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Commission on Maine's Future



FINAL REPORT

December 1, 1977

**Commission
on
Maine's Future**



FINAL REPORT

Commission on Maine's Future

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Acknowledgements

It would be impossible to acknowledge separately each individual who has given assistance to the commission through these past months. They are listed, however, in Appendix B and to each goes the sincere gratitude of every member of the commission. This is really their report, since without their generous contribution of time and knowledge, no report would have been possible.

The commission also extends its heartfelt thanks to the individuals who have, from time to time, comprised its staff — Joan Hazzard, Carol Majdalany, Dick Sherwood, Chuck Roundy, Galen Rose, Cathy Thompson, Tullio Nieman, and Dick Fallon. Particular thanks, however, go to Joan Hazzard, who has worked with the commission from its creation to the present day and through many periods of discouragement and heavy pressure. Sincere thanks go also to Carol Majdalany whose hard work and dedication to the commission have helped to make this report possible.

Thanks are also due to Allen Pease for his strong and encouraging support, to the many members of the State Planning Office Staff, and to the many state departments and agencies, all of whom have been so cooperative and helpful. Our special thanks also go to all the Maine citizens who contributed their thoughts and comments and demonstrated their sincere concern for the future of their state.

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Credits

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Preface

"... Dirigo, I direct, or I guide

As the Polar Star has been considered the mariners' guide & director in conducting the ship over the pathless ocean to the desired haven & as the centre of magnetic attraction; as it has been figuratively used to denote the point to which all affections turn & as it here is intended to represent the citizens' guide & the object, to which the patriots best exertions should be directed..."

The words above were written one hundred and fifty-seven years ago by a joint legislative committee charged with designing the State of Maine seal; the motto chosen is as appropriate today as in 1820.

During the intervening years, Maine achieved a period of great prosperity. Its ships and the seamanship of its sailors earned the respect of the world by their mastery of its seas. Nations south of the equator depended on its shipments of ice; its lumber and granite built cities. The independent spirit, the integrity, the dedication to hard work, the ingenuity, the common sense of its citizens were an inspiration to all people.

These strong characteristics of Mainers were born of a hardscrabble existence: the clearing and cultivating of boulder-strewn and thinly topsoiled fields, the bitter cold weather and rough seas of North Atlantic fishing, the rough and tumble life in Maine forests. It was an existence which demanded commitment to survival and spawned self-reliance.

Although subsequent events, labelled "progress" caused Maine's economy to fall behind when compared with other areas of the nation, they never dimmed the determination or compromised the integrity of its people.

Suddenly, Maine has become a symbol — a reminder that people can still enjoy a quality of life which satisfies basic human needs, a place where business can still be done on a handshake, a place where each human being is respected for appreciating and adhering to individual values which may, at times, seem to differ from the national norm.

Maine has not been by-passed. It has remained as an anchor for human values which really count. True, it is not overburdened by warm weather, a plenitude of jobs, or so-called "sophisticated pleasures". It remains what it always has been, a state of mind, a state of people who know what makes life most worth living, a state which continues to be heard from, a state which will once again enjoy prosperity.

Members of the Commission on Maine's Future believe that Maine is, more than ever, in a position to lead and guide.

In these times of accelerated change and rising pressures, our nation needs an anchor to windward, an example of leadership born of time-tested values. Maine is in a unique position to provide that leadership. To do so, Maine people must rekindle their belief in themselves, continue to hold high standards of integrity and hard work, and set an example that proves anything can be accomplished when there is the will and the determination to do so.

We hope that readers will share the commission's optimism and conviction that the State of Maine has a positive future.

Introduction

Maine.

It's the state first warmed by the rising sun as it breaks the dawn of a new day. It's the place where the beauty of the pounding surf is surpassed only by the blue-green waters of the harbors that dot its jagged coastline.

It's a place of vast forests, towering mountains, rolling hills, sparkling lakes, and green valleys. It's one of the last places along the eastern seaboard where one can find solitude on a forest trail or walk for miles along the salt-sprayed shore with only the gulls for companions.

Despite its vast area and predominantly rural character, Maine has not completely escaped the problems associated with a highly mobile and urbanized society — the traffic snarls, urban sprawl, pollution, and other problems which result from unplanned or excessive growth.

In many areas of rural Maine, small, sleepy villages, unchanged for many decades, are beginning to feel the pressures of growth for the first time.

Through much of Maine's history, city and town growth was gradual. A new store was built on some suitable corner, a new depot was built for the railroad, and houses were built here or there almost at random. The growth came almost unnoticed, and such gradual growth was welcomed by the community.

But then came proposals for major shopping centers, large subdivisions, and manufacturing establishments. Often these proposals were predicated on the availability of large tracts of farmland or woodlots conveniently located adjacent to new roads.

The winding wagon paths were replaced by straighter, hard-surfaced roads as automobiles increased in popularity. As cars became heavier and faster, bigger and better highways were built. This improved transportation network provided greater impetus to expand business and industry.

More people took advantage of the opportunities these improvements provided. In turn, they encouraged further expansion and growth. In a state like Maine, which has never had sufficient jobs for its people, it is understandable that any growth would seem to be for the best. After all, more people were bringing more business, which, in turn, would mean work and an enlarged tax base.

But growth can bring more problems as well as more benefits, as many Maine towns are now discovering. While new people can mean more tax revenues to a town, they also can mean added pressures for spending tax dollars. Schools must be expanded to accommodate additional children. Water and sewer line extensions may be needed. Demands may increase for more police and fire protection. More tax dollars may have to be spent to provide services people may expect.

In recent years, Maine people have become more aware of the problems of unplanned growth. Few people are unalterably opposed to any kind of growth. But fewer still would advocate that growth and development of the state be totally free and uncontrolled.

A new industry may provide sorely needed jobs, but should it be located on the best parcel of farmland left in town? Should the demand for more housing be translated into ten, six-unit apartments on the outskirts of town, or would it be better located on water and sewage lines within the city limits?

As in any state, diverse interests and occupations characterize Maine people, and the desires and needs of individuals and groups often conflict. Some feel Maine needs many new plants to provide new jobs. Others feel just the opposite: the state should return to a more simple era when most of the residents got along sufficiently with what they could take from the land and the sea. There are those who say every person should be able to aspire to his or her own, privately owned, single-family home. Others say that this is an age of scarce resources and that single-family housing is becoming unrealistic and that Maine should be looking to more and more multi-family housing.

The Maine legislature is no stranger to these conflicts. Each session finds frequent debates over what Maine is, what it should be, could be, or ought to be.

Are there answers definitive or tentative? Can Maine, as a whole, be assessed for what it is today and what it might become? Can a plan be worked out to guide Maine towards where it might like to be in 25 years? If so, who should devise such a plan?

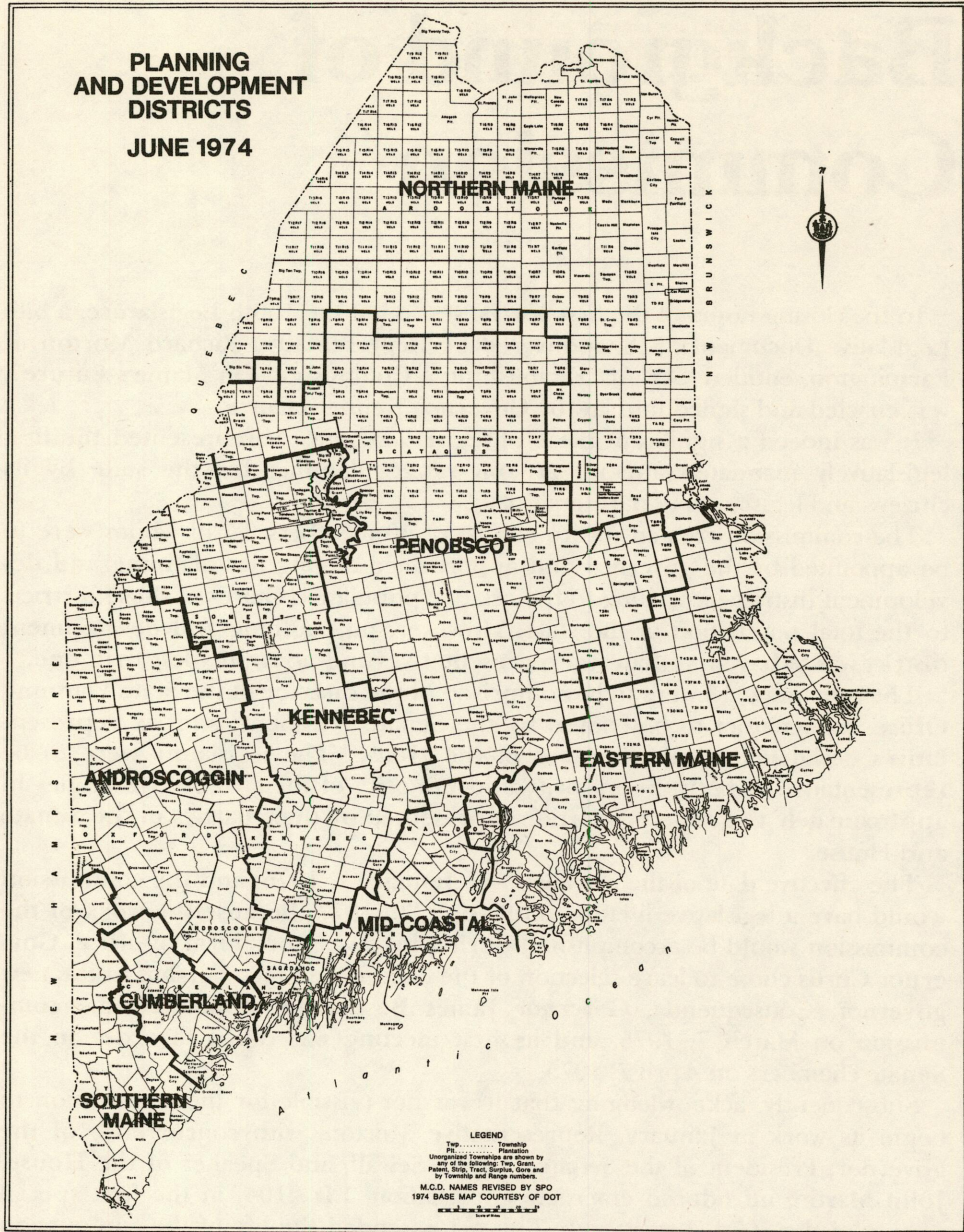
The 106th Legislature believed the state should at least try to answer some of these questions and make some attempt to map out some tentative course the state might follow in the future.

The legislators thus approved Legislative Document (LD) 2528, "An Act Establishing a Commission on Maine's Future". This is the final report of that commission.

Those searching for THE SOLUTION to the state's problems will not find it here. There is no panacea, no miracle cure, no simple and obvious answer to the many complex problems which beset the state. If there were such a thing, Maine people would have discovered it long ago, and there would be no need for a commission such as this.

The reader will find, we hope, a close examination of the state as it is, an expression of what Maine people themselves hope to see it become, and some definite recommendations as to how the state might realize those hopes and aspirations.

**PLANNING
AND DEVELOPMENT
DISTRICTS**
JUNE 1974



Background of Commission

In the closing hours of the first special session of the 106th Legislature, a bill, Legislative Document 2528, sponsored by Representative Richard Morton of Farmington, entitled "An Act Establishing a Commission On Maine's Future", was enacted and signed into law by Governor Kenneth Curtis.

It was indeed a significant piece of legislation, since it represented the first legislatively mandated attempt at long-range planning for the state by its citizens and legislators in partnership.

The commission created was to consist of 40 members, 27 of whom were to be appointed by the governor and apportioned among the planning and development districts according to the relative population shares of those districts to the total population of the state. However, no planning and development district was to have less than two representatives and no county less than one.

The remaining 13 were to be comprised of the director of the State Planning Office, six senators to be chosen by the Senate President, and six representatives designated by the Speaker of the House. The legislators were to be representative of both the majority and minority of their respective bodies in approximately the same proportion represented by their parties in the Senate and House.

The effective date of the act was to be January 1, 1975, and the commission would have a legislative lifetime until June 30, 1977. Because the work of the commission would be accomplished during his successor's term of office, Governor Curtis chose to leave selection of the commission membership to the new governor. Consequently, Governor James B. Longley appointed the commission on March 7, 1975, and its first meeting was called to order in the Senate chambers on April 7, 1975.

Subsequently, acknowledging that it was not possible for the commission to begin its work in January, Representative Morton, with concurrence of the governor, President of the Senate, Joseph Sewall, and Speaker of the House, John Martin, introduced emergency legislation, LD 2104, in the first special session of the 107th Legislature. This act extended the life of the commission to November 1, 1977, and allowed all funds appropriated in a previous fiscal year to be carried over. This legislation also required a preliminary draft of the commission's formal final report be submitted to the governor, legislature, and people of Maine not later than June 30, 1977.

The original charge to the commission required the commission to prepare for consideration of the governor, legislature, and people of Maine:

1. *A proposed growth and development policy for the State of Maine and*

recommendations concerning means of most effectively implementing such policy;

2. Reports assembling, analyzing and projecting relevant information regarding the future of the State including, but not limited to:

A. State-wide and regional demographic information on growth, interstate and intrastate migration patterns, age distribution and dependency ratios as factors in the cultural, social and economic life of the State;

B. Availability of various natural resources including energy and an analysis of their importance to, and effect upon, the cultural, social and economic life of the State; and

C. A description of the future of the State as envisioned by Maine people.

3. An examination of long-range plans by state departments and agencies, including the University of Maine and an assessment of their possible impact on state growth and development;

4. Reports on the implications of major state decisions;

5. An interim report on commission activities to be submitted not later than November 30, 1976;

6. A formal final report on commission activities to be submitted not later than June 30, 1977. (changed subsequently to November 1, 1977).

To accomplish these requirements, the statute provided as follows:

There is created and established a Commission on Maine's Future, hereinafter in this chapter referred to as "the commission". It shall be the responsibility of the commission to recommend a desirable and feasible description of the state's future based upon comprehensive analysis of factual information and projections pertinent to such a description. The commission may use the technical expertise of the State Planning Office to construct models and identify parameters to be used in determining the best long-range goals of the State. These findings shall be articulated into a working document. The commission shall meet at least twice annually.

In the performance of the above duties, the commission may hold public hearings and conferences with any person, persons, organizations and governmental agencies concerned with Maine's future.

The commission shall be provided information, reports or other assistance

from any agency, department, legislative committee or other instrumentality of the State, with the consent of the head of the respective organization. State agencies shall, on request, assist the commission in carrying out the purposes of this chapter.

Methodology

Before it could think about the future, the commission first had to learn all it could about the state's present and past. It began with the people.

Who lives in Maine today? How many are natives? How many have moved to the state recently? Why have thousands moved into Maine while thousands of others, particularly the young, have moved out? How many of Maine's people are working? How many are unemployed and why? What are the lifestyles most preferred by Maine people and what sort of future life do they see in Maine for themselves and their children?

The commission wanted to know also about Maine's natural resources. What are the resources in Maine? How does the state benefit from them? Are there ways the state could develop its natural resources to provide greater benefits to its citizens? Are there ways to use the resources for maximum benefit while ensuring their continued availability?

The commission focused on other broad areas of concern. It considered energy use as it is today and estimated needs in the future. It explored the state's existing transportation needs and considered ways to meet transportation demands 20 to 30 years hence.

It inquired into education, health services, housing, capital spending needs, social services, and various governmental structures.

The commission met monthly as an entire body and sub-committees held additional sessions to work on broad subject areas, such as economics, the environment, social services, and government.

More than 150 experts in 60 different fields were invited to share their knowledge and views with the commission members. Much correspondence was received and considered. Individual commission members sought opinions from hundreds of Maine citizens throughout the state.

Six "Futures Days" were held in six counties during the past two years. These days were designated as public forums where all interested citizens could express their desires and aspirations for the state. The commission members spoke before service clubs and other community organizations throughout the state. Such speaking engagements not only kept the public informed about the commission's work, they also allowed the commission to share with Maine people the information they were compiling on Maine and her problems. Most importantly, these meetings and talks allowed Maine people a continuing opportunity to share their views with the commission.

By June 30, 1977, the commission was ready to present a preliminary report. The major areas of concern had already assumed some form and structure.

Shortly after the preliminary report was published, the commission released

a slide show entitled, "Maine 2000: Can We Get There From Here?". It was the commission's goal to show the presentation in 100 Maine towns during the summer of 1977 to inform Maine citizens of problems and trends they would have to face as we approach the end of this century. But, more importantly, the commission wanted to elicit public response to some of the recommendations they were considering for inclusion in the final report.

The commission visited 94 towns, and the slide presentation was shown 142 times. In addition, "Maine 2000" was shown by both public and commercial television stations in Maine.

The commission received over 1,700 completed questionnaires from Maine citizens. Beside indicating their agreement or disagreement with potential solutions to problems, the citizens also had the opportunity to make additional comments of their own about any issue of concern. (THESE CITIZEN COMMENTS PROVIDE A VALUABLE INSIGHT INTO THE CONCERNS OF MAINE CITIZENS, AND A LARGE CROSS-SECTION OF THESE COMMENTS APPEAR IN THE LEFT-HAND PAGES OF THE CHAPTERS WHICH FOLLOW ON THE COMMISSION'S BROAD POLICY GOALS AND SUGGESTED ACTION ALTERNATIVES.)

The summation of the citizen responses to specific proposals or questions is detailed in Appendix A.

The show, "Maine 2000" has not been shelved even though the commission has now completed its final report. It is still available to interested citizen groups and organizations.*

** Anyone wishing to obtain the use of the show should contact the State Planning Office, 184 State Street, Augusta, Me. 04333. The telephone number is (207) 289-3261.*

Planning: A Primer

There's no great mystery about planning. Everybody does it.

We plan to get up at a certain time of the day. We plan to stop someplace on our way to or from work, to visit a friend, or to run some errands during lunch hour.

These are rough plans to be sure, and perhaps over-simplified. Like all plans, even these are subject to change in the face of unforeseen, unanticipated circumstances which arise. A phone call, some minor crisis at work, these and many other developments can take place forcing us to alter our plans for the day.

There are various levels of planning, some of which are complex and intricate in design. The simplest plans are generally at the personal level as we plan our lives, vacations, or major expenditures.

