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TESTIMONY TO:

THE JOINT ECONOMIC COMMITTEE
UNITED STATES CONGRESS

HEARING ON:

THE ROLE OF WOMEN IN THE LABOR MARKET

PRESENTED BY:

SARAH K. SHED

MAINE DEPARTMENT OF HUMAN SERVICES
DIVISION OF WELFARE EMPLOYMENT

APRIL 3, 1984

Introduction

Members of the Joint Economic Committee, my name is Sarah Shed, and I am Director of the Division of Welfare Employment within the Maine Department of Human Services. I am here to describe the program Maine has developed to assist women on welfare to make the transition from welfare to work. I would also like to testify on how federal policy affects the ability of women who receive Aid to Families with Dependent Children (AFDC) to participate in the labor market. Finally, I would like to urge your support for continued WIN and WIN Demonstration funding, and continued authorization for WIN Demonstration Programs.

Overview

What I have to say may be summarized as follows: The changes in AFDC regulations resulting from the 1981 Omnibus Budget Reconciliation Act (OBRA), particularly the curtailment of work incentives, have made labor force participation, and life in general, much more difficult for all families on AFDC. However, the same Act also gives states several options for designing their own work programs for AFDC recipients, including a provision that allows WIN Demonstration programs as an alternative to WIN. This provision has meant that states have been given their first real opportunity to decide how the employment and training needs of women on welfare can best be met. While this in no way compensates for the removal of work incentives from the AFDC regulations, the WIN Demonstration option does allow states to develop employment programs that are responsive to locally identified needs.

Removal of Work Incentives from AFDC Regulations

The changes in AFDC policy have made it harder for welfare women to leave poverty. These changes have also made it more difficult for those of us who are charged with operating employment and training programs for these women. A study by the University of Southern Maine tracked the impact of the 1981 AFDC policy changes on families within the State.¹ Most families in the study who were dropped from welfare did manage to remain off, but nine months after the changes were implemented most were worse off than when on welfare. They had lower incomes, more debts and serious problems meeting medical expenses. A report from the University of Chicago estimated that in 24 out of 48 states studied, employed AFDC recipients who left welfare due to earnings would bring home less than those who remained on welfare.²

Maine's Decision to Implement a WIN Demonstration Program

In September of 1981, Governor Joseph E. Brennan decided on the WIN Demonstration option as an alternative to WIN. We were fortunate in that this option became available at a time when the State was already undertaking a critical examination of the relationship between work and welfare, and what has come to be known as the feminization of poverty. In June of 1981, our State Legislature enacted the Job Opportunities Act. This law is based on the premise that the State should place greater emphasis in preparing AFDC recipients for quality jobs, "with the goal of enabling them to become self-sufficient and to eliminate their dependence on public assistance." The law requires the Departments of Human Services, Labor and Education, including vocational technical institutes and the University of Maine, to concentrate on the coordination of "available resources and institutions" on behalf of these recipients.

A second premise of the Job Opportunities Act is that a small number of new jobs developed in Maine should be targeted for AFDC recipients. The Act links the State's job creation efforts, through its State Development Office and the Finance Authority of Maine, to the identification of jobs for AFDC recipients. The law also enacted an apprenticeship program specifically for AFDC recipients.

Also in 1981, a report entitled Woman Work and Welfare was released by a group known as the Work Opportunities Committee. The group was coordinated by the Department of Human Services and it included representatives of numerous agencies and organizations from both the private and public sectors. The report called for major changes in the State's approach to work and welfare.

Differences Between WIN and WEET

Dual
Administration:

The WIN Demonstration program that was developed in response to these initiatives is the Welfare Employment Education and Training Program, or the WEET Program. The major differences between the WIN program and WEET are as follows: As with all WIN Demonstrations, responsibility for the program lies with the welfare agency. In contrast WIN programs have a dual administrative structure, the program is shared between the Department of Labor and Human Services. We have found that the elimination of dual administration alone has greatly increased our efficiency and decreased our administrative costs. In spite of an overall decrease in funding, a result of a federal budget cut in 1981, the WEET program has been able to increase, in both absolute and relative terms the amount of money available for direct client services: child care, transportation, etc., and the money available for contracts with other service providers.

