, greets visitors to the Maine State Museum. The "Lion" is the 8th oldest American locomotive in existence.

The museum believes that this quality in exhibit building is essential to the task of building pride in Maine's heritage. If the state's image and its esteem are at stake in the construction of public exhibitions, then the museum is correct in its investment of resources to achieve excellence.

The staff is proving capable of both planning and building better and better installations. However, the task of sustaining this quality is an increasingly difficult one. As more and more exhibits are offered to the public, the cost of maintaining them increases. Meanwhile, the public is becoming more sophisticated in its expectations. Visitors have learned to expect a great deal more than they might have a generation ago. Future museum visitors will, no doubt, expect more, not less. At the same time that aspirations are rising, the costs of building materials are rising and are limiting the pace of new exhibit progress.

Additional funding must be provided to keep pace with inflation and to properly maintain the exhibits.

The museum must plan for its future exhibit construction needs. Major portions of the collection remain in storage, and other important themes in Maine's history are not reflected in the present exhibitions. The most substantial collections of all, in archeology and ethnography, are not exhibited at all. Virtually none of the museum's collections of decorative arts and textiles is on view.

An exhibition focusing on Maine's early cultural history, utilizing the collections of archeology and ethnography, must be built. A decorative arts gallery should be completed.

The museum is presently encountering difficulties which, if not corrected in some way, will diminish the museum's exhibit building program in the coming decades. The museum's programs might be described as "decision-intensive," and they frequently run afoul of government operations that tend to discourage new initiatives and construction efforts. The museum's program is unique in state government, and its programs often pose an anomaly within state budgeting and management systems. In particular, the construction of exhibits is handicapped by inconsistent identification of "capital" and "all other" expenditures. As exhibit designs evolve within each fiscal year, the purchase of such items as video monitors, cameras, and other items of technology are specified. These designs emerge after the museum budget has been approved, and the transfer of funds to the purchase of components termed "capital" is excessively difficult and time-consuming.

There are good reasons for the controls placed on state expenditures by the Department of Finance. Too often, however, the exercise of this obligation is one that challenges decisions made by the museum's professional staff.

To facilitate the construction of exhibitions and the care of the collections, the museum must have special statutory authority, under explicit law, to transfer funds from "all other" to "capital" in a manner that is preapproved.

Handicaps also arise daily from the presence of asbestos-containing materials used in fireproofing the cultural building. The experience of the Maine State Library underscores the potential for awful consequences arising from abatement programs. The museum is opposed to any such programs in the museum. However, a safe-work practices program is needed, and funds are required to implement it.

The Division of Asbestos Management has determined that bond issue monies can be spent on asbestos work relating to the building management functions of the Bureau of Public Improvements, but that museum exhibit projects would need to deal with asbestos as a **program expense**. This means the Museum itself must pay for the consequences of dealing with asbestos encountered in exhibit building.

To cope with these problems, funds are needed in the museum's budget. The museum staff can best use such funds with the minimum of disruption to the public programs.

The museum must have its own discreet fund of money to be used in dealing with asbestos-containing materials encountered in the course of exhibit work.

The current growth in public use of the museum is so dramatic that it will probably not be sustained at the present rate. If it were, the museum's visitation would double by 1991. It is unlikely that this will happen. However, the museum has yet to invest any funds in promotional activities. The museum has no brochures, no posters, and no advertising. When attention is turned to promotion the visitation will no doubt increase substantially. When this is added to the visitation that is increasing "by word of mouth," it is clear that the museum's annual attendance will rise dramatically. The museum has inadequate space to deal with larger crowds on many summer days, and in the April-June peak of school visitation.

At the same time, it is recognized that the state has no science museum and, as a consequence, Maine students are not afforded many of the experiences available in other states. There is no substantial planetarium program in central Maine, despite small planetariums on university campuses. Few additions to the Maine State Museum would be more useful or popular to the people of the state.

The space in the museum is proving inadequate for the exhibition of the important collections. There are many many artifacts and specimens that are not, cannot, be exhibited for lack of space. There are important themes of Maine history which cannot be told. For instance, the story of Maine's recreational and sporting heritage is missing from the public installations. This is an important theme and one supported by many significant artifacts in storage.