Many of those who may scoff at the idea of hiring a professional planner for their local community or their state are often excellent planners of their own lives. Businessmen project income and expenses as far into the future as they can; woodsmen plan where to cut pulp and lumber next; fishermen plan how to cope with weather changes, how much bait to carry, how much ice or refrigeration they will need at sea.

Accurate information is crucial at all levels of planning. There will be difficulties with the family budget if the husband and wife each anticipate a different total annual income and are each spending money with differing total budgets in mind.

Planning for a community or state is a great deal more complex. Plans that are made for the long-range future of an entire state must necessarily consider countless alternatives. For example, energy decisions may effect new developments in the area of transportation or agriculture. If the use of the private automobile becomes limited, new housing patterns may develop as people move closer to the jobs and services they need. Energy decisions may affect the availability of food or the ease with which manufactured products can be delivered to market. Energy decisions may affect a business decision to relocate or change a manufacturing process and employment patterns may change as a result.

As the commission weighed possible policy recommendations, it had to consider the effect one decision might have on another. And, to complicate matters further, it had to look beyond the state's borders. For although some people might prefer that it were, Maine is not an island. Decisions made here very often have an effect elsewhere. At the same time, decisions made elsewhere in the nation or the world can have enormous impact on Maine.

While Maine has certain resources in abundance, it must look elsewhere for steel and most other metals, for coal, oil, and numerous synthetic or manufactured products.

The state's transportation system is intertwined with regional and national

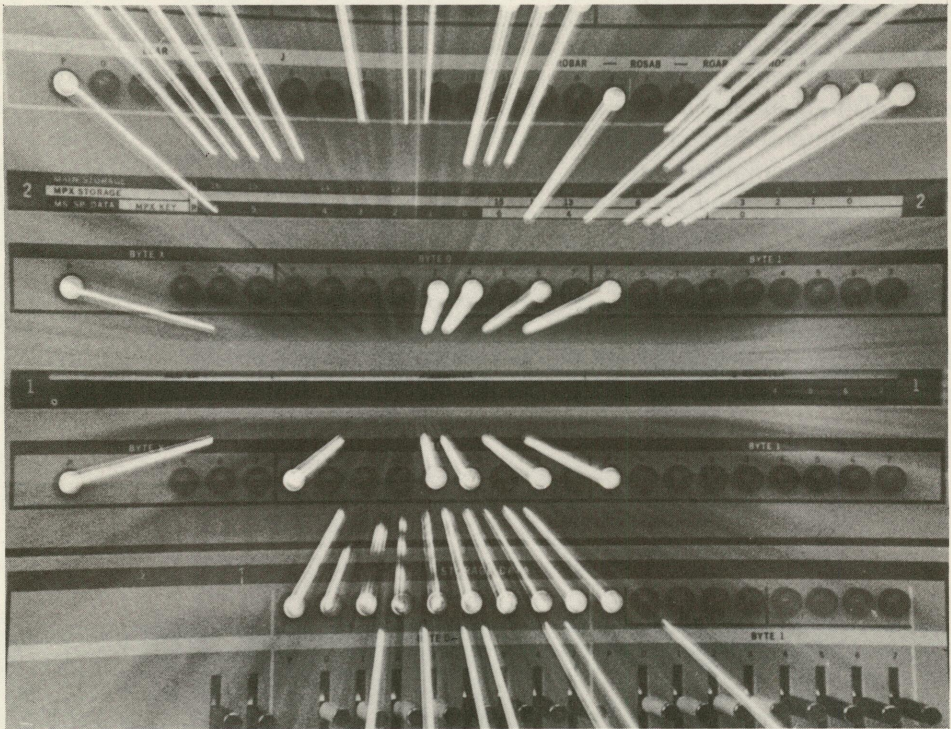
networks, as is its communications systems.

Another factor which complicates consideration of the future is rapidly changing technology. Some technology in use today will likely be obsolete in 20 to 30 years, and technology not yet even considered at this time may predominate. How do you plan for that?

You can't really. But it is possible, nevertheless, to go ahead with a general plan for the state as a whole, knowing full well that some details must necessarily remain vague and uncertain, and that a great number of changes and modifications will have to be made. Further, many possibilities undoubtedly will have been overlooked.

If the Commission on Maine's Future has succeeded only in increasing people's awareness of the need for comprehensive planning for Maine's future and of the complex interrelationships of both problems and solutions, it will have accomplished much. There are no simple or fast solutions or likewise any long-range plan that can survive without constant review, evaluation, and adaptation to changing circumstances.

Data and The Public Policy Institute



The commission believes that two of the more important recommendations which have resulted from its deliberations over the past two years are the ones which call for the support of a centralized data bank, and the establishment of a professional group capable of analyzing the data on a continuing basis. The commission believes that these two recommendations, if implemented, would enable both the public and private sectors to anticipate change within Maine, and thus, make the state more capable of making important management decisions affecting its future.

The accelerating rate of change makes management and planning for a state increasingly complex. There are rarely any easy or simple solutions to any problem. Interrelationships, some obvious and some extraordinarily subtle, between one or more factors have never been more important.

Outside influences are stronger and more pervasive now than ever before.

Almost daily, decisions are made at the federal and regional levels which could, or do, have important effects in Maine.

If Maine is to plan adequately for the future, its leaders must have data that are current, accurate, and usable so they can perceive and evaluate changes occurring within Maine, and anticipate external developments which could have an impact on Maine's future.

✓ The difficulty of achieving access to current, accurate, and comparable data has been the most troublesome and time-consuming task confronting the commission. Some good data exist, but they often are not easily accessible, accurate, current, or able to be compared with data on other issues or concerns. Since many decisions must take into account the varied interrelationships of many factors, comprehensive, comparable data and information are essential ingredients in the decision-making process. The difficulty in gathering data and making it comparable is excessively time-consuming since:

much of it must be gathered on a town-by-town, department-by-department basis;

recording and reporting systems vary widely among all units and levels of government, state agencies, and local communities;

it is accumulated originally to achieve a single statistical purpose, but without regard to the significant interrelationships between that purpose and others;

the long delay in compilation and publishing often renders it obsolete for current analytic value;

some fundamental data — housing starts, for example — exist on only a local basis.

In many cases, comprehensive, accurate U.S. census data which are compiled only every ten years, are the only source. In the near future, however, census data will be gathered once every five years.

While the initial cost would seem to be significant, and legislation might be required to effect the necessary reporting, the data system could be developed gradually. The availability of such data would go far toward ensuring more informed decisions, beneficial to the state and its citizens.

✓ The commission believes that the establishment and maintenance of a comprehensive data system should be the responsibility of state government, since it already has access to many data sources and can more easily develop a compatible system of recording and reporting such data. Initially, priorities would need to be established regarding the types of data to be collected and stored. Emphasis should be on those data sources which would be most useful in continuously analyzing changing trends in Maine.

By establishing priorities, such a data bank could be developed on a gradual basis over a number of years, thus spreading the cost of such a system to keep the impact on state financial resources to a minimum.

✓ In supporting the development of such a data bank, the commission would strongly caution decision-makers against gathering data for its own sake. Data sources would need to be evaluated as to their utility. In addition, the expense of gathering such data must bear some reasonable relationship to the usefulness. Most important, the privacy of individuals must always be maintained. Finally, we must recognize that there is a very practical limit to the amount of standardized data which could be stored.

Strong support should be given to efforts presently underway in the State Planning Office to create and to implement such a system. The decision-makers should, with professional help, identify the data they believe most essential to their needs. They should establish data priorities and institute mandatory reporting procedures which will ensure the availability of such data on a current basis in the single, central data bank.

The creation of a centralized state data bank, however, will not solve any problems by itself. We must make full use of these data through a continuous in-depth analysis to identify changing trends both in and out of Maine, and to inform the governor, legislature and people of Maine as to what these changing trends mean to the state.

The commission strongly believes that a group of professional persons trained in various academic disciplines should be assembled to analyze the data collected. We have termed this group of professionals the "Public Policy Institute". We believe this could be an "institute without walls", financed by private funds, and administratively and physically separate from state government. Its activities should be under the direction of a single individual with the advice of an on-going citizen commission. Such a Public Policy Institute might be similar to the world-famous Brookings Institute, and could strongly complement the role of the governor, legislature, State Planning Office, and other state agencies in long-range policy and planning decisions.

Rather than create a new state agency or expand an existing one, the commission believes the Public Policy Institute should be distinct and separate from state government. In this way, it will be less susceptible to political influence and administrative changes, and will hopefully provide an objective and continuous analysis essential in the development of any long-range comprehensive plans or decisions. Only through a comprehensive analysis of the many factors affecting Maine life can we continually anticipate the impact of change and remain prepared to meet the challenge of the future.

The numbering system for policies and other recommendations included in this report do not indicate priority or order of importance, and is only intended to assist the reader in referring to specific recommendations.

Commission Policy Recommendation

- I. It be the policy goal of the State of Maine to monitor changing trends continuously and to inform its residents of the nature of such trends.**

Possible Means Of Implementation

1. Examine the feasibility of establishing a centralized data bank to provide decision-makers in the public and private sectors with current, accurate and usable data.
2. Establish a Public Policy Institute to identify long-range trends in society and to spell out the policy implications of those trends. Such an institute, while at least partially funded by state government, should not be a part of state government. It should:
 - a. be staffed by professional personnel, including, but not limited to a demographer, economist, sociologist, financial expert, political scientist, etc.;
 - b. have the cooperation of state agencies who should work closely with the staff of such an Institute;
 - c. report regularly to the governor, legislature, and people of Maine on internal and external trends and influences which currently or potentially affect the state;
 - d. conduct, under the advice of an on-going commission, comprised of representatives of the general citizenry and legislature, a continuous, long-range planning effort, and report its recommendations and findings at least annually to the governor, legislature, and people;
 - e. evaluate the trends of public expenditure at both federal and state levels;
 - f. continuously re-evaluate the roles, functions, and goals of state government, and make recommendations in light of changing conditions and needs.

The Changing Population

The character of any state, the structure and functions of its government, the breadth and variety of services provided, the strength and vitality of its economy are determined by the people who reside within its borders. With the changes that are now taking place in the size and composition of Maine's population, Maine's government must be better informed than it presently is regarding who lives in Maine. The need for such knowledge will increase. Population trends must be constantly measured and evaluated.

At this time no adequate mechanism exists for accurately monitoring and evaluating these trends. This knowledge is essential for the day-to-day management of the state and for the adequate planning of its future.

The Commission on Maine's Future devoted considerable effort to examining the demographics of Maine, and very quickly perceived that significant changes have been taking place in recent years. Using U.S. census data from 1940 to 1970, it was possible to draw several conclusions regarding demographic trends.

1. While Maine's population was growing, its growth was at a pace significantly below the national rate of growth.
2. Maine's population density (number of persons per square mile) increased, but in 1974 was only 34 persons per square mile as compared with the national average of 60. The commission discovered that in 1970, 70% of Maine's population lived in a corridor 30 miles wide and 250 miles long. This corridor was bounded 15 miles on either side of the Maine Turnpike/Rt. 1-95 and extended from Kittery to Houlton. Population within that corridor had grown 25% between 1940 and 1970, while in the same period, the total population of the state had grown only 18%. Population density within the total corridor was over three times the average for the state.
3. Maine's urban population remained relatively static through the period while the national figures showed dramatic growth. Changing definitions of urban population between 1940 and 1950 rendered 1940 data not comparable with later years. However, the 39% growth of Maine's rural non-farm population between 1950 and 1970 paralleled national experience.
4. Maine's farming population declined precipitously between 1940 and 1970, falling from 165,000 to 43,000, a reduction of 74%. This decrease almost duplicated national experience in the same period.

5. Historically, Maine has always had a larger percentage of population over 64 and under 18 years of age than other states in its region. This fact was exaggerated in Maine by the significant out-migration of career-aged population in search of career opportunities in other parts of the nation.

6. Maine's death rate during the thirty years remained relatively stable.

7. While there was growth in the per capita income during the period, Maine has been unable to close the gap between its per capita income and the national average. Since 1960, the relationship has remained essentially the same and in 1975, Maine's per capita income was 81% of the national average.

In the early 1970's the population pattern began to change. Recognizing this, the commission employed the services of Dr. Louis A. Ploch, Professor of Rural Sociology at the University of Maine at Orono, to study this new pattern. Dr. Ploch's findings showed that after many years of out-migration, Maine was becoming an important in-migration area. People were beginning to move into Maine in greater numbers from the more urban areas south and west of the state. Historically, economic forces have been the major propellant behind streams of migration. Rural areas have traditionally lost population for these reasons to urban areas, and Maine has not been an exception to that generalization.

But in the early 1970's the rural-to-urban migration flow reversed. There would appear to be at least three interrelated causes for this reversal:

Despite the 1974/75 recession, the 1970's nationally have been characterized by a relatively high over-all level of economic affluence as compared to former periods, thus increasing the mobility of people.

There has been a continuing disenchantment with metropolitan areas, including suburbs, as congenial places in which to live and raise families.

There has been a reawakened interest in the environment which tends to be coupled with the attraction to small-town and rural living.

Maine, being the northern anchor of the eastern megalopolis, naturally has become a target of this migrant stream and in the process, many rural counties, which historically lost population, have suddenly begun to gain.

While the specific characteristics of the new residents will be discussed later in this report, of those in-migrants polled, about 10% were transferred to Maine by their companies; about 20% moved to accept new jobs arranged for prior to their migration; about 15% moved to Maine to retire. Some 55%, however, moved to Maine without any stated occupational plan.

In 1970, 10% of the males in the Maine labor force were professional or technical workers, while 11% were managers and administrators. Among the in-migrants identified in 1975, 38% were in the professional or technical occupations and 16% were in the managerial category. Thus, 54% of our newest

residents have professional, technical, and managerial skills and experience.

Also, while Maine's population prior to the 1970's had been aging and had tended to attract as in-migrants a significant percentage of retirees, by 1975 the in-migrants were considerably younger.

When some Maine people learn that the current annual rate of in-migration is equivalent to nearly 4% of the total population, they envision being trampled to death by an invading horde.

The truth, however, is that while some 36,000 persons are estimated to be moving into Maine each year and the annual excess of births over deaths is somewhere between 5,000 and 6,000 per year, our annual rate of net population growth is only on the order of 1.2% rather than 3 to 4%. This is caused by the fact that there is a continued stream of out-migration each year, estimated at approximately 30,000 persons.

Unfortunately, we know very little about the out-migrant. What sketchy data we do have suggest that prominent in this group are young people, both high school and college graduates, who appear to be seeking broader and more challenging economic and social opportunities than they have been able to find in Maine. Some of that out-migration stream also is in part composed of recent in-migrants, who have failed to find in Maine what they were seeking.

There is no data that would suggest Maine is undergoing or will experience a population explosion. On the contrary, all the present evidence points to the fact that Maine's population will continue to grow at a rate of one to two percent per year, unless there is significant growth and change in the number, variety, and attractiveness of career opportunities available. Logically, such a change would both increase the number of in-migrants and decrease the out-migration flow. It is clear, too, that the state of the national economy will also be a determinant of both in and out-migration.

There is evidence to indicate that population within the thirty-mile-wide corridor will continue to grow at a faster rate than in the state as a whole, and because of the energy crisis the corridor growth rate could accelerate significantly.

If, in fact, Maine population does continue to grow at an annual compound rate of 1%, it would total only 1,351,450 by the year 2000. This would mean an increase in the average population density from 34 to 45 persons per square mile.

To identify Maine's new residents, data derived from drivers' licenses issued in 1975 were used. Twelve thousand individuals were so identified and a random sample of two thousand were mailed a detailed, confidential questionnaire. Seventy percent of those surveyed responded, and, on the basis of that sample, the commission found the average new household size to be three persons.

Thus, it was assumed that thirty-six thousand people were moving to Maine each year. Preliminary data for 1976 confirm this assumption.

The survey yielded considerable insight into the characteristics of Maine's new households.

1. Families are young

75% of household heads were under age 50

Just 7% of household heads were 65 or older

Approximately 75% of the total group were between the ages of 20 and 44.

2. Families are small with few children

77% of the households had no children under age 5

Two-thirds of the households had no children in the age range 5 - 17.

3. New residents are highly educated

40% of the household heads have 16 or more years of schooling

Two-thirds of the household heads have had some college education

Despite the common belief, those immigrating to Maine are not settling only along the coast. They can be found in significant numbers in every county and in every size community. Migrants from the most populous out-of-state areas tend to settle in Maine's less populated towns.

It is clear to the commission that Maine is benefitting greatly from these new arrivals, and that their presence could promise great advantages to the state.

In the more rural communities, in particular, but in all communities in which they have settled, they have provided an important leavening influence and in many cases have stimulated the resurrection of traditional values and activities.

In many rural areas, they are responsible for reclaiming abandoned farms and converting them to productive land.

In other areas, previously denied professional expertise, they have provided sorely needed services in health, education, and finance.

In general, they have become active participants in local and state affairs, evidence of their commitment to their new state of residence, and, perhaps of their recognition of the advantages that Maine, versus more highly urbanized areas, offers in permitting its citizens to fashion their own futures.

As in all things, however, there are two sides to the coin. There is evidence that in some communities their arrival has created community friction. In those instances, longer-term residents have resented the new residents as:

an invasion of "hippies";

a threat to the town's ability to contain its present tax rate because of the increased demands for services which neither the longer-term citizens nor the town are prepared to provide or finance;

a challenge and threat to the vested political hierarchy of the municipality and state;

a force to make the Maine community a mirror image of the communities from which they migrated;

an adverse pressure inflating real estate values, and, by their purchases in coastal areas, denial of coastal access to the ocean;

instigators of zoning and other restrictions limiting individual property owners' rights;

being desirous of making Maine into a "national park" by resisting economic development.

What the ultimate impact of increased in-migration will be remains to be seen. There is every reason to believe that while increased population growth and recomposition are bound to have some negative connotations, there is also great potential for beneficial and constructive change by people who "adopt" Maine because of what it represents to them.

Summary

Maine's historical demographic patterns and trends have been changing significantly since 1970. The extent to which these new trends will continue depends on a number of economic and energy factors both in and outside Maine.

While Maine's population growth has increased, it is not explosive and there is no reason to believe it will exceed a one to two percent compound annual rate.