Education
and
Training:

The second major difference is the emphasis that the WEET program puts on education and training in addition to job placement. This is possible because we put a lot of effort into coordination with other programs and maximizing the use of all other available resources. It is also possible because we are not subject to the constraints imposed by the WIN allocation formula.

Performance
Based
Allocation
Formulas:

Performance based allocation formulas can be very desirable, but the measures of performance must be carefully considered. A number of studies suggest that employment and training programs often have the greatest net positive impact on those participants who are hardest to serve. If employment and training programs are to avoid the "creaming" phenomenon, targeting those clients who are most employable and therefore most likely to find employment on their own, then it is essential that performance standards don't force programs to cream. This has been a problem in WIN and it is clearly going to be a problem under the Job Training Partnership Act.

The WEET Program is still accountable for the number of entered employments and welfare savings it achieves, but beyond these we can develop our own measures of success. These include providing services to clients with severe or multiple barriers, increasing participation in a wide range of education and training programs, and increasing the number of "quality jobs," jobs which offer the potential for permanent separation from welfare.

Leveraging
Funds:

A third difference is the ability we have gained to leverage our WEET funds with other resources to meet the goals of our program. WEET is able to contract with other agencies for a very wide range of services, some provide direct client services and others are more developmental and will yield results over the long term. In this way we are able to involve

more agencies and bring more resources to bear on the problems confronting AFDC recipients.

For example, in one of our State's poorest counties, a county which was never served under WIN because it was classified as "remote," we were able to combine forces with four other agencies to provide a very successful ten week prevocational/remedial education program for AFDC recipients at the local vocational technical institute. WEET did not at the time have any staff stationed in the county, yet we were able to contribute in three ways. Washington County is very rural and has a shortage of licensed day care homes. WEET provided a grant to the local CAP agency to run an on-site day care center at the VTI for program participants. AFDC recipients were utilized as day care aides and at the same time they received training to set up their own day care homes. WEET also recruited participants for the prevocational program and provided other supportive services, in conjunction with the local CETA office. WEET also provided assistance to the program through a contract we have with the State's Displaced Homemakers Project. Displaced Homemakers provides technical assistance on the development and implementation of prevocational training programs to the WEET Program. The day care center remains in place at the VTI, providing day care for those AFDC recipients who enrolled at the VTI as a result of the prevocational training.

As another example, one which is more developmental in nature and reflects our ability to use funds flexibly, WEET has recently funded an Economic Development Specialist position in our State Development Office. This person works with new and expanding businesses who receive state assistance to coordinate their training and financial needs with the training, referral and eventual hire of our clients.

Our contract specifies that there be a minimum number of "first referrals" for our clients for jobs created in this fashion.

Within our own administrative office we have created the position of Manager for Job Creation and Targeting. This was in response to the legislative expectation established in the Job Opportunities Act, which encourages job targeting and linkages with economic development. It is the responsibility of this position to job develop on a statewide basis--to establish relationships with the State's largest employers, to increase the hiring of AFDC recipients within state service and to work with the State Development Office and the Finance Authority of Maine.

A third example of the program's ability to leverage and collaborate is our relationship to the JTPA service deliverers. WEET has been able to, in effect, extend the limited supportive services available under JTPA by providing these for clients who are jointly enrolled in both programs, but it is in WEET's grant diversion program that coordination with JTPA has become particularly fine tuned.

Grant
Diversion:

Maine's grant diversion project, Training Opportunities in the Private Sector (TOPS), is a three phase model which culminates in an on-the-job training position funded through AFDC grant diversion. The first two phases are designed to prepare women to be successful in an OJT position. There is a month of prevocational training, followed by up to 12 weeks of field training, followed ultimately by unsubsidized employment. The respective roles of WEET and JTPA are, in general, as follows: WEET staff select TOPS clients, and we have structured the selection process to avoid creaming. JTPA delivers the prevocational training, WEET places participants in field training, and JTPA does most of the OJT development. It

is too soon to judge the effectiveness of grant diversion per se, but the TOPS program has already been a success in creating a way in which both programs can work together in a synergistic fashion.

Need for Federal Support

The WEET program has not discovered the solution to the problem of welfare to work, because there is no single solution. The program has been characterized by a willingness to try a number of approaches, to be innovative, to take risks. We have support from our State Legislature, which has set the direction of our program, but it is the WIN Demonstration structure that allows us to fulfill State intent.