For the above reasons, and many others, the Museum's long-range planning must envision the construction of a substantial building addition that would include, at the least, the following: (1) a new visitor services/school services area, (2) an auditorium, (3) exhibit space for two additional exhibit installations, and (4) a planetarium.

A major capital construction project to build a wing on the cultural building should be completed before the year 2000. Engineering plans should be authorized no later than 1991. A cultural building commission to oversee the planning should be appointed.

EDUCATION

While the goal of public education is not specifically enumerated in the museum's statutes, it is implied throughout the description of museum activities. The role of the museum in the educational fabric of the state is implicit in all of the museum's programs. This role is, however, closely tied to the programs of collecting and exhibiting artifacts.

The principal vehicles for public education are the exhibitions themselves. It is through the planning and construction of exhibits that the museum undertakes the greatest part of its educational obligations. As exhibitions are built, and related research findings are published, the museum fulfills its primary obligations to aid public education.

The principal mechanisms for the discharge of the museum's educational responsibilities have been discussed elsewhere. In the galleries it is clear that additional visitor services staff will be required simply to sustain the present educational programming as visitation continues to increase. The quality of the museum educational services is threatened as visitation outpaces our ability to offer programs. In 1986 museum staff provided over 2,000 separate school demonstrations and lectures. If visitation increases by only 25%, that means another 500 programs will be needed.

As visitation increases an increase in visitor services staff will be required to sustain the present quality of educational programs.

Museums everywhere have discovered that public education becomes more difficult as galleries become more crowded. The environment for learning deteriorates as congestion and noise intrude on visitors and as it becomes difficult for larger groups to see and hear what a lecturer may be explaining. Among the most common, and best, methods of coping with this deterioration of the learning environment is the use of visitor reception and pre-visit orientation centers. The Maine State Museum will require such a facility in the future.

A pre-visit orientation center must be constructed as part of a major new addition to the cultural building. An auditorium/theatre in such a facility could play a role in such a program.

Provision for coordinated services and technical assistance throughout the state, and improvement in the museum's "outreach" programming is required. The Audit/Program Review Committee identified this issue as one requiring attention in the future. In addition to the conservation services noted above, a full-time coordinator of services to local historical societies and smaller museums is needed.

A full-time coordinator for outreach services should be created at the Maine State Museum.

The broader dissemination of knowledge arising from the study of museum collections demands that research be given its appropriate place in the museum's table of organization. To fulfill the expectation of public benefit arising from staff research, there should be created a specific place for research within the museum.

There should be created at the Maine State Museum the position of senior research associate.

The museum foresees a large task ahead as it serves more and more Maine people and tries to sustain the quality of its work and the quality of museum visitation. The challenge is large, and the program described in this document is ambitious and sometimes costly. It is, however, a program stretching forward to the year 2000. The museum's aspirations for service twelve years hence demand a planning effort which is as far-reaching as the changes the state will encounter in the remaining years of this century.

PLAN

The cultural agencies are putting forward with this document an aggressive program of growth and development designed to prepare the agencies for their work in the twenty-first century. The plan, called "Vision 2000," will require the remaining years in this century to accomplish its objectives.

Even though the plan is one designed to cover the next twelve years, the major initiatives are grouped in the first six of these years. This is necessary for three reasons. First, there are in 1987 a great many pent-up needs which, like overdue bills, need immediate attention. Losses in federal funding, for example, have diminished the operations of some agencies and diminished their ability to serve at a time of increasing need.

Second, some of the long-range plans require an early start to assure completion before the year 2000. This is true of the most substantial funding request of all, the identified need for expansion of the cultural building and the inclusion of the arts and the historic preservation agencies in the family of cultural agencies sharing in this enlarged building resource. In order for this major project to be accomplished when it will be needed, serious planning cannot be delayed beyond 1991.

Third, the cultural agencies are poised now for a "Great Leap Forward" similar to that which the cultural agencies experienced in the 1960s. In the same way that government leaders prepared for the 1980s back in the 1960s, the cultural agencies ask that the leadership of the 1980s look forward with equal vision to the needs of the twenty-first century. This requires bold thinking and a vision to the future equal to that shown by state leaders some twenty years ago.