Perhaps the most significant factor is not the size of the in-migration stream but its composition. Present evidence indicates that the primary motivation of in-migrants is voluntary and the result of their positive attitude toward Maine. These facts augur over-all benefits for Maine's future.

It is essential, however, that Maine's government establish a mechanism by which it can monitor changes in population and know more than at present about the people who populate the state. This is essential to the day-to-day management of state affairs and to the assurance of adequate long-term planning. The character of the state, the structure and functions of its government, the breadth and variety of services required and rendered, and the strength and vitality of its economy will be determined by its people.

The commission has reached no conclusion as to where population growth should be concentrated. It recognizes that there are many areas which could accommodate significant population increases without impairing those environmental qualities so important to Maine people. The commission believes that the determination of where growth should be encouraged is a very complex question which requires much greater depth of study than the commission was equipped to give. For example, while seventy percent of Maine's population lives in a thirty-mile wide corridor which bisects the state, that corridor also contains thirty one percent of Maine's best farmland, which would be seriously jeopardized by additional and extensive growth. Equally complex problems exist in a number of other regions of the state. For these reasons, the commission has decided to leave the development of a blueprint for future population distribution to others better equipped to complete a more extensive study.

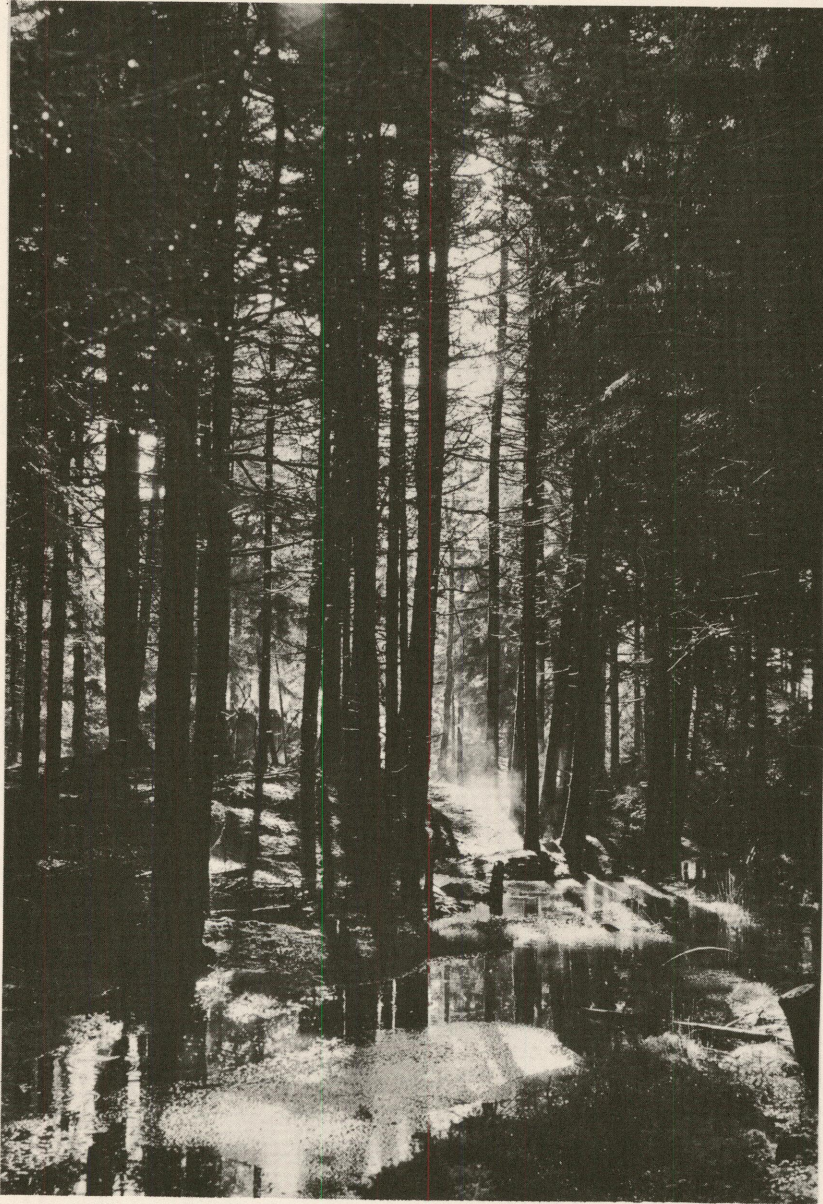
Natural Resources

As one looks to the year 2000, the commission believes that the economic future of Maine depends almost entirely on its available natural resources. They are of ever-growing interest to the New England region and to the nation. They are substantial resources. They are essentially renewable resources. Some have been well husbanded over the years; some have been depleted by failure to keep them revitalized. Over-all, they offer extraordinary challenge to the productivity and benefit of the people of Maine.

Commission Policy Recommendation

- I. It is recommended that it be an overriding policy of the State of Maine to protect, manage, and utilize Maine's natural resources for the benefit of Maine people in such ways as to ensure their long-term availability. The policy goals on natural resources should be carried out within this policy statement. Additionally, it is recommended that:**
- II. The State of Maine develop and annually update, through its various departments and agencies concerned with natural resources, a twenty-five year natural resources management plan which will encompass all natural resources, recognize their interrelationships and interdependencies, and assure their proper management and utilization in perpetuity for the benefit of present and future generations of Maine people.**

The Forest Resource



Ninety percent of the state is forested. The timberlands provide renewable raw material to the paper, lumber, and wood product industries, which every year generate one billion dollars gross manufactured value to the Maine

Citizen Comments

“Need forestry education through workshops for general public and private woodland owners . . .”

“The University needs to branch out regionally to better serve Maine people. Since my husband’s family is in the dowel business, I am particularly interested in new wood product development. . .”

“Wood is an extremely valuable resource in this state but steps have to be taken so the forests aren’t completely stripped — i.e., aesthetics have to be taken into consideration”

“Strengthen the marketing and utilization branch of the Maine Forest Service. Maine has only one extension forester. That is absurd. Improve public access to information published by state agencies. . .”

economy. Wages in these industries are approximately 47% higher than those for other production workers in Maine. While impossible to establish a dollar value, the forest's importance to recreational activities, such as hunting, camping, fishing and canoeing cannot be over-estimated. Since most of the forestlands are privately owned, the state's role in forestry is complex. Yet, regardless of ownership, it is in everyone's interest that the forests be well-managed on a sustained-yield basis to provide the raw material for wood products for future generations.

Pressures on our forests are mounting. As transportation and energy costs rise, Maine may become the major eastern supplier of softwood, a role previously held by western states. Yet some five million acres are in serious need of improved management. These lands belong primarily to the small woodlot owners, those owning five hundred acres or less, to whom little professional management assistance is available.

Efforts should be undertaken now to recognize the importance of Maine's forestlands and to prepare for the increased demands that are going to be placed upon them.

Commission Policy Recommendation

- III. It be the policy goal of the State of Maine to make use of its forests by assigning high priority to the best management of its forest resources.**

Possible Means Of Implementation

1. Take active steps to encourage research to seek improved control methods of disease, with emphasis placed on integrating biological, chemical, and silvicultural disease controls.
2. Expand the service forestry program of the Bureau of Forestry to provide increased technical and management assistance to small woodlot owners. The use of mass media and cooperative arrangements with the private sector should be considered.
3. Increase through promotion and technical assistance the marketing of high value wood products made from both high and low value wood to ensure proper management, imaginative use, and maximum enhancement of the forest resource.
4. Complete and maintain a soils and site quality inventory in the forested regions based on characteristics directly relevant to the productivity of major forest types.
5. Fund increased research for the greater utilization of what are presently lesser-used and lesser-quality species.

6. Conduct continuous analysis of the feasibility of forestry practices not economical at present. Attention should be paid not only to cutting practices, but also to fertilization and genetic improvement. Establish a level of cut consistent with the renewability of the resource.
7. Require the State Bureau of Forestry to report regularly to the Natural Resources Committee of the legislature its assessment of the quality of management of Maine's forestlands, both private and public.

Citizen Comments

“Education is most important in these matters. Encourage finished product production of Maine wood by small-scale operations and craftsmen. Education to make this possible. The wood’s here, and there are a million ways to use it. . .”

“Emphasis on the utilization of under-utilized species. Emphasis on secondary and final wood using operations.”

“Make available courses for small woodlot owners. FREE CLINICS in various towns to make it easy and feasible for small owners to attend .”

The Fisheries Resource



Maine's fisheries have declined in relative economic importance, but perhaps no other natural resource offers greater future potential, now that the 200-mile fishing limit has been established.

At the present time, fishing in Maine is essentially an inshore industry. If foreign fishing pressure is relieved within the 200-mile limit, some fisheries experts estimate that cod, haddock, and other commercial species may recover their former stocks within five or six years. Such an interval would give Maine time to prepare for fishing offshore and for handling the harvest when it comes ashore. Maine ports are woefully inadequate to handle existing fisheries, much less the potential harvest from an expanded fishing industry. The fishing vessels are small, poorly equipped and outdated, unable to venture far offshore.

The development of aquaculture — the farming of salmon, trout, oysters, and other shellfish — offers the promise of adding supplemental value to our fisheries in the years ahead. Despite the rigors of the climate, Maine is attractive for aquaculture because of its hundreds of bays and estuaries and because of the preponderance of clean water not found to the south. The commission believes a great deal more research and development is needed so that this promising effort may continue in the future.

Citizen Comments

“The fishing industry needs market development, preferably by private industry, encouraged by state government, and other development will follow. . .”

“Maine needs fish processing plants within the State and should not continue to send raw products to Boston. . .”

“The State should encourage more fish farming (both ocean and inland and also fish processing). I’d like to see Maine shipping out fish as a finished product, thereby benefitting our economy in many ways. I’d also like to see inland fish made available to the consumer. Just because I don’t fish myself doesn’t mean that I don’t like brook trout. . . .”

Though the commission believes Maine must look primarily to its own resources for the development of its fisheries, it recognizes the need for federal assistance in the following three areas of concern:

1. Preservation of the ocean from poisonous dumpings of pollutants and waste products to ensure productivity.
2. Firm enforcement of the 200-mile limit to ensure sound fisheries management.
3. Settlement of the Atlantic boundary between Maine and Canada to determine U.S. fishing rights to Georges Bank.

Fish are a valuable source of protein and an adequate supply of protein is going to be one of mankind's greatest needs in the future. Maine should be prepared to become an important provider of this protein.

Commission Policy Recommendation

- IV. It be the policy goal of the State of Maine to make best use of the fisheries by assigning high financial and technical priority to the maximum development of its fisheries resource.**

Possible Means Of Implementation

1. The ability of the ocean to sustain fishing can only be realized if competing uses of the coast are managed.
 - a. The clean-up efforts of the coastal waters must continue so that greater areas of the coast can be opened and maintained for clamming and other sea-harvesting activities;
 - b. Take steps to alleviate the problem of over-fishing by both foreign fleets and Maine fishermen. International or unilateral regulations and stricter licensing controls should be considered;
 - c. Set aside suitable sites for which the primary purpose would be the production of protein.
2. Expand the ability and activities of the Department of Marine Resources in the promotion of Maine seafoods and other sea products.
3. Encourage and participate to the extent necessary in the financing and construction of modern port and freezing facilities at strategic points along the coast.

4. Finance the design and construction of fishing vessels capable of multi-species fishing, built in Maine boatyards, and leased to fishermen or their organizations on terms that are mutually attractive and economically self-supporting, utilizing the leverage that exists between the financing rates available to the state and those the fishermen would have to pay.

Citizen Comments

“It is appalling that Maine has not developed a long-range management plan for the fisheries nor the imposition of tighter controls on harvesting declining species. . .”

“Pressure the congressional delegation for federal help for fishing industry: Aquaculture and resource management. . .”

“The fishing industry, from start to finished product, must keep the income in Maine. Marketing is important. Help the fishermen where possible. . .”

The Agricultural Resource



Although agriculture has declined severely in economic importance over the last century, it is the ninth largest industry in Maine, with a gross product of almost 300 million dollars. Maine still has thirty-one percent of all the farmland in New England.

This reduction in farming is very disturbing to the commission as it looks ahead and sees the probable increase in difficulty of importing adequate fresh produce from states upon which Maine has become increasingly dependent. It is reasonable to assume that in the future, states such as California and Florida will have sufficient population growth as to demand their farm products be retained within their boundaries. Maine, already in a disadvantageous position in regard to transportation costs and increasing energy costs, is going to find it expensive, if not prohibitive, to continue to rely on other regions of the U.S. for staple foods.

Economic conditions are having a serious impact on agricultural land. In the southern, more populated areas of the state, the incentive to convert farmland to non-farm uses is high. Population growth pressures and changing housing patterns have encouraged development outside urban areas — often on the most productive farmlands. Prime agricultural lands have not only the best soils for growing, but also the best characteristics for building houses, roads, shopping centers, and parking lots. Once converted, agricultural land cannot be reclaimed for agricultural production.

Citizen Comments

“We must have tax relief for those who are using land or would like to develop agricultural or forestry use for their lands. . .”

“I feel great stress should be placed on reviving agriculture in this state as it has the resources available to do so. Tax incentives or whatever are necessary to encourage more people to go into it. Adult evening discussion courses should be offered on the various campuses.”

“Reclaim old farms. Encourage people to rebuild soil and grow food. Educate in schools, elementary level and up. . .”

In northern Maine, mismanagement and poor farming techniques have led to serious soil erosion and the depletion of necessary soil nutrients. Erosion and depletion of soils is occurring so rapidly that within twenty-five to fifty years it may no longer be possible to grow potatoes in much of Aroostook County. At a time when food production is of critical concern the world over, the state must take an active role in encouraging and promoting as much economic use of Maine's natural soil base as is consistent with long-range, sustainable activity.

Commission Policy Recommendation

- V. It be the policy goal of the State of Maine to preserve and reclaim agricultural land and to encourage the production, marketing, and diversification of agricultural products.**

Possible Means Of Implementation

1. Investigate the feasibility of the development of greenhouse gardening of vegetables and other fresh produce utilizing the waste heat of utilities and industries.
2. Encourage controls to prevent soil loss and develop legislation to enforce these controls when voluntary cooperation fails.
3. Modify tax assessment of farmlands to reflect current use value and also modify, to the extent necessary, estate and inheritance taxes to ensure orderly transfer of farmland and the continuity of farming.
4. Develop and promote a packaged quality of Maine potatoes higher in quality and uniformity of size than is required currently by U.S. Grade A.
5. Encourage, through the Congressional delegation, incentive programs to be administered by the State Department of Agriculture to effect the reclamation of agricultural land.
6. Because sound soil management is vital to the protection of agricultural land, the Department of Agriculture, in cooperation with the University of Maine, should continually assess the rate of soil erosion on agricultural lands and develop reasonable requirements to prevent further erosion and to refurbish the soil base.
7. Promote the use of non-petrochemical fertilizers for agricultural use, utilizing to the greatest extent possible resources within Maine. Research should be geared toward establishing small industries to produce and market natural fertilizers.
8. Make sales tax treatment of farm equipment identical to the tax treatment of industrial production equipment.

Citizen Comments

“Develop a new variety of potato to meet consumer needs or processing needs. The finances will take care of themselves. . .”

“Stop blacktopping farm land.”

“Drastic steps to stop erosion, immediate steps to improve soil, and a 25-year-plan objective. . .”

“Important that soil depletion be reversed and that organic, non-petrochemical fertilizers be used. . .”

The Fresh Water Resource



Maine's fresh water lakes and rivers are vital to our supply of drinking water and to such activities as power generation and manufacturing, but may be appreciated more from the public viewpoint for their ability to support recreational activities and wildlife.

As population density increases, the adequacy of our potable water supply will also become an increasingly important concern. Studies have already shown that it is a major public concern in the southernmost areas of the state. States south of us, Massachusetts in particular, are already voicing alarm about the supply of potable water and are instituting water-use bans to conserve jeopardized supplies.

Citizen Comments

“Officially declare Maine’s supply of fresh water one of our greatest assets. . .”

“Before I die, I would like to be able to drink out of the river in front of our house. . .”

“Our waters are far from cured of pollution; I would like to see control enforced. . .”

Thus, Maine should not only continue to pursue aggressive water clean-up and protective policies, but also prepare for the day when water could become an important export commodity to others less endowed, or a principal attraction to population and industrial growth.

Commission Policy Recommendation

- VI. It be the policy goal of the State of Maine to recognize fresh water as a finite natural resource essential to the economy and environment, and to ensure its high quality.**

Possible Means Of Implementation

1. Undertake and complete a ground water inventory of the quantitative characteristics of the state's underground aquifers.
2. Monitor the effects of man's activities as they relate to the long-term welfare of wetlands, particularly those adjacent to development sites.
3. Continue the water quality monitoring and enforcement program by the Department of Environmental Protection.

Summary

As the commission looks into the future, three facts become apparent:

We will become much more dependent on our natural resources in the future; the importance and value of those resources will increase significantly.

In all probability, the greatest problem which will confront the world in the longer-term future will be the adequate supply of food and protein. Maine could play an important role in meeting that need.

The key to ensuring long-term sustained yield of any of our natural resources will be careful, controlled management.

Perhaps the starting point in assuring future natural resource availability and value should be the passage by both the House and Senate of a resolution which clearly articulates the importance and priority of natural resource protection, renewability and effective utilization. Such a resolution could provide a basis for measurement of the need and desirability of subsequent legislation.

Environment



Though Maine's forestlands, fishing grounds, agricultural lands, and fresh waters have been singled out as the most important natural resources to the future growth and development of Maine, they are only part of the total environment.

They cannot be considered independently. Their very existence is heavily dependent on the natural balance of the total environment — the sun, the soils, the water, the air, the wildlife — all of which are interrelated, all of which have a very important function to ensure the continued health and vitality of resources so vital to the future of Maine.

Maine's natural environment is the result of millions of years of evolution. Our fragile mountain habitats and inland wetlands support communities of plants and animals which are as important to Maine's natural environment as air itself. Our open space, salt water marshes, scenic vistas, bird-nesting areas, and coastal islands, although not necessarily of vital economic importance to Maine, represent a state and national treasure of inestimable value.

Yet, much of our environment is so fragile that it can be destroyed virtually overnight by a single rash decision, often made in the name of "progress" — the loss of topsoil that took thousands of years to build by a simple decision to develop a new housing project or the deterioration of a stream to accommodate the discharge of industrial waste.