The present Administration has proposed eliminating both the WIN program and the WIN Demonstration programs, as it has done for the past two years. I would urge you to continue funding at an adequate level. Equally important, WIN Demonstration programs are presently limited to three years. For a number of states, including Maine these three years are completed this fall. Legislation is being drafted which will make WIN Demonstrations a permanent option of the WIN program. I again strongly urge your support in continuing WIN Demonstrations.

Problem Policies

In conclusion I would like to bring your attention to two particularly irksome federal policies and then to leave you with some of the learnings we have acquired during the past two years.

Financial Aid
and
Food Stamps:

The WEET program requires that those clients for whom school is an appropriate choice must make use of PELL grants and other

sources of financial aid. However, the United States Department of Agriculture counts this financial aid as income, and accordingly reduces the family food stamp allotment, usually in a quite drastic fashion. This is a classic "catch twenty two." It is totally indefensible public policy unless it is the intent of public policy to keep the poor in poverty.

Loss of
Medicaid:

The second counter productive policy I want to mention is in part a consequence of the 1981 AFDC policy changes. Most women who leave welfare due to earnings lose Medicaid coverage after four months. Many of the jobs that welfare women get have either no medical insurance at all, or inadequate, expensive insurance. Because wages are generally low, it is often impossible to buy insurance or pay for medical expenses out of pocket. For many women it is irresponsible parenting to jeopardize their childrens' health by giving up Medicaid. We need to develop transitional health insurance coverage for welfare recipients that will provide protection during the first year off welfare if private insurance is not available or is inadequate.

What We Have Learned

As to what we have learned during our short history: First, women on welfare, in general, want to work. Nearly half of the participants in WEET are volunteers, many of them have young children and are young themselves. If real assistance is available, AFDC recipients will avail themselves of it. Second, more attention needs to be paid to empowering women: teaching decision making, goal setting, risk taking, assertiveness, career exploration, all in addition to the more usual emphasis on job finding and job keeping skills. We have found that increased attention to prevocational training and remedial education pays off. Third, skill training and education is often necessary to enable women to leave the secondary labor market and break the revolving door

of dead-end work and welfare. Fourth, employment and training programs need to establish better linkages with job creation and job targeting efforts, and better relationships with each other.

There are resources in all states that can be utilized toward these ends. It is a great deal of work to coordinate effectively, it can be enormously frustrating and it requires constant attention, but it pays off.

We are doing what we can within the State of Maine, and we are beginning to see results. But we need continued support from the federal government: We need federal authorization to continue what we have begun, we need adequate funding, and we need changed those federal policies that are obstacles to the goal that federal and state governments share, enabling AFDC recipients to leave welfare and fully participate in the labor market.

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- (1) University of Southern Maine, Human Service Development Institute, "Tracking the Impact of Federal and State AFDC Policy Changes on Families in Maine," June 1983.
 - (2) LBJ School of Public Affairs, "Work Programs for Welfare Recipients in the 80's: A Preliminary Assessment" (Draft), August, 1983.

FEDERAL UPDATE

The Economic Equity Act is a comprehensive legislative package aimed at reducing economic discrimination against women in private and public pension laws, tax policy, child support enforcement, insurance, childcare policy, and government regulations. Below is a brief title by title synopsis of the provisions of the Economic Equity Act. Debate on these issues is on-going in Congress.

TITLE I: TAX AND RETIREMENT MATTERS

A. Private Pension Reform

- Requires payment of survivor benefits to the spouse of a worker who was fully vested in an annuity plan even if that worker dies before the annuity starting date.

- Requires written consent of both participant and spouse in order to waive the survivor annuity option.

- **According to a Department of Labor survey, less than 40% of all married private pension plan participants who retired in 1978 chose joint and survivor annuity plans for their spouses. More than 60% of the retirees opted out, leaving no benefits for their widow or widower.

- Permits assignment of pension benefits by state divorce courts in cases related to alimony, child support, and marital property rights.

- **Every year there are about 1.2 million divorces. The Census Bureau predicts that more than 40% of all marriages end in divorce.

- Lowers the minimum age for participation in a pension plan from 25 to 21.

- **Women in the 20-24 age bracket have the highest labor force participation rate among women.