Today the people of Maine are the beneficiaries of groundwork laid in the 101st and 102nd Legislatures. Mainers in the year 2000 will reap the harvest of the leadership now provided by both the executive and legislative branches.

COMMON NEEDS

- No Cost** A new process for submitting and reviewing cultural agency budget requests should be established.
- No Cost** The policy roles of the arts, historic preservation and museum commissions should be recognized and enhanced.
- No Cost** The Maine State Library Commission should be charged with policy-making responsibilities for the Maine State Library.

LIBRARY

- No Cost** Strategies need to be developed to encourage greater use of the interlibrary loan network.
- No Cost** The personnel system should be reformed to ensure excellence in hiring.
- No Cost** The State Library and the Department of Educational and Cultural Services should continue to encourage implementation of standards for elementary school libraries.
- No Cost** It should be within the authority of the state librarian to transfer allocated funding from "all other" to "capital" as operational needs dictate.
- No Cost** Information acquisition and data handling within state government should be studied.
- \$8,500** Part-time secretarial support is needed for the Northeastern and Central library districts.
- \$45,000** Public services staff should be increased to enable full evening and weekend hours.

PRESERVATION

- \$15,800** Funds are needed to add a clerk-typist I and to upgrade a mini-computer operator to clerk-typist III.
- \$125,000** There is an urgent need for a state appropriation to provide for the Maine Historic Resources Survey.

ARTS

No Cost	Encourage the establishment of a Maine Business Council for the Arts.
No Cost	Develop a cooperative program between the arts and tourism.
Cost to be determined	Establish a Governor's Institute for the Arts to promote excellence in the arts.
No Cost	A collaborative funding program with the Maine Community Foundation should be established with funds provided by the National Endowment for the Arts to develop a privately endowed arts fund.
\$6,850	Re-establish the 4-day-per-week Public Information Associate as a 5-day-per-week position.
\$18,399	Create a full-time clerk-typist II position.
\$26,745	Provide staffing for one additional Percent for Art associate.
\$31,359	Establish the traditional arts associate position on a permanent basis within the commission.
\$100,000	Increase funding of the Institutional Support Grant Program to minimize the effect the funding formula has had on 40% of commission's grantees.

MUSEUM

No Cost	The museum must pursue an aggressive program of collections management.
No Cost	The museum must continue to consider the internal restructuring commenced in the Audit/Program Review process.
No Cost	Funds identified for acquisitions should not lapse between quarters or fiscal years.
No Cost	An exhibit of Maine's early cultural history should be built.
No Cost	The director should have authority to transfer funds from "all other" to "capital" as the needs of exhibit construction dictate.
\$50,000	Funds are needed to upgrade and improve the security alarm system throughout the building, particularly in public exhibits.
\$164,000	Bond issue funds will not be available to deal with asbestos in the construction of museum exhibits. Funds are needed to proceed with the "12,000 Years in Maine" exhibition.

1989

LIBRARY

No Cost	More trained librarians are needed in elementary schools.
\$10,000	The library should increase its line of how-to audiotapes and initiate a line of videotapes for direct lending to the public.
\$30,000	Funds must be allocated to offset the growing postal costs.
\$420,000	A per-capita funding formula of \$.35 must be established to provide financial support for public libraries throughout Maine.

PRESERVATION

\$25,000	Funds are needed to upgrade the pay ranges of unclassified and classified employees of the bureau.
\$500,000	There is need for an annual state appropriation to continue the activities of the Maine Historic Buildings Restoration Grants Program.

ARTS

\$26,745	Create a full time management analyst position.
\$85,000	Increase support for Maine Touring Artists Program.
\$250,000	Establish budget targets for the Commission's support of Maine cultural institutions to represent 10% of local organizations' operating budgets by the year 2000. Increase funding by one percentage point per year.

MUSEUM

\$25,094	A "curator of technology" is needed to maintain the museum's growing technology collections.
\$25,094	A full-time coordinator of "outreach services" should be created to serve the state's historical societies and smaller museums.