Maine's greatest opportunity for the future lies in its ability to encourage and develop a common sense, practical attitude toward integrating human activities with the ability of the environment to support them. It is imperative that we develop such an attitude and begin now to prepare a plan that will realize the greatest future potential from our environment. Such a plan will best be achieved through a strong partnership between the public and private sectors. Each must assume responsibility and be committed to strong mutual support.

The delicate balance and the complex interrelationships which characterize the natural environment should always be a consideration in any policy decisions relating to the future growth and development of the State of Maine, since long-range and irreversible effects of severe disruptions in the natural environment will affect not only our life styles, but our economic well-being as well.

Commission Policy Recommendation

- I. It be the policy goal of the State of Maine to stimulate through education widespread public awareness and appreciation of the basic characteristics and unique qualities of Maine's natural environment and of the demands being placed upon it.**

Possible Means Of Implementation

1. Expand the educational curricula and continuing education programs at all levels of education to include natural resource courses and to promote public awareness of the costs resulting from inadequate resource protection and management. Particular emphasis should be placed on the importance of sound land use practices and the implications of uncontrolled or unanticipated growth.
2. Increase funding of technical institutions to provide high quality training in resource management skills including, but not limited to, farming, forestry, fishing, and aquaculture.
3. Promote resource protection and management through the media, highlighting the distinctive qualities of Maine's natural resources and environment.
4. Make it possible for citizens to become more involved in land use planning by:
 - a. providing information and education on the implications of land use decisions;

Citizen Comments

“Get agriculture, and horticulture education and careers into vocational technical institutes. . .”

“Why doesn’t the University of Maine do a lot more in the area of oceanography?. . .”

“There should be more emphasis placed on more research into development and use of (natural resources). . .”

“Public conservation and forestry programs in Maine are underfunded and being nickled and dimed to death. . .”

“The environmental agencies have too much control and free hands to limit a landowner as to what he can do with his land. . .”

- b. providing access to data on public land use policy development and enactment.
5. Encourage via the Department of Education and Cultural Services greater use of children's summer camps as public environmental classrooms during the camps' off-seasons.

Commission Policy Recommendation

- II. **It be the policy goal of the State of Maine to ensure that the development, administration, and enforcement of environmental regulations be efficient, adaptable, and reflective of environmental interrelationships.**

Possible Means Of Implementation

1. Encourage local and regional initiative by establishing statewide guidelines for environmental protection while giving municipalities adequate flexibility to act for themselves, as was recently done in connection with shoreland zoning.
2. Ensure that adequate resources and funds are available to the State Planning Office to coordinate the development of a comprehensive plan for the state.
3. Define clearly the "long-range public interest" in all public policies and study the effects of those policies with respect to their impact on private rights.
4. Consider a state matching grant program to spawn prototype recycling and energy recovery facilities for municipal or regional entities.
5. Enable persons within a region to express themselves through public referendum when major industrial developments will have a potential environmental effect on regions beyond the area of immediate jurisdiction.
6. Enable the county or some designated regional organization to be the enforcer and administrator of environmental regulations in the organized territories, except in cases where environmental impacts will or might transcend the county/regional boundary. Regionalization will only be accomplished if state planning monies and programs are made available to regional planning groups. In funding proposals, preference should be given to municipalities which have joined together in an effort to solve a common problem.
7. Enable the creation of river corridor commissions, similar to the Saco River Corridor Commission, to effect better management of the state's land and water resources.
8. Charge a single agency with the issuance of all environmental permits and licenses.

Citizen Comments

“I believe we should do all we can to train young people to know this field and attempt to keep them in Maine . . .”

“Find alternative uses for basic materials. . .”

“I would like to see controlled development within limits so we don’t abuse our quality of life in the rush for riches . . .”

“Without being snooty, we ought to have suitable environmental zoning controls to forestall Maine becoming an extension of the mid-Atlantic Megalopolis wasteland . . .”

“Encourage uniform growth in the northern areas of Maine, away from the growing southern urban areas of the state . . .”

Commission Policy Recommendation

- III. It be the policy goal of the State of Maine to encourage diverse land uses consistent with the ability of the land to support such uses, with particular emphasis on Maine's long-term needs for food, fiber, housing, recreation, and economic growth.**

Possible Means Of Implementation

1. Require reclamation of land with a ground cover after mining operations have ceased.
2. Such open space as: scenic areas, streams, rivers, lakes, ponds, flood plains, beaches, prime agricultural land, wetlands, marshes, swamps, wildlife areas, parks, and historic sites should not be regarded as land in holding for future development, but rather as land already dedicated to a specific, perpetual use.
3. Take preventive action to protect the publicly owned shores from erosion, using measures compatible with the environment, such as sand fences, beach grass, beach fill, etc.
4. Place a high priority on minimizing future "urban sprawl" by encouraging the revitalization of existing town and urban centers and by applying comprehensive, integrated planning to the development of such new urban areas as may be required.
5. Give full consideration to land use plans and objectives in the planning and development of transportation systems and networks.
6. Encourage housing design and location to conserve land and to minimize their impacts on the physical environment.
7. Develop the tools to assist towns in preparing for growth and its effects.
8. Establish a state-wide land use inventory within the classification system to determine urban, agricultural, recreational, and other best land use potentials. Also needed is a system to monitor land use changes to determine the impacts they have on the land and the adequacy of existing techniques to cope with any adverse effects. This information should be made available to the public to increase awareness of the competitive uses of land.
9. Consider the purchase of those lands containing fragile areas, areas with unique flora, or special recreational or aesthetic potential for the people of Maine. Emphasis should be on those areas which are in danger of being converted to other uses. Such acquisitions should be made in accordance with a rational plan based on established priorities.

Citizen Comments

**“Cluster growth, way to go —
Keep housing off: shoreland,
farmland, and forestland . . .”**

**“Other states are considering
limitations, perhaps Maine should .”**

**“Can handle slow growth if
handled with regard to preserving
farm lands, fishing, natural re-
sources . . .”**

**“Growth controls must be de-
veloped by the State Planning Office
and the Regional Planning Com-
missions to aid towns . . .”**

**“We should determine how many
people we can accommodate, set a
limit . . .”**

10. Ensure that development of the land is compatible with the physical characteristics of the land. This would require a working, practical understanding of land use and water management.
11. Make provision for mass public transit and new modes of inter-city transport within the corridor that conserve land and provide rapid and efficient modes of travel.
12. A coastal ecological system which remains as relatively intact as the Maine coast is highly unusual and is deserving of our constant and careful attention to its preservation and sound management.

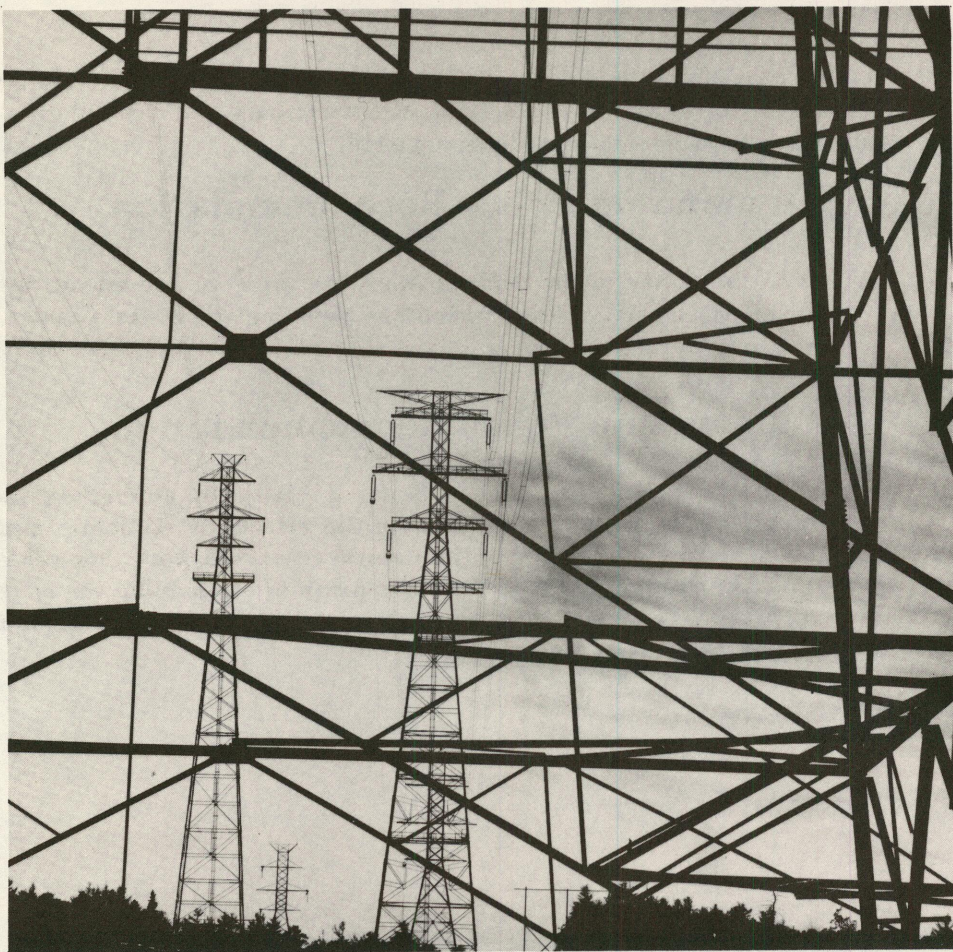
Commission Policy Recommendation

- IV. It be the policy of the State of Maine to promote and encourage more formal relationships with other New England states, Canada, and the federal government to deal with environmental concerns.

Commission Policy Recommendation

- V. It be the policy goal of the State of Maine to strengthen its capability to monitor and evaluate the effects of economic and other human activities upon its natural resources, both renewable and non-renewable, for the specific purpose of enabling the state to preserve and enhance the quality of life for all present and future residents of Maine.

Energy



It would be difficult to find a better example of the reluctance of human beings to plan long range than the failure in past years of the people and governments to take the actions necessary to avoid the energy crisis the world now faces.

The handwriting of potential energy shortage has been on the wall for many years, but only recently have public officials read it seriously. While the technology for a number of alternate energy sources was developing decades ago, it went disregarded. Cheap oil was both politically and economically more expedient. That oil represented a finite resource was of little or no concern.

As the American people over many years have developed lifestyles and habits casual in consumption and waste, we must now effect dramatic change at dramatic cost.

Because the crisis is national, the easiest position the commission could take would be simply to acknowledge that fact and relinquish Maine's future energy problems to solutions promulgated and imposed by the federal government. The commission is not so inclined, though it does not profess any technical expertise in the subject. It has strong conviction that Maine must take bold action on its own behalf or potentially suffer consequences, not necessarily compatible with the best interest of its people.

The attention of both Maine's people and government must be focused on its future energy problems and a commitment made by all to seek the means of assuring adequate future energy supplies.

Maine is an energy-dependent state. Only 12.3% of our total energy requirement is supplied by two native sources, hydro and wood. The balance is met by fossil and nuclear fuels which must be imported.

Maine's energy consumption has been increasing steadily in recent years, particularly in industrial, transportation, and residential uses. Demand has been growing at an annual rate of 3.3% and is expected to increase to 4-7% annually in the future. Although two new electrical generating facilities are expected to go on line in the decades ahead, they will not increase Maine's capacity sufficiently to satisfy the state's predicted needs into the twenty-first century.

At the present time, then, Maine is particularly vulnerable in its dependence on external energy sources and must be conscious of the need to reduce its dependency to the greatest extent possible.

As non-renewable sources dwindle in supply and greatly increase in costs, the effects could be severe on a state in which:

both per capita and household incomes are well below regional and national averages;

people are almost totally dependent upon individual automobiles for transportation;

significant travel distances are required between home and work;

cold weather, winds, and snow dominate the climate six months of the year;

there is a heavy dependence on imported oils and total dependence upon imported transportation fuels.

Those attached to the rural lifestyle could be forced to provide more of their own needs and forego jobs providing steadier and higher incomes.

In-migration might well be discouraged except for those young enough to seek their living from the soil or sea or those sufficiently affluent to bear the burden of an increasingly high cost of living.

Citizen Comments

“Encourage the use of home generators, wood stoves, require new housing to include potential for alternate energy sources such as solar and wood . . .”

“No nuclear power plants . . .”

“I think that nuclear power wastes need more study . . .”

“I believe the state government should push all power generators into extending the hydro electric aspect of energy . . .”

“Solar, wind, and wood are terrific for the individual power user but are not practical for large scale power production. Study after study has proven this to be the case, there is research being done to perfect solar production of electricity, but until the technology improves, and it will, it must remain small-scale . . .”

Out-migration might be encouraged among those unable or unwilling to gain their living from subsistence farming or comparable pursuits.

The long Maine winter and high fuel costs will force homeowners to resort to alternative and supplementary sources of heat and greater investments in insulation and other heat-conserving improvements.

Simultaneously, major employers will be forced to develop significant sources of energy, ranging from hydroelectricity to the burning of waste materials. Smaller firms will find it increasingly difficult to maintain profit margins because of greatly increased energy costs.

The commission recognizes this as a grim scenario, but feels the seriousness of the potential energy problems deserves dramatic treatment. There are countermeasures that can be taken and the time to start taking them is now. Maine people must realize that our ability and willingness to recognize the situation and act will be a major determinant of what happens to our population, employment, and lifestyles in the years ahead. To ignore the problem is to seriously jeopardize the quality of life of Maine citizens.

Commission Policy Recommendation

- I. It be the policy goal of the State of Maine to encourage maximum energy conservation and to encourage the use of renewable energy resources.**

Possible Means Of Implementation

1. Urge energy conservation in construction and renovation of buildings by developing building codes, regulations, and incentives which:
 - a. encourage the use of energy-conserving designs and materials in new construction;
 - b. promote the use of wood, water, the sun, and other renewable resources for long-term energy production;
 - c. encourage the use of more energy-efficient lighting in homes and other buildings;
 - d. permit construction of underground buildings and facilities in order to reduce heating and cooling requirements;
 - e. encourage by use of tax credits increased use of insulation in new and renovated buildings.
2. Review all past and future state legislation and regulations which discourage energy conservation or the sale of excess electrical power produced by industry.

Citizen Comments

“Strong tax and lending incentives should be made available to individuals and companies who invest in solar and wood heating equipment and wind electric generating equipment . . .”

“Higher excise tax on cars with low gas mileage rates . . .”

“The state should block all attempts by the ‘Super-Environmentalists’ to prevent the construction of a coal-fueled electrical generating plant . . .”

“Hydro power from small rivers.”

“I am for a power plant in Maine if it means cheaper power costs, and most of the power stays in Maine . . .”

3. Seek federal assistance in exploring energy production possibilities from the products of the Maine forest, concentrating on the potential of non-commercial and low-grade wood.
4. A tidal plant, such as the one proposed at Cobscook Bay, should be studied to evaluate economic and environmental impacts.
5. Encourage all non-destructive hydro potential in the state. It appears that some abandoned sites, dams, and old mill streams might be refurbished into small operational units, and that existing, marginally operating plants with presently high maintenance costs could also become feasible as the economics of energy production change. A study should be conducted on the potential to construct additional small-scale sites. Massive hydro-electric projects which involve environmental sacrifices should not be permitted if feasible alternatives exist to meet Maine's energy needs.
6. Do not prohibit additional nuclear facilities, but consider each on a case-by-case basis with special emphasis placed on thermal pollution, operational safety of the plant, and a satisfactory solution to the problem of disposal of radioactive-spent fuel.
7. Encourage research efforts on the use of the sun, wood, wind, solid waste, and other alternatives for energy production.

Transportation



Next to energy, and very closely interrelated, transportation will be one of the most critical factors affecting Maine's economy and lifestyle in the future. It represents 28.8% of Maine's total energy consumption today.

Our transportation system has been increasingly dependent on highways since World War II. The rural character of the state makes Maine citizens heavily dependent on the private automobile and has denied the economic feasibility of mass transportation.

The convenience of door-to-door delivery and the speed of trucks have caused rail transport to decline in importance. Coastal water transport of cargoes, so important in by-gone years, has disappeared.

The long commuting distances citizens must travel from home to work, the fact that more than 70% of all products produced in Maine are exported to other states and nations, and the heavy dependence of Maine agriculture on the import of feed grains, to name just a few factors, dictate that Maine must focus priority attention on its transportation system as it looks ahead.

Rail

While rail may not today play as important a role in Maine's total transportation system as it once did, it is of vital importance, particularly to the agricultural economy of the state.

Most of the feed grains required by Maine agriculture must be imported from the midwest by rail. Agricultural producers in Maine are estimated to use approximately one million tons of feed grains per year.

Interstate Commerce Commission rates governing the transportation of feed grains in New England are 70% higher per ton-mile than are similar rates governing the shipments of feed grain to southeastern poultry producers, the prime competitors to Maine's poultry industry. Additionally, because of the greater distance required to reach Maine, the differential amounts to an \$11.88 per ton disadvantage to Maine producers based on three-car rates.

The current system of continual percentage rate increases will ultimately destroy the industry; the only argument in this area concerns the amount of time before such destruction takes place.

The need for stronger and better rail service in Maine cannot be overemphasized. The energy crisis will require utilization of the most fuel-efficient means of transporting cargo. In terms of the greater tonnage rail can transport in a single train, railroads must play a more important role than they have in recent years.

Highways

In a rural state, such as Maine with an area as large as the total of the five other New England states, people and businesses are heavily dependent on the private automobile and trucks. Confronted with an energy shortage, Maine's businesses, industries, and the traditional lifestyles of its people will be in an extremely vulnerable position.

With limited mass transit available only in the larger cities, with rail service limited, slow, and in some cases more expensive than other modes of transportation, with the long commuting distances inherent in the state's rural character, and with Maine business and industry heavily dependent on trucks, it is not likely that Maine can easily or quickly shift its emphasis from highways. Neither does it appear practical to the commission to assume that individual citizen preference for the private automobile will change voluntarily.

Yet the changing economics and availability of fuel may force some very real changes in the character of highway transportation. Fewer road expansions, less new road construction, smaller, more fuel-efficient cars and the development of alternative means of travel may well replace the traditional emphasis on the large private automobile as a practical mode of travel. Careful consideration should be given to the problems which could predictably confront highway transportation in the future.