- **According to the Bureau of Labor Statistics, 70.6% of all women aged 20-24 were in the workforce in 1982. The high percentage of women's labor force participation continues until age 30 when it then declines to 47.5%. A woman who began working at age 21 and left her job at age 29 to have a child has worked eight years but only receives a four year pension credit.

- Modifies "break-in-service" rules to give twenty hours per week credit for up to one year of em-

ployer-approved maternity or paternity leave, provided worker returns to his or her job.

- Abolishes ERISA provision allowing plans to deny widow's benefits if an otherwise qualified spouse dies within two years of choosing survivor benefits (if death is from natural causes).

B. Spousal Individual Retirement Accounts

- Permits a homemaker with no earnings or lesser earnings of her own to contribute to an IRA as much as the earning spouse may contribute. The maximum deduction permitted each spouse individually shall be \$2,000 a year.

- Allows alimony to be treated as compensation for the purpose of eligibility to open an IRA.

C. Displaced Homemakers Tax Credit

- Makes employers who hire displaced homemakers eligible for tax credit of \$3,000 in the first year and \$1,500 in the second year.

D. Civil Service Pension Reform

- Entitles the divorced spouse of a civil service member or retiree, married 10 years or more, to a pro rata share of the civil service retirement annuity and survivor's benefits, subject to court review, modification, or rejection.

- Requires the written consent of the spouse (or former spouse, if any) before the retiree can waive survivor's benefits.

E. Head-of-Household Tax Reform

- Revises the Federal Income Tax Rate to allow single heads-of-household to a zero bracket amount equal to that allowed on joint returns.

TITLE II. DEPENDENT CARE

A. Sliding Scale For Tax Credits

- The 1981 Tax Act established a sliding scale for tax credits for dependent care expenses. This section would raise the allowable credit percentage to 50% for those earning \$10,000 or less, and decreasing to 20% for those earning \$40,000.

B. Tax-exempt Status for Dependent Care Facilities

- Enables non-profit organizations providing work-related dependent care to be eligible for tax-exempt status.

C. Refundability

- Allows the dependent care tax credit to be refundable. People who owe no income tax would receive as a refund the amount of

credit to which they would be entitled

D. Information and Referral

- Establishes a federal grant program to provide "seed money" to community based clearinghouse for child care information and referral.

TITLE III: NON-DISCRIMINATION IN INSURANCE

Prohibits discrimination on the basis of race, color, religion, sex, or national origin in insurance and annuities. Includes life, health, disability and auto insurance (See Spring 1983 Inform.)

TITLE IV: REGULATORY REFORM

Requires the head of each Federal administrative and executive agency to conduct a review of agency regulations, to rewrite current regulations with sex-based distinctions so they are sex-neutral, and to refrain from making future regulations which contain gender-based distinctions unless the subject matter specifically applies only to one sex, or the words used do not result in sex-based discrimination.

TITLE V: CHILD SUPPORT ENFORCEMENT

A. Federal Mandatory Wage Assignment

- Creates an automatic assignment of federal civilian employee's wages when child support is ordered, modified, or enforced by states.

B. Improved State Administration of both AFDC and non-AFDC cases:

The Act would require that states, as a condition of an approved IV-D plan:

- seek medical support for children for whom it is seeking financial support when available at a reasonable cost through employer-sponsored health insurance;

- withhold in the case of delinquent child support;

- Impose liens against property and estates when child support payments are delinquent;

- (in the case of states which impose income taxes), collect past-due support from tax refunds;

- establish quasijudicial or administrative procedures to establish and enforce support orders;

- establish a child support clearinghouse which would monitor the timeliness and accuracy of payments of support ordered, modified or enforced in the state after its establishment. The clearinghouse would trigger appropriate enforcement mechanisms when payments are late.

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Maine Commission for Women

REPORT FOR SEPTEMBER 1982 - DECEMBER 1983



The Maine Commission for Women

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Governor Joseph E. Brennan

Maine Commission for Women

State House Station #93
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Cleveland Building
Hallowell Annex
Hallowell, Maine

January 1, 1984

The Honorable Joseph E. Brennan, Governor
The Honorable Gerard P. Conley, President of the Senate
The Honorable John L. Martin, Speaker of the House
State House
Augusta, Maine 04333

Dear Governor Brennan, President Conley and Speaker Martin:

The Maine Commission for Women is pleased to provide to you a report of its work covering the sixteen months from September 1982 through December 1983.