1990

LIBRARY**\$10,000**

Funds are needed to offset rising postal rates.

\$10,000

The state library should install and maintain a publicly accessible database consisting of MaineCat and other files.

ARTS**No Cost**

Reassess salary levels of classified positions of the commission.

\$18,000

A budget is required to offset commission member expenses.

1991

COMMON NEEDS

\$175,000 A building commission should be appointed and architectural consultants hired to begin the planning of a major new addition to the cultural building to provide for growth of the library, museum, and archives, and to also permit the integration into the structure of the arts and historic preservation commissions.

LIBRARY

No Cost Incentives should be provided to encourage libraries to participate in the common borrower's card service.

\$10,000 Funds are needed to offset increasing postal costs.

\$40,000 Supplemental funding support, such as performance measures, should be implemented.

\$75,000 Add two professional and one clerical position in order to keep abreast of materials management.

\$100,000 A funding program is needed for school library development.

\$140,000 The materials budget for the Maine State Library should be tripled.

\$300,000 State aid is needed to help public libraries upgrade their facilities.

PRESERVATION

\$23,000 A public education staff position should be created.

\$233,000 An increased appropriation for general operation is required to assume the cost of the commission's presently federally funded positions.

ARTS

No Cost The existing funding formula should be converted to a two-year and then a four-year cycle.

No Cost Remove the \$25,000 ceiling per building for all Percent for Art sites.

\$10,000 Funding should be increased for the New England Foundation for the Arts by 10% per year through the year 2000.

\$145,000

Increase support for exhibition aid, professional development and fellowships.

MUSEUM

\$45,000

Humidity control in the museum should be improved through upgraded controls and technology in the HVAC system.

1992

LIBRARY

\$30,000 The media-services division must be reorganized and staff added to sustain the demands for technical assistance.

ARTS

No Cost Legislation is needed to exempt all Maine non-profit institutions from sales taxes.

No Cost Research and promote legislation designed to improve the conditions for artists working in Maine.

\$15,000 Create a state design program to improve state design.

\$20,000 Create a Governor's Awards for the Arts for students, professional artists, and supporters of the arts. Expand the existing literature competitions.

MUSEUM

\$55,000 Additional visitor services staff positions are needed to cope with increasing museum visitation.

1993

COMMON NEEDS

\$10,000,000 A major bond issue should be submitted this year to complete designs and commence construction of a major addition to the cultural building which will provide for growth to the museum, library, archives, and which also will integrate the arts and historic preservation commissions in the same structure.

LIBRARY

\$10,000 The library's resources in education should be increased.

\$60,000 The state library should computerize its circulation procedures.

\$150,000 Funds are needed to advance the computerization of the state library's internal operations.

ARTS

\$75,000 The Artist in Residence Program should increase grant funds for more sites, including those in vocational education.

\$100,000 A Cultural Resources Act should be funded to provide support and backing for closer working relationships between the cultural institutions and the public schools.

1994

LIBRARY

\$150,000

Funds are needed for all aspects of materials preservation, microfilming, deacidifying, encapsulating, etc.

ARTS

No Cost

Research an Art Bank for Maine for introduction in 1997.

No Cost

Research a Cultural Facility Act to set up a public/private partnership to improve cultural facilities for introduction in 1996.

1995

LIBRARY

- No Cost** Graduate-level library education programs are needed in Maine.
- \$30,000** An expert on materials preservation, professionally trained in librarianship and collections conservation should be hired.
- \$60,000** Funds are needed for a full-time newspaper project coordinator for two years.
- \$75,000** An audiovisual studio should be constructed.

ARTS

- \$600,000** Establish a challenge grant program to build endowments and cash reserves for selected non-profit art organizations.

MUSEUM

- \$125,000** An aggressive museum publications program should be launched.
- \$100,000** Additional funding is needed to keep pace with inflation in the antiques marketplace and to foster the collecting of artifacts important to the story of Maine.

LEADERSHIP

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Sylvia Coulombe, Saco

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Marcia Dworak, Bar Harbor

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J. Gary Nichols, State Librarian

Jack Boynton, Director, Library Development Services

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