Citizen Comments

“Eliminate the dedicated gas tax revenue and use it for improved rail or other mass transportation . . .”

“Roads are probably the least desirable from an energy standpoint . . .”

“Coastal ship service for cargo — would need to coordinate with cross-country transport: roads, airplanes etc.”

“Railroads. Railroads. Are we so jaded that we’ve forgotten the haunting sound of the local freight blowin’ 10 miles out of Brownville Jct. or Belgrade Depot?”

“A train from Portland to Boston .”

“Higher excise taxes encourage old clunkers on the road. A different structure would be better . . .”

Air

Air passenger service in Maine is both adequate and reliable, but the lack of direct links to both Montreal and the Maritime Provinces is conspicuous. Canadian markets offer a very logical means of expanding opportunities for Maine manufacturers and businesses and are of great importance to consolidating and expanding Maine's tourist business from Canada. Therefore, linkages from both Portland and Bangor would appear to be highly desirable.

Air freight is shipped from both Bangor and Portland, but manufacturers and businesses still rely heavily on Logan International Airport in Boston.

Air service is of considerable importance to the vitality of Maine's business, industry and tourist trade.

Water

At present, two ferries connecting Maine with Nova Scotia and vessels transporting oil and limited dry cargoes represent the total extent of water transportation in a state once heavily dependent on coastal and trans-ocean shipping.

Years ago, regular steamship service existed between Maine, Massachusetts, and New York for both passengers and cargos. Vessels regularly plied the coast, providing both passenger and cargo service to many Maine communities.

When one considers the energy problem and envisions the estuarine character of Maine's coast, one begins to realize the potential role that water transport could play in energy conservation. Businesses located on the ends of peninsulas presently require trucks to travel enormous distances to serve them. Peninsulas, often only a few miles apart by water, are many miles apart by road.

For these reasons, the commission recommends that a study be undertaken to determine the feasibility of redeveloping coastwise water service for both passengers and cargoes to serve intra-state transportation needs and to tie Maine to markets along the entire eastern seaboard.

Vessels, loading at many points along the coast and connecting with other forms of transportation at central locations, would be fuel-efficient and would seem to complement the tourist industry as well.

Certainly, water transportation should not be overlooked in considering Maine's future.

The economic feasibility of diverse modes of transportation, particularly those more fuel-efficient, must be re-examined, and creative thought must be applied to the problem of assuring adequate transportation of Maine people and products in the future.

Citizen Comments

“Local car pooling data at town levels . . .”

“Rail, water and mass transportation necessary in the future . . .”

“We are subsidizing the roads. Perhaps subsidizing the rails might make them more aggressive again. We know from Florida that it is possible . . .”

“Redevelopment of coastal ship service for passengers and cargo . .”

“Expand railroads to Canada, not roads . . .”

“Try pilot project with parking areas on the Turnpike . . .”

“The state spends too much on highways . . .”

Commission Policy Recommendation

- I. It be the policy goal of the State of Maine to develop air, water, and rail transportation to achieve the greatest possible fuel efficiency and maximum service to Maine citizens and businesses.**

Possible Means Of Implementation

1. Investigate the potential of developing a coastal cargo service utilizing the port facilities as recommended above.
2. Explore the possibility of developing increased air freight facilities in Maine airports.
3. Study the feasibility of establishing mass transportation facilities within the next 30 years within the population corridor, acquiring at strategic points along the road system parking and passenger depot facilities for cars.

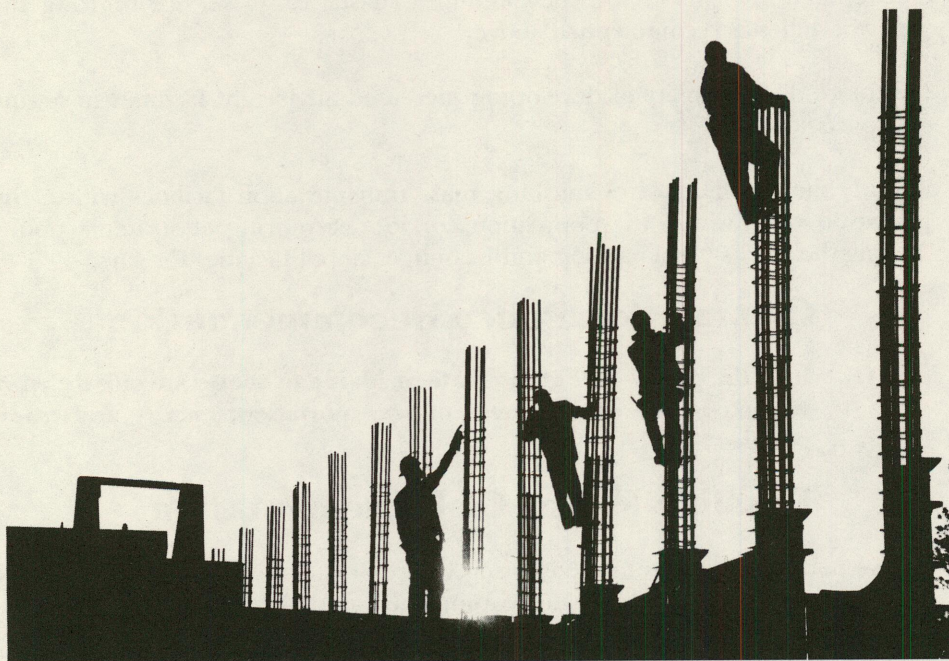
Commission Policy Recommendation

- II. It be the policy goal of the State of Maine to cooperate closely with Canada in the development of transportation, energy and trade policies.**

Possible Means Of Implementation

1. Give permanent status to the existing Office of Canadian Affairs and charge it with the responsibility of developing increased transportation and commerce with Canada, and providing assistance to Maine business and industry in locating market potentials in Canada, and assistance to Canadian companies which might wish to relocate and/or expand in Maine.

Economic Development



Despite the popular belief that agriculture, tourism, and fishing comprise the principal economic activities of the state, Maine's economy is now primarily dependent on manufacturing. Slightly over one-third of Maine's employment is in manufacturing, and nearly three-quarters of the people so employed work in six industries, leather, paper, lumber and wood products, food, transportation equipment, and textiles.

In recent years, however, non-manufacturing jobs have been increasing at a faster pace than manufacturing jobs. For every manufacturing job, there are a large number of jobs created in the so-called service areas. These include everything from grocery store jobs, to positions in dry cleaners, drug stores, gas stations, restaurants, and insurance agencies, to name only a few.

Although efforts have been made in recent years to improve the state's economy which has traditionally been characterized by high unemployment, low per capita income, and a constant out-migration of career-aged people seeking jobs elsewhere, the state has gained little advantage over the rest of New England or the nation as a whole.

Yet, efforts to create more jobs for Maine people must be sustained. The commission believes a well-designed economic development strategy should take advantage of the following three options available to the state in order of emphasis:

1. Strengthening and expanding existing industry.
2. Encouraging more new business creation within the state.
3. Aggressively soliciting companies to relocate or expand in Maine.

The rationale underlying this suggested placement of emphasis is:

that strengthening and expanding existing companies by offering them technical and management help has the highest probability of fastest return on the investment of time and money. Because they are already in Maine and many have deep Maine roots, they are unlikely to be lured away and thus will provide an even greater lasting value;

that encouraging new business creation offers the possibility of developing a new generation of faster growing companies which will produce products with a higher "value-added" and a better mix of job opportunities with higher wages. There is also some evidence to indicate that increased new business activity has a leavening influence on the entire business community and stimulates more positive attitudes;

that aggressively soliciting relocations and expansions into Maine should not be abandoned. It will become essential to be more selective in our solicitation, and competition from other states will increase. Looking at the long term, it is important to attract companies which have high probability of long-term residence.

Concern over Maine's economy has resulted in large expenditures of money and human effort. Most of the effort has been devoted to enticing industries to relocate in Maine, and not enough has been done either to strengthen or expand the activities of existing industry or to stimulate new business start-ups within the state. The responsibility for improving the state's economy must be shared by both the public and private sectors. The adoption of definitive policies relating to economic development, a focus on realistic opportunities for the state, and the provision of adequate funds to improve the state's economy would seem to be the key to better results.

Citizen Comments

“Maine should have a diversified economy emphasizing small and medium size industries.”

“Make economic principles a required high school course . . .”

“Need clean industry that can operate in balance with our environment . . .”

“Encourage small-scale industry. Don’t worry so much about attracting industry to Maine . . .”

“Would like to see state help for Maine citizens in finding markets for their products — as well as informing the public about them . . .”

“Greater utilization of in-state businesses rather than importing out-of-state industry might be best here . . .”

Commission Policy Recommendation

- I. It be the policy goal of the State of Maine to give greater priority to vocational, management, and liberal arts programs which will strengthen the ability of individuals to realize their greatest employment potentials.

Possible Means Of Implementation

1. Require that educational institutions contribute more effectively to Maine's economic needs by (1) using their facilities year-round, (2) shortening the time required to develop new curricula so that schools can respond more quickly to changing labor force needs, (3) retraining workers with obsolete skills, (4) designing work-study programs.
2. Study the value of sharing with businesses the cost of on-the-job training and apprenticeships in selected skills, including, but not limited to, farming, fishing and lumbering.
3. Whenever an occupation or industry is disproportionately concentrated in one region of the state, training for that occupation or industry should be done by the University of Maine campus or vocational-technical institute in the region.

Commission Policy Recommendation

- II. It be the policy goal of the State of Maine to direct the state's economic development efforts toward the achievement of a balance of labor-intensive, capital-intensive, manufacturing and non-manufacturing industries, but with particular attention to industries related to the state's renewable natural resources and to the maintenance of a clean environment.

Possible Means Of Implementation

1. Place as much emphasis on the attraction of non-manufacturing firms (other than trade and utilities) as manufacturing firms.
2. Make a particular effort to attract enterprises that develop and use those natural resources currently underutilized.

Citizen Comments

“More emphasis on jobs related to using and replenishing Maine’s natural resources: e.g. making wood furniture instead of paper . . .”

“The economy of this nation is in terrible condition. Maine should strive to be self-sufficient . . .”

“Tax incentives to attract and develop new business . . .”

“Keep Maine different — preserve its traditional culture, encourage small primary industry . . .”

“Clean industries . . .”

“I have been appalled by the lip-service approach to new business by government, and especially Maine bankers . . .”

“Promote labor-intensive industry.”

Commission Policy Recommendation

- III. It be the policy goal of the State of Maine to give particular attention to strengthening the capacity of Maine's higher education institutions to render both technical and management assistance and services to the people, businesses, and industries in Maine.**

Possible Means Of Implementation

1. Provide adequate funding to strengthen existing programs within the University such as the Project for Balanced Growth at UMO and the New Enterprise Institute at UMPG as well as other new projects which may come into being and which provide the same sort of direct service to existing and new industry.
2. Provide funding to assure through the Maine Public Broadcasting Network the availability of courses in marketing, engineering production, and management to companies on a cost basis conducive to encouraging greater management education in Maine companies.

Commission Policy Recommendation

- IV. It be the policy goal of the State of Maine to give priority attention to aiding the development of the state's tourism, recreational, cultural, historical, and scenic resources for the benefit and enjoyment of Maine citizens and visitors.**

Possible Means Of Implementation

1. Permit municipalities to create historic and scenic roadways.
2. Create a State of Maine trust fund for the purpose of purchasing and keeping within Maine valuable works of art, antiques, or historic properties of significance. Such a trust fund could be created as a quasi-public entity fed by private charitable donations supplemented by an annual state income allocation. Enact legislation allowing any citizen to voluntarily direct \$1.00 of income tax paid to the state to be dedicated to this fund.
3. Expand the bookmobile system.
4. Encourage annual cultural exchanges with other countries and other states.
5. Ensure that the State Museum is more adaptable to Maine people and visitors in its hours, its programs, and its educational outreach.

Citizen Comments

“Tourism should be one of Maine’s greatest resources. Industrial development may not have to be such a large part of our future if we can use the state’s unequal resources for attracting tourists . . .”

“I feel more public lands and parks are needed . . . More state parks and camping facilities, especially along the coast . . .”

“Go easy on tourism ads in New England states . . .”

“Why was the 1973 tourism study shelved? It told the truth about which forms of tourism were most economically beneficial to Maine and which ones were least productive, but most annoying . . .”

“Do not promote tourism, it takes care of itself . . .”

6. Continue the policy which allows municipalities to acquire public access property through negotiation, tax delinquency, easements, leases, donations.
7. Educate public in care of public recreation facilities.
8. Publicize alternative sites to crowded coastal beaches (like N.H.).
9. Encourage outreach programs for those who because of poverty, isolation or handicaps cannot or will not become involved in leisure- time activities.
10. Establish a state-wide citizen committee on recreation to develop and exchange ideas, make recommendations to the Parks and Recreation Bureau, and assist municipalities with ideas and implementation.

Commission Policy Recommendation

- V. It be the policy goal of the State of Maine to recognize the importance of and to encourage capital investment in the expansion of existing enterprises and in the creation and attraction of new ones.
- VI. It be the policy goal of the State of Maine to maintain a regulatory climate, the objectives of which are clear, promptly executed, equitable, and the impact of which will be periodically reviewed.
- VII. It be the policy goal of the State of Maine to assess its fiscal and tax policies in terms of their impact on business, industry, communities, and the individual taxpayer, and their effects on the climate for new capital investment.

Education



Elementary And Secondary

The Commission on Maine's Future believes that one of the most important keys to achieving a high quality of life for Maine citizens in the future will be the maintenance of a strong educational system at all levels.

It is clear that citizens are concerned by the rising costs of education, and are questioning whether the dollars spent are yielding commensurate benefits. This concern, undoubtedly always present, has been exaggerated more recently as the effects of inflation have been felt and taxpayers have been required to pay increasing taxes to support education. For example, between fiscal years 1955 and 1976, the level of state support for elementary and secondary education has increased from \$7.8 million to \$127.9 million. The projected state support of elementary and secondary education for 1978 is \$168 million. Numerous factors have caused this to happen, including significant building of physical facilities, programmatic changes which have provided more individualized instruction, and improved teacher compensation.

As these costs have risen, citizens have looked more closely at programs, and when they have not perceived improved student skills, have become increasingly critical of the educational system.

In fairness, however, the commission notes that education of a child requires a close partnership between the home and school, with each partner equally responsible. Only when the parents and the teacher work cooperatively to motivate and discipline the child can optimum benefits be gained. If one or the other partner abdicates responsibility, educational quality suffers.

The future quality of life of Maine people will be determined by the quality of education available to them. They must, in their elementary and secondary years, receive a strong basic education and develop strong communication, reading, and mathematical skills. To accomplish this, the partnership between school and parent is paramount in importance and each must become an extension of the other. Broad citizen participation in the design of programs and policies of the schools should be encouraged, and, while minimum standards should be imposed, encouragement should be given to the local communities to develop the curricula which most effectively will fulfill local expectations of education.

All youngsters should not be automatically headed down the college or university trail. Dignity and respect must be accorded vocational education and the quality of such education must receive as much support and attention as the college curriculum.

Higher Education

Private Institutions

In Maine there are twelve private institutions of higher education. There are also a number of private, post-secondary institutions offering more specialized curricula. The commission recognizes the great value of these private institutions and believes that public policy should, at all times, recognize their importance and do everything possible to preserve and strengthen them. Nevertheless, the commission has refrained from including them under its public policy considerations, although, parenthetically, it believes that the current STEP program, which assists Maine students to attend private institutions should be not only maintained, but expanded.

University Of Maine

The University of Maine system is a young system, having been formed in the late 1960's by the merger of the University of Maine and the State Teachers Colleges. Predictable problems resulting from such an extensive merger have had to be confronted and much remains to be done before the

system's most effective operation can be achieved. Progress has been and continues to be made, however, and the commission feels that the University is deserving of strong support in its development.

The commission believes that the University's role in the development of the state is of utmost importance. It must be encouraged to become the focal point of new ideas, new technology, and the highest quality of educational opportunity. Opportunities exist in such fields as natural resource protection and development, agriculture, fisheries, energy, transportation, housing, and health education for University leadership and significant public service. Extension of the various technical and management training capabilities of the University to the businesses and industries of the state could make an important contribution to the economic well-being and development of Maine.

To accomplish such a role, the University must be funded adequately. Financial support should not be given blindly, but it should be adequate to permit the University to keep and attract top quality faculties and to develop research, development, and outreach programs. It is a resource of the highest potential and should be developed fully.

Vocational-Technical Institutes

Vocational-Technical Institutes in Maine have achieved a notable record of success and like the University represent a most important resource to the development of Maine. The quality of education provided by them is best exemplified by the fact that job placement is achieved for well over 85% of all graduates. Applications, numbering twice the number of students who can be admitted, attest to the value they are accorded by citizens.

Like the University, VTI's are deserving of substantial and increased financial support because of their importance to the economic growth of Maine. Salaries of faculties are not comparable to similar ranks in other institutions of higher education and should be increased to ensure keeping and attracting top quality teaching personnel.

Commission Policy Recommendation

- I. It be the policy goal of the State of Maine to ensure that there are strong and varied opportunities at all educational levels for Maine citizens of all ages.

Possible Means Of Implementation

Elementary and Secondary

1. Require achievement of academic competency at all grade levels as a condition to promotion to the next grade level.
2. Consider alternatives to present teacher certification requirements to ensure ability to utilize most competent teaching skills available.
3. Increase regional vocational school development to gain the advantages and economies of scale.
4. Improve guidance-counseling services at all levels, including, but not limited to, career and vocational guidance by counselors who are current in their knowledge and contact with the work-a-day world on a reasonable counselor-student ratio.
5. Encourage parental involvement in the school system by requiring local citizen input as part of the accreditation process to evaluate the degree to which schools are satisfying local expectations.
6. Encourage expansion of high quality adult education for academic credit for those who wish to fulfill requirements for college or university matriculation.
7. Encourage greater local autonomy in determining local curricula and programs by establishing minimum guidelines at the state level and leaving to the community the right to determine the final details.

University of Maine System

8. Encourage and provide funds, if needed, to implement suggestions regarding student access, transfer of credits, and the structure of the University system, as recommended in the March 1977 report of the Trustees *ad hoc* Committee on Academic Planning.
9. Encourage the University to offer associate degree programs in liberal arts on all campuses.

Citizen Comments

“More state aid to the vocational-technical institutes . . .”