During that time, the Commission has focused much of its efforts toward achieving one major goal: improving the economic status of Maine women and their families. Accomplishment of that goal has been and will continue to be difficult during these economic times. Although Maine women have been entering this State's labor force in record numbers, most continue to be employed in low-pay, low-status jobs. For those women who must rely on income assistance programs, the news is also mixed. Maine has made commendable efforts to reduce the severity of impact of Federal program cuts. However, we still provide an inadequate level of support based on 72% of a 1974 standard of need.

As the Maine Commission for Women looks to the near future, we see numerous opportunities for us to ensure economic equity and security for Maine women and girls. In some cases, studies and task forces will be researching and recommending actions which could significantly affect the economic status of women. For example:

- an examination of the quality and *equality* of education by the Governor's Commission on the Status of Education in Maine;
- the scope and direction of efforts to stimulate job creation and retention as recommended by the Technology Strategy for Maine Task Force;
- efforts to improve the quality of and access to child care, to be examined by the DHS/DECS Child Care Committee and the Labor/Management Child Care Committee;
- the "comparability" of State government jobs and wages to be determined by the State/MSEA Comparable Worth Study.

In other instances, the implementation of newly enacted laws and programs could have significant economic impact. For example:

- new employment and training opportunities to be provided through programs such as the Job Training Partnership Act
- expanded opportunities for OJT and apprenticeships for low-income families.

But these initiatives alone will not solve the growing problem of the feminization of poverty. As a State, we must strengthen our efforts to: increase the funding for income assistance programs; provide greater access to health care; expand opportunities for employment through more job development, employment training and provision of support services; and improve the wages and conditions for working women.

The Maine Commission for Women will also continue to raise awareness and urge action in response to an increasing problem in Maine — violence perpetrated against women and girls. While such violence is deeply rooted in our society's attitudes toward women, attitudes are rarely changed through public policy. But we *can* provide programs and services which seek to prevent, intervene and treat this problem, and, in the process, we might also be successful in heightening awareness and action to eliminate such violence.

The Commission for Women looks forward to continuing to work with you, the Legislature, other officials, organizations and individuals in an effort to secure the health, safety and economic well-being of Maine women and girls.

Sincerely,

Julie E. Motherwell
Chairperson

JEM/JBMc/pr

INTRODUCTION

The Maine Commission for Women (MCW) is comprised of 17 members who are appointed by the Governor (9 members), the President of the Senate (4) and the Speaker of the House (4). Originally created by executive order in 1964 as the Governor's Advisory Committee on the Status of Women, the Legislature in 1975 made the Commission a permanent agency within State government changing its structure and placing it with the Executive Branch. (See Appendix A).

The mission of the Maine Commission for Women is to take a lead role in the development, implementation, and evaluation of public policy at the State (local and national, when appropriate) level in all areas of importance to the social, economic, legal, educational and personal well-being of Maine women and girls. In performing this role, the Commission also seeks to: identify and research issues of importance to women; educate policy-makers and the public about these issues; act as an advocate for women and girls; and actively promote the increased participation of women in policy-making.

The work of the Maine Commission for Women is accomplished through its committee structure and through a small staff. It was not until 1979 that funds for staff were provided within the State's budget. Currently, the Commission employs two staff persons: an Executive Director and an Administrative Assistant. A budget summary is provided in Appendix B.

The following pages outline the activities of the MCW as they fall within five objectives:

- I. To Identify and Research Issues of Concern to Women;
- II. To Influence Governmental Decision-Making;
- III. To Educate Decision-Makers, Women and the Public: To Publicize Issues of Concern to Women and the Role of the Maine Commission for Women;
- IV. To Promote the Increased Participation of Women in Governmental and Policy-Making Roles: To Increase Awareness of Women's Contributions in the Political/Governmental Arena;
- V. To Ensure the Viability of the Commission's Organizational Structure and Staff to Promote the Growth, Development and Effectiveness of the Maine Commission for Women.

I. TO IDENTIFY AND RESEARCH ISSUES OF CONCERN TO WOMEN.

CHILD CARE:

One of the Commission's top priorities has been to encourage research, discussion and action to address the tremendous need for child care programs and services in Maine. As a part of that priority, the Commission has been involved in the following activities:

- Compilation of extensive national data about child care needs and the kinds of programs that have been and are being tried across the country. Much of the information collected has resulted in a resource library on the subject. As a result of this preliminary research, the Maine Commission for Women published a ten-page report entitled "*Child Care: State & National, A Preliminary Report*" and distributed it to a variety of policy-makers and service providers.
- Participation on the joint *Department of Human Services/Department of Education Child Care Task Force*. The objectives of the Task Force over a one-year period of time are to inventory all current resources; to determine the unmet need for child care in Maine; to recommend and implement steps to meet that need; and to develop a State-wide public policy on child care. The MCW representative to this Task Force also has been serving as chair of the *Statewide Survey Sub-Committee*.
- Membership on the *Labor-Management Child Care Committee*. This six-person committee has been assigned to study the child-care needs of State employees and make recommendations in mid-1984 for collective bargaining.

TECHNOLOGY:

The advance of technology has and will have an enormous impact on Maine's employers and laborforce. Nearly 45% of Maine's labor force is female and a growing number of business owners and managers are women. For those reasons the Maine Commission for Women has been actively working with two Task Forces which are examining the application(s) of technology in the State of Maine.

- The Maine Development Foundation, at the invitation of the Governor, established a *Technology Strategy for Maine Task Force* to develop a plan for this State's transition into the technology-based future. The Maine Commission for Women has been a member of that Task Force since September 1983. The Task Force will be presenting its recommendations to the Governor in March 1984.
- In conjunction with the above Task Force, the Maine Commission for Women has joined with others to examine what, specifically, the impact of technology could be on that part of the labor force which is female. The *Technology Strategy for the Women of Maine Committee* has been working closely with the Task Force while also developing a set of criteria which will be used to evaluate any final recommended technology strategy for the State of Maine. The major focus of the Committee's work has been on the human resource aspect of such a strategy.

INSURANCE AND PENSIONS:

Gender bias in insurance and pensions has always been an issue of concern. Recently, however, it has been the focus of much public debate as a result of proposed Federal legislation which would prohibit such discrimination. In response to this debate, the Maine Commission for Women has developed and made available a twenty-page report entitled, *Insurance, Pensions and Gender Bias*. Its content covers current discrimination and the proposed legislation affecting health, life, disability and auto insurance as well as pensions and annuities.

II. TO INFLUENCE GOVERNMENTAL DECISION-MAKING

In late 1982, the Maine Commission for Women made a commitment to increase its legislatively-mandated role as an advocate for Maine women and girls. As a result, the MCW monitored more legislation, testified at more hearings, participated in more legislative work sessions than ever before.

LEGISLATION:

During the first session of the 111th Legislature, the Commission reviewed the over 2,000 pieces of legislation that were introduced. Forty-one bills were then selected as having a particular impact on women and were monitored throughout the session. Of those forty-one bills, sixteen were ranked as high-priority and, therefore, comprised the majority of the MCW's involvement. The topics of those bills on which the Commission testified and worked, include:

- State Equal Rights Amendment
- An increase in the State minimum wage
- State education equity law
- Apprenticeship opportunities in State government
- Increase in AFDC payments
- Changes in State abortion statutes
- Authorization for the Department of Human Services to operate a grant diversion program
- Joint custody of children
- Confidentiality of certain documents of the Maine Human Rights Commission
- Increasing access to mental health services
- Sexual preference
- Child care services for State employees' families
- Appropriations to several Department of Human Services programs
- Private employers' leave policies

The piece of legislation that received the single most extensive effort was the bill to provide for a State Equal Rights Amendment in the Maine Constitution. As important as many of the other targeted pieces of legislation were, the MCW believed the establishment of a constitutional guarantee of equality to be a vitally necessary legal foundation.

The Commission for Women spearheaded the effort from start to finish — from the drafting and gaining sponsorship of the bill to organizing the hearing testimony and working towards its eventual passage in both chambers of the Legislature by much more than the two-thirds vote necessary. In addition, over the six-month period of time, the Commission staffed and managed the operation of the 25 person Steering Committee.