“Push return to basics in reading, writing and arithmetic in elementary schools . . .”

“Better use of our school buildings for other activities . . .”

“Hire teachers based on intelligence, motivation and creativity — forget certification and School of Education requirements . . .”

“Need more positive parental involvement . . .”

“No one should be allowed to drop out of school until he can read, write and do basic math . . .”

“Very little incentive for bright students . . .”

10. Extend a baccalaureate engineering degree and an opportunity for post-graduate engineering education to University of Maine campuses, where needed.
11. Fund centers for practical and applied research of problems presently and potentially confronting Maine and increase research and technical-assistance capabilities at University campuses.
12. Increase University tuition for those who can pay, but simultaneously ensure adequate scholarship funding for financially deserving and academically qualified students.
13. Increase University funding to ensure more competitive faculty salaries and the ability to attract and keep top quality professors.

Vocational-Technical Institutes

14. Provide more adequate funding to permit VTI's to train students for the more sophisticated, high technology industries even though the primary markets for such training may presently be out-of-state.
15. Expand vocational-technical educational programs for women.
16. Allow VTI's sufficient freedom and flexibility to ensure they can emphasize education in the fields most critical in their separate regions and can adjust curricula rapidly as conditions change.
17. Require close cooperation between VTI's and the University of Maine, including interchangeably acceptable credits in comparable degree programs.
18. Fund VTI's sufficiently and release the VTI's from the state personnel system to permit faculty salaries commensurate with salaries paid faculties at other institutions of higher education.

Citizen Comments

“Stop adding to the education burden by expecting public education to be all things to all people . . .”

“Need for more advanced degree programs, especially at the Ph.D. level . . .”

“De-emphasize four-year college. Emphasize vocational-technical . . .”

“Even the University of Maine has to be rated as a glorified high school. UM graduates cannot read or write properly — a generalization with some exceptions — but not many . . .”

“Who tests the validity of the testing instrument?”

“Don’t keep knocking down the university. Give it the budget to do a real job, and to keep top-notch professors in all fields . . .”

Human Needs



Human services can take the form of an adoption by a middle-class couple, an alcoholic receiving treatment or the parents of a mentally retarded child receiving specialized help.

At one time or another most of us will use or need some type of human service program, although to many people, human services are categorized as expensive welfare or public assistance programs.

In Maine, we are primarily concerned with those programs administered or supervised by the State Department of Human Services, Mental Health and Corrections, Manpower Affairs, and the Community Services Administration. There are also a number of federally operated programs in housing, income support, health, and many other areas. Additionally, there are a large number of private voluntary human services agencies. It is a complex and massive system.

During periods of economic decline the demand for human service programs will tend to increase while the tax revenues supporting those programs

tend to decline. Thus, just as the ability to support these services becomes more difficult, the demand for them is greatest. There is no doubt that without federal support of our human service programs, Maine would find it very difficult, if not impossible, to fund even the most essential human services.

Maine does a creditable job of providing human services needed by its citizens. However, there are many problems, not unpredictable, in a system as large and complex as human services. They include:

1. Lack of a Coherent Policy

Constantly evolving state and federal philosophies have caused the somewhat haphazard organization of human service programs. Decisions by the U.S. Congress, the State Legislature, executive orders, bureaucratic rule-making, administrative interpretation, and the courts all have their impact on the form and extent, as well as the organization, of human services.

2. Administrative Fragmentation

Because of the separation and confusion of funding sources and the variety of agencies and levels of government involved in the delivery of these services, there is serious administrative fragmentation. This can lead to a duplication of services, lack of coordination among agencies, increased administrative costs, and conflicting policies.

3. Increasing Financial Pressures

General inflation of administrative costs, cost-of-living pressures on low income groups, increasing family breakdown, and rising crime all create extraordinary financial pressures on a state, which, with its small population and relatively static economy, is already limited in its resources.

4. Lack of Current, Accurate and Usable Data to Define Needs

It is difficult to obtain information that is current, accurate, and usable in Maine to identify and assess the needs and priorities for services. Because of the number and variety of agencies and the different levels of government which administer human service programs, information or data regarding the success of our programs is fragmented, if available at all. In addition, this lack of a centralized, usable data source makes it difficult to determine accurately the need for human service programs in Maine.

Anything done to improve the ability to respond and deliver human services efficiently is going to require a long-term and arduous effort. Modifications of the human service delivery system should occur to make improvements. They should not disrupt services. While any change will be expensive in the short-term, it should be made only when it assures long-term economic and social benefits.

Commission Policy Recommendation

- I. It be the policy goal of the State of Maine to organize its human service delivery system within a coherent policy framework and to realign its administration to achieve maximum coordination of all programs.**

Possible Means Of Implementation

1. Continue efforts of government reorganization to bring human service agencies under a single administrative management system and to develop a comprehensive plan for coordinating the joint public-private delivery of service.
2. Develop a voucher system whereby those in need can purchase social services from the private sector when, to so do, such services can be rendered on a high quality basis and less expensively than by staffing state government agencies to furnish them.
3. Seek greater citizen input to determine which services are most needed, region by region, and to evaluate effectiveness of services being rendered.

Commission Policy Recommendation

- II. It be the policy goal of the State of Maine to ensure that all human service programs be designed to encourage and enable people to become as self-reliant as possible while still assuring quick and adequate response to the aged, disabled, handicapped, or those otherwise unable to subsist without assistance.**

Possible Means Of Implementation

1. Review all programs and regulations to ensure elimination of provisions which discourage or impede the desire or ability to achieve individual independence.
2. Review all laws and/or regulations and eliminate any provisions which encourage the disintegration of the family unit.
3. Place greater emphasis on self-help programs, in which marketable skills of all types are developed and job placement occurs.
4. Require that all able-bodied people receive public assistance only in the form of wages for work performed either for the town, county, state, or private sector.
5. Encourage development of more or better day-care facilities to permit parents the opportunity to work or continue education.

Citizen Comments

“There are too many social services now with too many people misusing them . . .”

“More adequate assistance for those with proven need . . .”

“Needs to be reorganized and focused on prevention . . .”

“Social services yes — but scaled down enough to get people working again . . .”

“A closer control is needed . . .”

“An atrocious mess — nobody seems to know what’s being done or why . . .”

“Close loopholes and require work of welfare recipients . . .”

“Too many give-away programs . . .”

“Provide more incentives for people to work . . .”

6. Strongly encourage the enforcement and improvement of the rights and abilities of the handicapped individual to become a recognized and useful member of society.
7. Institute programs in family planning, and provide education in consumer economics and family budgeting, integrating in such programs nutrition education.
8. Expand the foster home program to ensure ability of immediate placement for abused or neglected persons.
9. Provide facilities on a county basis to provide adequate and attractive facilities for homeless or abused children and young people.
10. Establish coordinated statewide handy person and homemaker services, encouraging the use of the elderly in the provision of such services.
11. Develop appropriate alternatives for the elderly utilizing their knowledge and resources such as volunteer work or part-time employment in nursing homes, schools, libraries, playgrounds, hospitals, community projects, day-care centers, handcrafts. In each area these alternatives should exist without tax or social security discrimination.
12. Develop self-help systems among the elderly, such as Right to Read, VISTA, Gray Alliance.
13. Encourage a consolidated and coordinated transportation system for the elderly which responds to their needs.

Citizen Comments

“Greater care in handling welfare mothers . . .”

“Additional enforcement needed for social service program violators.”

“Need greater compassion for human need. Faster assistance . . .”

“Services should be locally provided with state money . . .”

“Help the real needy more — sharply reduce services to others ..”

“Better information on current services sent out to citizens . . .”

“Way too much red tape . . .”

“A greater focus on the needs of the elderly and handicapped would be good . . .”

“We have too much welfare now ..”

Housing



A place to live is accepted as a necessity of life and a right to which all Maine people should be entitled. Over the past three decades, increasing personal income and low-interest, government-insured loans have encourage home ownership, and the number of owner-occupied homes has increased significantly. In 1970, about 62.5% of all housing units in Maine were owner-occupied. This is comparable to owner occupancy nationwide, which was 62.9% in 1970. During this period, consumer expectations have increased to include a variety of appliances, conveniences, and a garage as basic housing components.

Over the past 30 years, almost universal automobile ownership, cheap energy, and extensive highway construction have significantly reduced the time and relative costs of travel, thus opening a wider range of places to live with convenient access to employment. As a result, the dispersal of housing has accelerated, taking advantage of slightly lower-cost housing and services in the more rural areas. Additionally, low-interest housing loans and highway policies

have been the major contributors to the spread of housing into rural areas over the past three decades.

Housing costs are escalating rapidly beyond the means of many prospective homeowners. At the same time, demands for housing are just reaching new highs, as people born during the peak birth years of the 1950's are seeking housing. The result may be a demand that exceeds supply, with those at the low end of the income scale being most severely affected.

It is of concern in a state in which per capita and household incomes are low to consider predictions that by 1982, typical, new, single-family housing units now costing \$45,000 will be selling in the neighborhood of \$78,000, and that the costs of ownership will increase even more rapidly. The implications of these predictions are serious when it is realized that the poorer third of Maine's population has already been priced out of the conventional housing market.

In 1965-66, the poorer third of the population purchased 17% of all new houses. Today, only 4% are sold to these families. These statistics have ominous implications for the more than 60% of Maine families who cannot afford to purchase single-family housing, as this trend is likely to continue in the future, causing extreme hardships for Maine's poor and elderly.

One further element relating to escalating housing costs in Maine is the very rapid increase in the cost of land. Land prices, particularly in the rural areas, are increasing at very rapid rates. This is caused by several factors:

the migration from urban to rural areas, causing increased demand and consequent rises in price;

the Farmers Home Administration, which financed two-thirds of all mortgages last year, has stressed a policy of rural home purchases and construction;

inflationary pressures;

population increases;

increasing requirements and standards as a result of government regulation.

There have been few periods in history when land prices have dropped. So, there is little reason to believe that prices will not continue to rise in the future. This is significant, since rural homes with lower land prices have traditionally been less expensive, thereby making them more affordable to the less affluent. Also, as land and housing costs rise in rural areas, rents will do likewise.

But all is not hopeless for Maine people. According to the 1970 census, Maine had 339,440 year-round housing units. Of these, approximately 57,000 units, or 17% of the total housing stock lacked plumbing or were overcrowded. Although no data exist on other deficiencies, it is safe to assume that

a considerably larger portion was in need of wiring, essential repairs, structural work or other rehabilitation to prevent deterioration and ultimate dilapidation or loss of the housing unit.

We must make a major effort to preserve, protect, enhance, and make adaptive use of our existing structures. Particular emphasis should be placed on rehabilitative services and loan programs for the low-income and elderly. Often they have the greatest need for repairs, while being unable to afford the most basic of repairs to keep their houses safe, warm, dry and sanitary. It is in this area that we believe the highest priority for housing services should be placed.

When one looks at Maine's housing situation, several facts emerge:

state government's ability to alter significantly the broad trends of housing is limited;

the state can at best only attempt to ameliorate severe housing shortages;

the bulk of Maine's current housing programs does not appear to reach the really low-income families;

Maine has an urgent need for a centralized, comprehensive bank of housing data.

First and foremost, adequate housing is an important element in the total quality of life of Maine people and, as such, is deserving of constant attention and continuing evaluation of its adequacy and quality by state government. Better data are required than that which are now available and standardized reporting of new housing construction, renovations, and demolitions should be provided to the state government by municipalities on a regular basis.

Commission Policy Recommendation

- I. **It be the policy goal of the State of Maine to organize its housing programs within a coherent policy framework, to achieve maximum coordination among all agencies and programs, and to ensure that such programs give priority to energy-efficient housing and the preservation of existing housing units.**

Possible Means Of Implementation

1. Encourage the allocation and use of funds and loan programs to repair and rehabilitate existing housing units.
2. Support, through our Congressional delegation, the dissemination of federal grants to Maine communities for the purpose of helping communities develop programs to rehabilitate existing houses, and convert existing unused structures to housing units.

Citizen Comments

“Explore alternative housing systems . . .”

“Cluster housing . . .”

“Develop tax incentives for energy conservation, alternative energy concepts etc. . . .”

“Farmers’ Home has been a disaster . . .”

“Subsidize housing improvement which will conserve energy . . .”

“It isn’t fair to jump homeowner’s taxes way up when they make renovations . . .”

“Tax incentives for repairs etc. sounds great. You can’t help people who refuse to help themselves . . .”

“Incentives for those building their own homes without bank assistance . . .”

3. Prepare a model building performance code which stresses energy efficiency for use by Maine communities, and encourage its adoption. (only 39% of Maine communities have building codes.)
4. Develop as part of the curriculum within the Regional Vocational-Technical system a course to teach new concepts relating to energy conservation, energy alternatives, and home building and repairing techniques.
5. Make courses available to building contractors and bankers so as to increase their awareness and acceptance of new technologies in housing construction.

Health



There is little evidence to suggest that the majority of people in Maine regard health or health services as matters of urgent concern or high priority for decisive action. Recent questionnaires report consistently a high majority have had at least one contact with their doctor in the previous twelve months, are generally satisfied with their care, though increasingly worried about costs, and do not regard their own health as a particular problem.

Health costs in Maine have been steadily rising, though at a slower rate than in the nation or in New England. Nevertheless, they are an increasingly serious concern.

Distribution of health services and personnel in Maine relative to the population is far more favorable than is popularly believed. Fewer than 15% of the total population of Maine live more than twenty miles from a practicing physician, and fewer than 24% of the population live more than twenty miles from a community hospital.

Over the years Maine has lagged behind the nation in the rate and extent of specialists replacing the general practitioner. As a result, we soon may be leading the nation proportionally in the number of family physicians in practice.

Maine has made a promising start in the field of health education with the programs developing at the University of Maine at Farmington. In the years ahead, these programs deserve special attention and increased public support and participation.

It is the conviction of the commission that there are compelling reasons for Maine to assert a major role in the design of health services in the state, in the evaluation of their scope and quality, and in the persuasion of Maine people through health education to participate more fully in the responsibility for their own health.

The emphasis of the future must increasingly become preventive medicine, health education, and continuity of patient care. Such changes will be hastened as health costs rise and comprehensive service coverages are extended to more people.

Teaching the individual greater respect for the body and greater understanding of what it can and cannot tolerate will lead to better lifestyles and less illness. Maximum possible coverage with appropriate immunizations, and fluoridation of public water supplies would seem to be obvious, short-term goals. Identifying health problems in early stages and providing early treatment will go far to reduce the need for hospitalization, and thus, be a depressant of costs.

It seems inevitable that in future years health services in Maine will develop and implement the roles of physician assistants. For their optimum use, however, there remain some very complex problems, such as the redefinition of legal, professional, moral and insurance responsibilities.

Finally, over the years ahead, it seems highly probable that office practices of physicians and dentists, emergency medical service systems, ambulatory care clinics, home health services, mental health and rehabilitation services, and long-term institutional care will become oriented to community-wide health service areas. They will also become increasingly linked to the community hospital by location, by communication, and by sharing of patient records.

Professional education in the health fields in Maine has been thoroughly studied and discussed in recent years. For physicians and nurses this has been traditionally a primary responsibility of the professions themselves, and until federal funds became more available, it was largely financed by a few health service institutions. As a result of the decision in 1976 not to establish a school of medicine in Maine, opportunities must be created for Maine residents to enter the health fields and to practice in Maine. The rising costs of such educational programs and the uncertainty of continued federal funding for current and developing courses are issues which must be resolved.

One alternative suggested to the commission which deserves early consideration is the investment of state funds in several vital programs in Maine. These include basic medical education, internship, residency programs, and nursing education. Additionally, funding of the University of Maine should be ade-

Citizen Comments

“I think there should be a national health plan . . .”

“More home care of invalids and elderly by trained visiting people would help . . .”

“Do not centralize health care. Some of us who live in rural areas want to stay close by, whether we are sick or not . . .”

“More para-professionals, fewer over-specialized professionals . . .”

“We must have some kind of comprehensive health care which we can afford . . .”

“Increased emphasis on prevention — and on birth control . . .”

“With the shortages in health care, we can lick this only by nutritional education . . .”

quate to ensure its essential role in development and coordination of educational programs in the health field, and appropriate emphasis should be placed on contracts with other states for education in the health fields for Maine residents.

Commission Policy Recommendation

- I. **It be the policy goal of the State of Maine in allocating public funds to the health field to emphasize the maintenance of good health, the prevention of disease and disability, the improvement of health service delivery, and health planning to contain rising health costs.**

Possible Means Of Implementation

1. Establish and fund a Maine Center for Health Statistics having a data system compatible with that of the National Center for Health Statistics. The purpose of such a center would be to determine the health status of Maine people and effectiveness of health services and diagnostic and health facilities in improving the health of our citizens.
2. Give a high priority to the quality and availability of public education in the maintenance of good health and in preventive medicine.
3. Establish, in the very near future, emergency care facilities, assuring state-wide access to rescue services and/or citizen-training programs in emergency care.
4. Stimulate the development of health insurance programs which provide adjustments in premiums for such factors as an optimum immunization record, appropriate weight maintenance, and (if verifiable) moderation or abstinence with respect to tobacco, alcohol, and drugs.

Government



Perhaps at no time in history has government at all levels had as much influence in the daily lives of Maine people as today. While there is clear evidence of citizen unhappiness with this growth and dominance of government, it is equally apparent that it has occurred as a result of ever-increasing citizen demands that government provide more services and solve more problems through legislation.

As government has grown, access to its functions has become correspondingly difficult, with the result being that one increasingly hears government referred to as **it** or **they** instead of **we**.

There can be no question that the increasing complexity of the problems of society has caused government to grow so dramatically in size and dominance. It is also clear to the commission that it is the growing belief of Maine citizens that government is becoming more remote, and this must not be ignored.

We in Maine have a tradition of government that recognizes the value of the individual. Although our future government may become more complex, more costly, and may interfere more with our individual freedoms, the commission strongly believes that the individual should have access to government at all times, and that government should constantly strive to enable citizens to understand the broad issues, and make real choices through voting.

It is imperative that as Maine's population increases, careful consideration be given to changes in government structure and functions which might enhance its ability to deal with that growth more effectively. Simultaneously, the commission believes that Maine citizens must be encouraged to rekindle that spirit which motivated their forebears to keen interest and vigorous participation in the affairs of their government.