Once the State ERA bill was passed and the Legislative session ended, the Commission managed the transition from the original ERA Steering Committee to a permanent referendum campaign committee, which will work to gain passage of the State ERA through referendum in November of 1984.

CHILD DEATH STUDY:

In 1982, the Maine Department of Human Services conducted a study of children's deaths in Maine during the years 1976-1980. The study showed that over a five year period, poor children died at a rate three times higher than non-poor children. As a result, the Commissioner of Human Services established a fourteen member *Special Advisory Committee* to make recommendations to address the issues of childhood deaths as related to family income disparity. The Maine Commission for Women participated on that committee and, in fact, its member chaired the subcommittee on socio-economic factors. The Committee made eleven major recommendations in the areas of economic security, availability and accessibility of health and medical care, promotion of child safety and support services. While the MCW endorsed the set of recommendations made by the *Special Advisory Committee*, the Maine Commission for Women regarded those recommendations pertaining to economic security as especially significant. To quote from the Advisory Committee's report:

"The best form of income support for a family is a job. It brings with it dignity and security. But for Maine's nearly 20,000 unemployed women, for the 14% of families headed by women and for the 44% of them who live in poverty, an adequate paying job is not a reality. As you read this report you will find that Maine children live in poverty primarily because they are victims of divorce and separation, their mothers are not employable, and there is not a decent job available for either parent. THERE MUST BE JOBS!

The only government income support program aimed at protecting children is Aid to Families with Dependent Children. AFDC provides inadequate resources to bring the family out of poverty, even combined with food stamps. AFDC MUST BE INCREASED.

It is true that children are politically powerless. They, alone, will never be able to change things, to protect themselves or to create a world that is safe and secure. They need adults to enable them to, at least, have a decent chance at life. Women have to realize that poverty is their issue. That the needs of their children are a political issue. Children cannot vote but women can. . . Formal and practical recognition of the havoc caused by divorce and separation, poor parenting, economic stress and the feminization of poverty can and must lead to successful prevention and early intervention into the lives of vulnerable children. Prevention is the truest cost effective health care cost containment and saves the unnecessary suffering of our children."

VIOLENCE AGAINST WOMEN:

The Commission has been actively supporting the development of programs and services to address the problem of violence against women and girls.

The *Coalition on Rape* is a recently formed confederation of public and private organizations including the seven rape crisis centers, Maine Commission for Women, law enforcement agencies, family planning agencies, the Sex Offender Project at the Maine State Prison and others. Major projects under way include: development of legislation regarding rape laws; establishment of a consistent statewide process to gather sexual assault statistics; funding for current and additional rape crisis centers; and a "Judge Watch" to oversee judicial decisions regarding sex-related cases. The MCW representative member on the Coalition also serves as the "Judge Watch" coordinator.

The MCW has been instrumental in the formation of *SURVIVE*, a statewide network concerned with serving the needs of Maine's victims and survivors of incest. *SURVIVE'S* Board of Directors (MCW is a member of the Board) has been focusing on data collection and analysis regarding the quality and quantity of services being offered to incest victims.

The Commission for Women has been working with the Coalition of Family Crisis Services, The Coalition on Rape and *SURVIVE* to plan a *Statewide conference on violence against women* scheduled for March 15 and 16, 1984 in Augusta. The primary intent of the conference is to raise awareness of the extent of violence — rape, battering and incest — the interrelatedness of such violence, as well as its lasting impact on victims. The conference has been designed to bring together community leaders, organizations, service providers, criminal justice officials, educators, clergy, public policy makers and women's groups to help formulate an action plan.

ADVISORY COMMITTEES

One Maine Commission for Women objective is to actively participate on boards/councils/committees which act in an advisory capacity to policy-makers in areas of importance to women. In addition to those organizations previously mentioned, the Maine Commission for Women is also an active member of the following:

- Displaced Homemaker's Advisory Council
- AFDC Advisory Committee
- State Affirmative Action Task Force

NEW ENGLAND COALITION OF COMMISSIONS FOR WOMEN

The Maine Commission for Women has been meeting with State and city Commissions for Women in the six New England states in order to work together to improve the economic status of New England women. The Coalition targeted as their primary concern economic status of women and their dependents. The Coalition has developed a regional agenda which will be implemented in their respective states during 1984.