To encourage greater citizen participation, government must constantly evaluate and facilitate citizen access. This becomes increasingly important as government grows in size and complexity. Easier access to information and the strong encouragement to voters to voice reactions would do much to help citizens feel they are truly a part of government.

If greater citizen participation is desirable, it should be the goal of government to ensure that its affairs are administered as close to the individual as the public interest will permit. By so doing, not only will greater citizen participation be encouraged, but much will also be accomplished in overcoming the belief that government is remote.

Consideration of political institutions must allow for more effective government for both urban areas and sparsely settled townships. Because of the dispersed population patterns within the state and the inability of small units of government to cope with the problems of an increasingly complex society, the commission supports a strong and responsive middle level of government to administer those functions which are too costly for the municipalities, and which we do not advocate performing on a state-wide basis.

Although counties have always been a part of Maine's governmental structure, some of their traditional powers have been eroded. For example, the superior courts, once based in county seats, are now located in legislatively determined districts. County budgets have always required approval of the legislature; in fact, all county powers are derived from the legislature, and in many cases county government does not have the ability to undertake planning or a variety of functions essential to good government.

When the commission first considered county government, it was impressed by the strong beliefs of citizens that county government should be retained and strengthened. The commission, in response to strong citizen opinion that in many instances counties are too weak and ineffective, believes that county government should be converted to a council-manager form of government.

It would also seem desirable to review and redefine, where necessary, which services clearly must be the responsibility of state government and determine

to what extent other services could best be provided at the county or local levels.

As Maine's population increases so will the pressures on the judicial system, and it will be essential that the court system be prepared to administer equal and prompt justice to all. The commission strongly believes that the citizens of Maine and the Maine legislature should continue to lend adequate funding and administrative support to the Maine judiciary to enable it to handle increased volumes of cases.

The commission further believes that management capabilities within the public sector should be strengthened. Government should constantly strive for better management. Clearly it should constantly attempt to make the most effective use of resources available within the constraints of the statutes. Although government operations are labor-intensive, the prospects for substantial replacement of manpower with capital equipment may not appear to be as great as they have been in profit-making activities. Consequently, productivity gains in government, in all probability will depend heavily on better use of the talents and energies of its employees, which is principally a management responsibility.

Finally, it would appear that there might be great benefits from a stronger public-private partnership. From the volume of legislation presented to each legislative session, it would seem that government is often being asked to solve problems which might better be solved by cooperative public-private action.

As Maine moves toward the twenty-first century, its public servants must be given the necessary tools to do their jobs and have the strong participatory assistance of their fellow citizens.

Maine people must reaffirm their individual responsibilities for good government. They must be encouraged to participate, and access to government must be made easier and more inviting.

Government must re-evaluate itself constantly. Leaders must make long-range planning a way of life. Strategies must realistically acknowledge the serious impacts that decisions made in other parts of the world and country can have on Maine.

Maine cannot afford crisis reaction. Neither, with its relatively limited resources, can it afford programs that do not have reasonable cost benefits.

Every means must be utilized to gain the greatest benefit possible for each dollar spent. Clear-cut priorities for any spending and measurable criteria for all programs must be established.

Commission Policy Recommendation

- I. It be the policy goal of the State of Maine to provide the opportunity for maximum citizen participation and access to political and governmental institutions at all levels, and to guarantee disclosure of political and governmental activities.**

Possible Means Of Implementation

1. Establish a legislative information service which provides through the use of a state-wide, toll-free telephone line:
 - a. Constantly updated (at least one week in advance) and pre-recorded schedule for all legislative committee hearings and activities, providing as minimum information L.D. numbers, titles, sponsors' names, committees to which assigned, and the date, time, and location of hearings.
2. Establish a state information service utilizing a toll-free telephone line to provide general information as to the proper department or agency and the name of an individual to contact therein to any citizen who has a problem or need for information regarding government.
3. Encourage public and commercial television and/or radio coverage of important legislative sessions and executive press conferences. Such broadcasts could be taped and shown during convenient hours, so as to provide maximum public exposure.
4. Emphasize, through the educational curriculum, the individual's responsibility as a citizen in a democracy with emphasis on the actual witnessing of the workings of local and state government.
5. Continue to examine and maintain a strict code of ethics for lobbyists and for public officials, whether appointed or elected, and monitor its effectiveness.
6. Require that the use of single-member districts be expanded to include not just the legislature, but counties and other elected bodies, in order to obtain more accurate and responsible representation.
4. Review the Maine statutes to assure there is no legal discrimination against third political parties or non-party candidates.

Commission Policy Recommendation

- II. It be the policy goal of the State of Maine to ensure that government be administered as close to the individual as the public interest will allow.

Citizen Comments

“Make public referenda binding . . .”

“Create the office of Lt. Governor and have this person go into communities to hear their problems first hand and then report back to the governor and legislature.”

“The county is closer to the towns than the state . . .”

“Reduce it by 50%. Government is the reason for all the problems in Maine and USA. Government spending causes inflation, inflation robs people of jobs, homes, good medical care at a reasonable cost, etc. . . .”

“The legislature should be reduced in number and consolidated into one body.”

“There are far too many regulatory agencies . . .”

Possible Means Of Implementation

1. Establish at the legislative level broad standards, goals, and regulations, allowing the regional and local levels of government to determine how they can best be met. Regulations should be designed in terms of minimum requirements to allow greater local determination in their administration. Require public hearings before any regulations are promulgated by any agency.
2. Decentralize to the appropriate level the regulatory function of all departments or agencies having a regulatory authority so that:
 - a. citizens can have easier access to all such agencies;
 - b. regulations can be administered with greater awareness of diverse local conditions.
3. Encourage interlocal agreements and regional solutions to area-wide problems.
4. Encourage, through our Congressional delegation, federal policies to disseminate federal funds in the form of block grants and revenue sharing which will permit greater discretion at the state and local levels in the administration and distribution of such funds.
5. Continue the state revenue sharing program and institute a block grant program to fund units of government.
6. Establish uniform fiscal reporting and recording practices for all public expenditures at **all** levels of government.
7. Adopt a council-manager form of government for Maine counties to consist of the following:
 - a. The county council would be the governing body and would consist of elected council members from single-member districts representing one or more municipalities within the county, on the basis of the one-man, one-vote rule. The role of the council would parallel that of a city council.
 - b. Eliminate election of all other officials within the administrative structure (sheriffs and other county-elected officers would be appointed by the county manager with the advice and consent of the council). Judges of probate would be appointed in the same manner as other members of the judiciary.

Citizen Comments

“Increase “sunshine” laws at all levels of government.”

“A lot of duplication of effort. Can’t we streamline it? Make it cheaper to operate.”

“Need more information on issues. The media tend to evaluate the news for us. Give the people the facts and let them make their own evaluations.”

“People should be more interested and informed.”

“I personally doubt the ability of many local governments to manage more government responsibility. I’d rather trust in the sophistication of government at the state level.”

“Need small regional offices . . .”

- c. The chief administrator under this form of government would be the county manager, who would be hired by the county council on the basis of his/her administrative training, experience, and qualifications. The county manager's role would essentially parallel that of a town or city manager.
 - d. County budgets would be initiated and approved by the county council. Thus, the voters and taxpayers of the county, who are paying the costs of county operations, would be granted the opportunity of decision-making in the budgetary process, through their elected representatives on the county council.
 - e. Increase the strength of the counties by delegating to them some responsibilities and authorities now solely the province of state government.
8. Review and redefine, where necessary, which services are clearly the responsibility of State Government, and determine at what level such services are best administered.

Commission Policy Recommendation

- III. It be the policy goal of the State of Maine to ensure that all governmental institutions are organized with clearly defined goals, objectives, and functional responsibilities, and with greater accountability to the people and to organize its governmental institutions in a cost-effective manner.**

Possible Means Of Implementation

- 1. Support "sunset" legislation with the requirement for a continual "management" study of state government employing professional assistance to review and evaluate all government departments in terms of their presently assigned responsibilities and with the objective of:
 - a. eliminating duplicative or mutually negative functions;
 - b. redefining missions;
 - c. redefining authority and responsibilities;
 - d. reaffirming organizational needs as to personnel;
 - e. consolidating or eliminating functions;
 - f. reviewing all advisory boards to state agencies as to their effectiveness and purpose.

Citizen Comments

“Provide higher salaries for legislature and provide for sabbaticals from industry to attract more participants . . .”

“Good control needed — fewer appointments made on the basis of ‘knowing the right people’ . . .”

“As a new resident here, your government red tape at the individual level is almost as bad as in New York . . .”

“Those who want to participate have easy access to all levels of government . . .”

“There is a clear need for creative administrators in government . . .”

“Less federal and state government would be great . . .”

“Voucher system — Only with good accountability and controls ..”

2. Permit no federally funded, special-purpose district to be created as separate from, distinct from, or unaccountable to units of representative government.
3. Adopt administrative procedures which would reduce the number of bills considered by the legislature annually. Urge legislators to cooperate in the drafting of similar legislation and to co-sponsor such bills.
4. Ensure that the joint standing committees continue to have an adequate, high quality staff. Staff would perform the important task of providing research on all issues, thus reducing the legislators' dependence upon lobbyists and special-interest groups.
5. Consider reducing the number of standing committees that any one senator is assigned to, and appoint House members as committee chairmen, if and when there is a House member as qualified in terms of experience and expertise as the ranking Senate member. This will distribute the responsibility and workload among both Senate and House members.

Commission Policy Recommendation.

- IV. It be the policy goal of the State of Maine to encourage to the maximum extent possible private solutions to public problems.**

Possible Means Of Implementation

1. Make every effort to effect and encourage, through a broadly based educational effort, the need for more citizen participation, and whatever way possible rekindle the spirit of individual initiative *versus* government intervention. Reaffirm the importance of the private sector. Encourage individual and corporate responsibility in problem solving.
2. Give strong consideration to the establishment of a voucher system for the purchase of services from the private sector, instead of staffing state government to provide services which could be provided as well or better by the private sector. Clarify the state's responsibility to set public policy and ensure that such policies are followed, but recognize that the state cannot necessarily be the provider of all services.

Commission Policy Recommendation

- V. It be the policy goal of the State of Maine to ensure that the Maine court system is always capable of administering equal and prompt justice to all.**

Citizen Comments

“Laws should be changed so that our police can do their work in protecting us. At present the criminal is more protected than the private citizen . . .”

“Better use of tax monies . . .”

“An information system on all state agencies (LURC, BEP) and service to distribute it to everyone.”

“What about the problems of our prison . . . overcrowded . . . underpaid and under-trained staffs. The master plan is just creating space that will be filled immediately. Let’s do something more than simply maintain these people. It’s there and very real . . .”

“Direct vote on issues which will result in more taxes and the use of those taxes.”

Possible Means Of Implementation

1. Create a Commission for Judicial Review consisting of:
 - a. the Chief Justice of Maine Supreme Court, who will act as chairman;
 - b. three judges selected by the Chief Justice of the Maine Supreme Court, representing each of the court levels;
 - a. three members of the Maine Bar Association, appointed by the Maine Bar;
 - d. three citizens chosen by the governor (one from southern Maine, one from central Maine and one from northern Maine).
2. Such a commission should be charged with consideration of, but not limited to, the following:
 - a. Creating a Judicial Nominating Commission for the Maine Supreme Court, the Superior Court and the District Court. This committee should be composed of:
 - a member of the Supreme Court, chosen by the court (serving as the chairman, voting in case of a tie):
 - three lawyers, nominated by an electoral process by members of the Maine Bar;
 - four non-lawyers, nominated by the governor.
 - b. Placing the probate courts under the state-wide court system and ensuring that probate judges are appointed in the same manner as other members of the judiciary.
 - c. Evaluating periodically judicial salaries to ensure that they are equitable and that competent attorneys can be attracted to the "bench".
 - d. Offering citizens the opportunity to select a night court option at the District Court level to avoid lost wages and afford greater convenience.
 - e. Subdividing the functions of the District Court into specialized courts which need not be presided over by judges, and make use of para-legal personnel. (Explanation: It is not necessary for a judge to hear minor traffic violations.)
 - f. Expanding programs for rehabilitation and assistance to the victims of crime.

- g. Permitting greater discretion and additional alternatives in judiciary decisions regarding the disposition of cases. Exploring innovative alternatives in use in other states.
- h. Appointing judges with a particular expertise, e.g., juvenile cases, divorce cases, etc., and allow them to concentrate on their particular field of expertise.
- i. Eliminating the appeals process in cases of a minor traffic violation, consistent with maintaining the rights of individuals.
- j. Ensuring that reasonable court facilities are available to all court levels.

Commission Policy Recommendation

- VI. It be the policy goal of the State of Maine to exert the greatest possible influence on national policies to accommodate state and local priorities.**

Possible Means Of Implementation

1. Encourage federal policies to allow for proportionate federal block grants to the state for dissemination to the needy smaller communities. (Current funding programs accrue mainly to the larger towns and cities while smaller towns must compete for "discretionary grants".)
2. Create a central data bank of information on ALL federal assistance coming into the state. Such a system could serve a dual purpose: (1) provide us with a constant monitor over federal support to Maine, its fluctuations, its duplications and any inconsistent program offerings. (2) provide all units of government in Maine, at the touch of a punch key, with information on what funding sources are available (including addresses, procedures, etc.) for particular needs that a governmental unit may have.
3. Institute a strong executive review and comment function in the Governor's Office, more fully utilizing the existing A-95 review system, to guard against the further creation of ad hoc, non-accountable governmental agencies, jurisdictions and boundaries. This would allow a determination of the impact of federal funds on state policy, and would permit programs to be developed in conformance with state policy, or even resisted in their entirety, if inappropriate.
4. Require that the state legislature refuse federal funds when the probable impact would adversely affect the state.
5. Do everything possible to relay to our Congressional delegation the need to develop innovative ways of applying federal laws and regulations without the universally detested mounds of needless paperwork.

Appendix A

Public Participation

The commission believes strongly that if its recommendations are to be credible, they must reflect the authorship and opinion of Maine people. The statute which created the commission called for "a description of the future of the state as envisioned by Maine people". Early in the commission's deliberations it began to concentrate on obtaining maximum participation from the citizens of Maine. Rarely is there any serious attempt to involve the people of Maine in the planning decisions which may affect their future. Thus, the commission set out to involve as many people as possible in its final decisions.

Public involvement ranged from commission members' speaking before as many as 90 diverse citizens groups to very extensive television time. WCSH (Channel 6) in Portland devoted four half-hour programs to the major areas of the commission's study. These four programs were followed by a one-hour evening "phone-in" program, which was also carried by WLBZ (Channel 2) in Bangor. Citizens from all over the state were able to hear a discussion of the commission's efforts, to ask questions, and to express opinions.

During the summer of 1976, WABI (Channel 5) in Bangor produced a one-half hour interview with the commission chairman.

The Maine Public Broadcasting System has dedicated a substantial amount of both TV and radio air time to commission affairs. In addition, there has been considerable press coverage of commission meetings.

Since September, the commission has conducted six "Futures Days" in the towns of Dexter, Lewiston, Waterville, Augusta, Bethel, and York. The purpose of these Saturday meetings was to expose Maine citizens to possible future events and to find out from Maine people how they felt about given issues. Questionnaires were distributed and the results analyzed to inform commission members how different regions of the state compared on each issue.

More than 150 experts in 60 different fields were invited to share their knowledge and views with the commission. A large volume of written correspondence and comments was received and considered. In addition, individual commission members sought the opinions of hundreds of Maine citizens throughout the state.

The contents of the commission's preliminary report served as the basis for a one-half hour film, "Maine: 2000, Can We Get There From Here?" This slide show became the focal point of an intensive, summer-long series of public meetings to which Maine citizens were invited to react and provide further input. A questionnaire was distributed to those who attended each public film showing, and the results were tabulated and analyzed. Thereafter, the commission re-examined its recommendations and developed its final positions. This provided Maine citizens with an opportunity to respond to the many alternative recommendations which the commission had under consideration.

The slide show and the preliminary report generated substantial public response. The commission held 108 showings of the slide program at public meetings in 94 towns throughout the summer months.

In addition, "Maine: 2000" was used in its entirety by both public and commercial television stations in Maine. Thus, the viewing audience of five television channels in Maine had a chance to see the program and to learn about the commission's activities and concerns.

The commission received over 1,700 completed questionnaires from Maine citizens. Besides answering specific questions on potential recommendations, the respondents also had an opportunity to make comments of their own on any issue of concern. (A number of these citizen comments appears on the left pages of this report.)

What follows are the results of 1,705 completed questionnaires which were returned to the commission.

Proposals Relating To Population Growth

	NO ANSWER	NO	YES
Should the state monitor population changes as part of its planning for the future?	5%	8%	87%
Would you support any of the following:			
Development of the tools to assist towns in preparing for and anticipating the impact of population growth	15%	9%	76%
Guidelines for use by any town wishing to conduct a census	22%	12%	66%
Annual state estimates of town populations	30%	27%	43%
A requirement that every town conduct a census every two years	24%	39%	37%
A state census for every town on a two-year basis	31%	40%	29%
Would you favor the development of a centralized data bank available to both public and private decision-makers?	7%	17%	76%
Would you favor the creation of a public organization staffed to accumulate the data from the above data bank and to evaluate economic, political and social changes?	10%	25%	65%
Should this organization be part of government?		NA	12%
OR	34%		
Should it be made up of a group of institutions of higher education?		NA	54%

Proposals Relating To Forestry

	NO ANSWER	NO	YES
Would you favor the state legislature declaring the state's forests a prime renewable resource?	9%	9%	82%

Would you support any of the following?

Making available (on a tuition basis) courses for small woodlot owners interested in better management techniques	9%	5%	86%
Extension through the University of greater technical assistance to private industries in new wood product development. This would assure forest products are put to their best use prior to being exported from Maine	11%	9%	80%
Expansion of the service forestry program to provide owners of small woodlots with increased management assistance	10%	13%	77%
State leadership in encouraging the formation of a <i>private</i> cooperative forest management company	23%	24%	53%

Proposals Relating To Fisheries

NO ANSWER NO YES

Do you think Maine should provide further assistance to its fishing industry and increase its efforts to manage marine resources?	6%	7%	87%
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Would you support any of the following?

Imposition of tighter controls on the harvesting of endangered or declining marine species	12%	7%	81%
Development of a long-range comprehensive management plan for Maine's fisheries to ensure adequate supplies in the future	13%	7%	80%
Develop improved patterns of marketing, including a daily fish auction, to improve prices received by Maine fishermen	18%	10%	72%
Financing by the state of the design and construction of modern fishing vessels in Maine boatyards for lease to Maine fishermen. This program would be self-supporting	13%	20%	67%
State-encouraged development of fully integrated ports to include wharves, processing, refrigeration, and storage facilities	16%	13%	71%

Proposals Relating To Agriculture

	NO ANSWER	NO	YES
Do you think Maine should encourage more farming within the state?	4%	4%	92%
Would you support any of the following?			
Modification of inheritance taxes to keep family farms in agricultural production	11%	7%	82%
Development of financial incentives to encourage young people to enter farming	13%	11%	76%
Research into the feasibility of growing produce in greenhouses heated by excess heat from utilities and industry	15%	17%	68%
Encouragement of the construction of facilities for the bulk storage of grains and fertilizers	20%	13%	67%
Replacement of the town property tax by a town income tax for farmers earning about half their income from farming	24%	26%	50%

Proposals Relating To Fresh Water

	NO ANSWER	NO	YES
Do you think Maine should increase its efforts to protect its fresh water resources?	2%	4%	94%
Would you support any of the following?			
Continue the present water clean-up programs	5%	3%	92%
Determine the extent of Maine's underground water resources	14%	10%	76%
Establish policies to ensure that population growth does not exceed the long-term availability of fresh water	14%	13%	73%
Encourage (through legislation and funding) the creation of river and watershed management districts where appropriate	16%	16%	68%

Proposals Relating To Energy

	NO ANSWER	NO	YES
Should Maine institute a well-defined state energy policy for Maine's particular needs?	6%	4%	90%
Should the state policy place great emphasis on energy conservation?	6%	5%	89%
Would you support any of the following?			
A state building code stressing energy conservation in all new or renovated public and private buildings	8%	13%	79%
Purchase of parking areas at strategic points along the Maine Turnpike, Interstates 95 and 295 to encourage car pooling and bus travel	14%	20%	66%
Reschedule all educational programs to reduce heat and electrical consumption during winter months	16%	30%	54%
Charge higher rates to consumers of large quantities of power	16%	36%	48%
Higher excise taxes on "second cars" not required for commuting to work	12%	49%	39%
If there is a <i>proven</i> need in Maine to construct more electric power plants, which would you support?			
Other hydro-electric projects	30%	14%	56%
The Passamaquoddy tidal project	26%	22%	52%
A nuclear power plant	12%	44%	44%
The Dickey-Lincoln Lakes project	23%	58%	19%
Greater reliance on other power sources			
Solar, wood, wind	10%	5%	85%
Coal	31%	27%	42%

Proposals Relating To Transportation

	NO ANSWER	NO	YES
Should Maine explore the possibility of developing more efficient means of transportation?	4%	4%	92%
Would you support any of the following?			
A mass transportation system within the "turnpike corridor" (where 70% of Maine's population lives)	11%	13%	76%
Development of coastal ship service for passengers and cargo	16%	20%	64%
Should Maine expand or improve the existing transportation system if it will improve the state's economy?	9%	8%	83%
Develop and expand the use of Maine's port facilities	13%	5%	82%
Expansion of existing roads to Canada to open Canadian markets to Maine goods	16%	30%	54%

Proposals Relating To Economic Development

	NO ANSWER	NO	YES
Are you of the opinion that economic development is a responsibility of the state?	12%	27%	61%
Would you support any of the following?			
Emphasis on the attraction and creation of industries which would make best use of the state's natural resources	11%	5%	84%
Assistance to help smaller communities to plan for economic development	14%	12%	74%
Technical and marketing assistance by the state or University of Maine to existing business and industry	18%	12%	70%
Tax incentives to attract and develop new business	15%	31%	54%
Establishment of a single, centrally located graduate School of Business Administration within the University of Maine	19%	31%	50%

Proposals Relating To Education

	NO ANSWER	NO	YES
Do you think that Maine's educational system is properly financed at the present time?	18%	54%	28%
Would you support any of the following?			
Acceptance of responsibility for and cost of greater local control of education	22%	18%	60%
Elimination of the uniform property tax as a means of equalizing education	24%	33%	43%
Continued regionalization of the educational system	24%	37%	39%
Do you think Maine's education system is doing an adequate job at the present time?	13%	60%	27%
Greater access to practical vocational and career-oriented education at all levels	8%	5%	87%
Testing for basic skills (reading, writing, mathematics) as a requirement to graduate from high school	7%	9%	84%
Changes in the present "super" university concept to include fewer four-year campuses and decentralization of administration	22%	33%	45%

Proposals Relating To Social Services And Health Care

	NO ANSWER	NO	YES
Should Maine consider making structural changes in its social service and/or health delivery systems?	19%	7%	74%
Would you support any of the following?			
Increased emphasis on preventive medicine (the prevention and early detection of illness)	11%	4%	85%

Requiring those receiving assistance (except in cases involving the disabled and the elderly) to perform some useful work for the state or community	11%	7%	82%
Expansion of health education	13%	8%	79%
Consolidation of social service agencies, administration and funding wherever possible	18%	14%	68%
Transfer of the responsibility and the cost of social service programs to the community level	20%	32%	48%

Proposals Relating To Housing

	NO ANSWER	NO	YES
Should the state do anything to provide more adequate housing for its people?	12%	21%	67%
Would you support any of the following?			
Tax incentives for renovation or improvements to existing homes	9%	14%	77%
A state-supported loan program for limited income homeowners living in homes which are in serious need of repair	13%	23%	64%
Encouragement of "cluster" home development near existing water and sewer lines	16%	30%	54%

Proposals Relating To Government

	NO ANSWER	NO	YES
Would you take advantage of easier access and a greater opportunity to participate in government at all levels?	15%	13%	72%
Would you support any of the following?			
Creation of a public information service which any Maine citizen could reach by toll-free telephone to ask questions about state services and regulations	11%	13%	76%
Establishment of a voucher system under which people eligible for state services would get help directly from the private sector in cases where it is cheaper for the state to pay for those services than to staff a government agency to provide them	16%	10%	74%
Transfer of more government responsibilities from the state to the local level	13%	15%	72%
Use of non-binding public referenda to let people express their opinions directly on important issues and legislation	15%	13%	72%
Strengthening county government and making it more responsive, representative, and providing it with professional management	18%	28%	54%

Explanation of Table

This summary covers all 1,705 questionnaires returned by the respondents.

The percentages shown for the Maine population for age, sex and place of birth have been adjusted to make them comparable to those of the survey respondents, 96% of whom were age 21 or older. The percentages shown for the Maine population for education refer to persons age 25 and older who have completed school.

One should note that the commission survey includes more non-native, high-income, college-educated males, ages 45-64 than does the general population.

Characteristics Of Respondents and The General Maine Population

	Commission Survey	Maine Population
Age*		
21-44	51%	50%
45-64	38%	32%
65 and Over	11%	18%
Sex		
Male	61%	47%
Female	39%	53%
Birthplace		
Born in Maine	51%	73%
Born Elsewhere	49%	27%
Length of Residence of In-Migrants		
Under 5 Years	31%	—
5-10 Years	29%	—
10 or More Years	40%	—
Education		
Did Not Attend College	21%	55%
Attended College, But Not Graduate or Professional School	46%	8%
Attended Graduate or Professional School	33%	3%
Household Income		
Under \$12,000 Per Year	32%	46%
\$12,000-\$25,000 Per Year	45%	40%
Over \$25,000 Per Year	23%	14%

* Sixty-eight respondents were under age 21. The percentage these constitute of the total sample is not shown since we do not know with what age cohort in the general population to compare them. (That is, we do not know whether to compare them with the population 18-20 on the assumption that persons under 18 will not attend a public meeting or whether to compare them with the population 16-20 on the assumption that persons as young as 16 will attend such meetings, etc.) As a consequence, the percents shown refer only to the population 21 and over.

Summary Of Citizens' Responses

In the questionnaires, Maine people expressed overwhelming support for a number of proposals. *Over 85 percent* were in favor of:

- monitoring population changes as part of planning for the future.
- providing further assistance to the fishing industry and increasing efforts to manage marine resources.
- encouraging more farming in Maine.
- increasing efforts to protect fresh water resources.
- instituting a well-defined energy policy for the state's particular needs.
- placing great emphasis on energy conservation.
- exploring the possibilities of more efficient means of transportation.

In addition, *more than 70 percent* of the 1,705 respondents also expressed agreement with:

- developing a centralized data bank to be available to both public and private decision-makers.
- the legislature's declaring the state's forests a prime renewable resource.
- expanding or improving its existing transportation system if it will improve the state's economy.
- having Maine consider making structural changes in its social service and/or delivery systems.

Over 60 percent of the people filling out questionnaires favored:

- creating a public organization staffed to accumulate data from a central data bank and to evaluate the economic, political, and social changes.
- taking steps to provide more adequate housing for Maine people.

Over 50 percent answered that they *did not think*:

- Maine's educational system was properly financed at the present time.
- Maine's educational system was doing an adequate job at the present time.

A total of *71 percent* of those answering the questionnaires said *they would take advantage of easier access and greater opportunities to participate in government at all levels if such access and opportunity were provided*. Perhaps that opportunity has now presented itself with the issuance of this report.

Appendix B

Speakers Who Addressed The Commission On Maine's Future

James Acheson

Anthropology, University of Maine,
Orono

Jefferson Acker

Medical Directions Corp.

Mary Adams

Maine Towns for Fair Taxation

William Adams

Bureau of Forestry

William Adams

Department of Environmental
Protection

Kenneth Allen

Interim President, University of
Maine, Augusta

Richard Anderson

Maine Audubon Society

Edward Andrews

Maine Medical Center

Spencer Appollonio

Department of Marine Resources

Talbot Averill

Penobscot Valley Regional Planning
Commission

Richard Barringer

Department of Conservation

Elmer Beal

College of the Atlantic

Eugene Beaupre

Mid-Maine Medical Center

Elizabeth Belshaw

Maine Court Administrator's Office

Dean Bennett

Department of Educational and
Cultural Services

Charles Berg

Energy Consultant

Robert B. Binswanger

Vice-Chancellor, University of
Maine

E. Temple Bowen

Department of Conservation

Raimond Bowles

Federal Law Enforcement Assistance
Agency

Joseph Brennan

Attorney General

James Bright

Technological Forecaster

Robert Bundy

Syracuse University

Derek V. Bush
Maine Coastal Memorial Hospital

George Campbell
Town Manager, Dexter

Bruce Carlson
Standards and Goals Project

William Carney
Department of Human Services

Thomas Cathcart
Blue Cross-Blue Shield

Thomas Chappell
Kennebunk Chemicals, Inc.

Walter Christie
Maine Medical Center

Eton Churchill
Maine Public Broadcasting

Fred A. Clough, Jr.
Associated Industries of Maine

Charles Coffin
Woodlot Owner

Gene Coffin
Maine Truck Owners Assoc.

John Cole
Maine Times

William Cole
Nasson College

Eliot Coleman
Farmer

Douglas Collins
Family Medicine Institute

Michael Collins
Pinkham Lumber Co.

Henry Conklin
Pinkham Lumber Co.

Howard L. Cousins, Jr.
Bangor and Aroostook Railroad

Linda Cox
Maine Medical Center

William Cullinan
Edward C. Jordan Co.

John M. Daigle
Casco Bank & Trust Co.

David Davis
Bucksport

Ronald Davis
Botany, University of Maine, Orono

David Dean
Ira C. Darling Center

Vance Dearborn
Cooperative Extension Service,
UMO

John Dexter, Jr.
City Manager, Saco

David Dixon
Rural Health Associates

Marshall Dodge
Specialist, Folk Art

Benjamin J. Dorsky
Maine AF of L — CIO

David Ells
Maine Criminal Justice Planning and
Assistance Agency

Irving Fisher
Political Science, University of
Maine, Portland-Gorham

Howard Foley
Criminal Justice, UMO

John Forster
Southern Kennebec Valley Regional
Planning Commission

Sharon Francis
Massachusetts Tomorrow

Joseph Genco
Chemical Engineering, University of
Maine, Orono

Harry Glassman
Justice, Superior Court

Cecil Goddard
Trustee, Maine Hospital Assoc.

Kathleen Goodwin
Maine Committee on Aging

Thomas Gordon
Cobboosee Watershed District

John Grant
Merrill Bankshares, Inc.

Frederick Greene, Jr.
Business Development Consultant

Stanley Hanson
Maine Health Systems

Daniel Harlan
Maine Department of Agriculture

Philip Harris
Maine State Planning Office

Sherman Hasbrouck
Cooperative Extension Service, UMO

Kenneth Hayes
Social Science Research Institute UMO

Robert Hellendale
Great Northern Paper Co.

Christian Herter
Natural Resources Council

Daniel Hester
Saco River Corridor Commission

Herbert Hidu
Ira C. Darling Center

Richard Hill
Mechanical Engineering, UMO

Vaughn Holyoke
Cooperative Extension Service UMO

Fred Holt
Bureau of Forestry

Charles Horne
Save the Milo Hospital Committee

James Howell
First National Bank of Boston

Frederick Hutchinson
Research & Public Service UMO

Mary Issac
Regional Health Agency

Doris Issacson
Maine League of Historical Societies

Philip Issacson
Maine Commission on Arts
and Humanities

Philip Jackson
State Senator

Gerald Karush
Sociology, UMO

David Kennedy
Maine Farmers Coalition

Donaldson Koons
Geology, Colby College

Allen Leighton
Seven Islands Land Co.

Frederick B. Knight
Forestry, UMO

Carl Laws
Saco River Corridor Commission

Robert Locke
Maine Forestry Service

Joseph Long
Dentist

William H. Luginbuhl
College of Medicine,
University of Vermont

Joseph Lupsha
Maine Forest Products Council

Roger Mallar
Department of Transportation

Eugene Mawhinney
Political Science, UMO

Richard Mayer
Brunswick Police Department

Edward Mayo
Kennebunkport Dump Association

Patrick McCarthy
Chancellor, University of Maine

Thomas McGillicuddy
Small Business Administration

William McLaren
Portland Police Department

Edward Meadows
Seven Islands Land Company

John Menario
Portland City Manager

William Mendelson
Hillcrest Foods, Inc.

Woody Mercier
Department of Educational and
Cultural Services

Edgar A. Miller
State Economist

H. Sawin Millett, Jr.
Department of Educational and
Cultural Services

Charles Moreshead
Kennebec County Commissioner

Paul Mosher
Maine Potato Board

Forest Muir
Agriculture, UMO

Ray Nichols
State Probation & Parole

John Nickerson
Political Science, UMA

Einar Olsen
President, University of Maine,
Farmington

John O'Sullivan
Department of Finance and Ad-
ministration

Abigail Page
Office of Energy Resources

Scott Paradise
Massachusetts Tomorrow

Robert Peacock
R.J. Peacock Canning Co.

Samuel Pennington
Maine Antique Digest

Bradley L. Peters
Maine Central Railroad Co.

Thomas Pinkham
Pinkham Lumber Co.

Frank Piveronas
State Development Office

Louis Ploch
Agricultural and Resource
Economics, UMO

Donald Powers
WCSH & WLBZ Television

Frank Reed
New England Feed & Grain Council

Robert Reny
Reny Department Stores

Jay Robbins
Federation of Cooperatives

John Robinson
First Bank, Farmington

Mildred Roche
Nurse Practitioner Program

Ralph Ross
Judge, Maine District Court

John Rosser
Department of Mental Health and
Corrections

Bruce Rothenburg
Maine State Housing Authority

John Salisbury
Maine Municipal Association

Charles Saunders
Fisherman

Philip Schenck
Town Manager, Farmington

Frederick Schwartz
Physician

Edward Scott
Dairy Farmer

Charles Sharpe
Maine Criminal Justice Planning

John Sinclair
Seven Islands Land Company

John Shaw
Maine Committee on Aging

Earle Shettleworth, Jr.
Maine Historic Preservation Com-
mission

David Smith
Maine Department of Human
Services

Stewart Smith
Potato Farmer, Economist

Ralph Snow
Bath Iron Works

Edward Sprague
U.S. Forest Service

Francis B. Sprague
Eastern Maine Vocational-Technical
Institute

Mary Lou Sprague
National Trust for Historic Places

David Stanley
Union Mutual Life Insurance Co.

Kenneth Stratton
Land Use Regulation Commission

David Strubel
Maine Forestry Service

R.A. Struckmeyer
Plant & Social Sciences, UMO

Mary Sullivan
Rockland Gazette

Clifford Swenson
Seven Islands Land Company

Richard Thayer
Sheriff's Office, Cumberland County

Elwin Thurlow
Central Maine Power Company

Ancyl Thurston
Maine Forestry Service

Gerry Towle
Maine Salmon Farms

Katherine Tracy
H.O.M.E.

Theodore Trott
Maine Criminal Justice Planning &
Assistance Agency

Rex Varnum
Dairy Farmer

George Vogt
Regional Health Administration,
PHS

Allen Weeks
Maine State Police

Daniel Willett
Saco River Corridor Commission

Jane Willett
Saco River Corridor Commission

James Wilson
Anthropology, UMO

Morris Wing
International Paper Company

Frank Woodard
Civil Engineering, UMO

John Wuesthoff
Saco River Corridor Commission

Robert O. Wyllie
Bureau of Social Welfare

Chaitanya York
Maine Organic Farmers and
Growers Association

Harold Young
Forestry, UMO

Appendix C

Financial Report

Federal Cost Available

— HUD and NOAA contributed (Fed. Cash): Toward Policies and Futures Planning:

	HUD	NOAA	Total
FY 74-75	\$30,000		\$30,000
FY 75-76	\$30,000		\$30,000
FY 76-77	\$22,500	\$10,400	\$32,900
FY 77-78	\$ 4,700		\$ 4,700
Total:	<hr/> \$87,200	<hr/> \$10,400	<hr/> \$97,600

Total Funding by Source

Federal Cash (see above)	\$ 97,600
add: EEA & CETA — Cash	
Department of Labor — Federal	\$ 54,429
	<hr/>
Total Federal	\$152,029
State appropriations to CMF	\$ 70,000
	<hr/>
Total Federal & State	\$222,029