III. TO EDUCATE DECISION-MAKERS, WOMEN AND THE PUBLIC: TO PUBLICIZE ISSUES OF CONCERN TO WOMEN AS WELL AS THE ROLE OF THE MAINE COMMISSION FOR WOMEN

PUBLICATIONS

Inform, the Commission's statewide newsletter has been expanded from three to six editions per year. The eight-page newsletter has nearly 5,000 subscribers. Each edition has focused on at least one major issue such as the impact of tax indexing; pensions, insurance and gender bias; the new Job Training Partnership Act; and a three-part series on violence against women. In addition, each edition provides a list of State board and commission vacancies, a listing of Statewide events of special interest to Maine women and comprehensive updates on State and Federal government actions. While the bimonthly publication of such a newsletter requires significant time and money, the Maine Commission for Women believes it is a most effective educational mechanism.

As a result of funds provided by the Bureau of Vocational Education work has begun toward publishing a *non-traditional occupations booklet* for Maine women and girls. An advisory committee has been formed to assist with the development of the listings and some detailed descriptions of non-traditional occupations, resource persons and institutions and a bibliography of other resource materials. Publication will be completed in early summer 1984.

Due to considerable demand for them, the revision and reprinting of two other MCW publications has also begun: *The Legal Rights of Maine Women* and the *Job Search Guide*. The Commission has also begun to develop a *brochure* describing the Commission's role and activities.

FILMS

Under the auspices of the Maine Humanities Council, the Maine Commission for Women has completed a 20 minute slide-tape entitled "Maine Women in Agriculture". It is the result of a number of interviews with Maine women who farm — their comments and feelings about their lives. As a part of an outreach component of the project the Commission held regional forums across the State to view the film and to discuss with the audience the roles and issues pertaining to Maine women who farm.

Ten films also have been purchased by the Maine Commission for Women as a result of another Maine Humanities Council grant. The films, housed at the Maine State Library, were purchased to expand the collection of films available to the public which examine the historical and current roles of women. The new films include:

HEARTLAND
SOLDIER GIRLS
GOOD DAY CARE: 1 out of 10
WORKPLACE HUSTLE
SHE'S NOBODY'S BABY

KILLING US SOFTLY
THE ARTIST WAS A WOMAN
THE AUTOBIOGRAPHY OF MISS JANE PITMAN
ANNAPURNA: A WOMAN'S PLACE
A JURY OF HER PEERS

The Maine Commission for Women also has contracted with two Bowdoin College professors and the State Library to develop program notes and director's guide for use with the films.

OTHER EDUCATIONAL PROGRAMS

Over the last sixteen months, the Maine Commission for Women has participated in numerous educational forums, conferences, meetings, workshops, etc., to discuss issues of concern to women. The Maine Commission for Women has co-sponsored such programs as:

Title	Primary Sponsors
"Women as an Economic Resource"	University of Maine at Orono's Women's Development Program
Maine-New Hampshire Conference for Public Administrators	American Society for Public Administration - Maine Chapter
Three-day Recruitment Seminar for Women	Maine State Police
"A Federal Update"	Family Planning Association of Maine
"Bridging the Skills Gap"	Economic Justice for Women

INFORMATION AND REFERRAL

One of the many capacities in which the Maine Commission for Women serves is as a clearinghouse and information source for nearly anyone and everyone who wants to know about programs, services, issues, laws, etc., that affect women and girls. It is nearly impossible to list or even summarize the number and content of those requests for information and/or assistance. A conservative estimate would be that over a sixteen-month time period, the Maine Commission for Women had probably received *700 requests for information and help*. These requests may require as little as two minutes or up to or exceeding several hours of staff time, as well as administrative costs for postage, printing, etc.

Most requests were from such sources as:

**Individuals* — especially women — wanting to know such things as what are their legal rights, how do they make use of certain programs or services, or perhaps, the status of Federal and State legislation.

**Schools/students* who want information or materials for curricula and term papers.

**State agencies* who want information or other assistance with the development of reports, seminars or speeches on a variety of issues.

**Public or social service organizations* seeking assistance in obtaining information about programs/services or are looking for resource materials or speakers.

**Political organizations/elected officials* wanting data on the status of Maine women.

**The media* looking for background material for articles or reactions/predictions to public policy issues.

Members of the staff and the Commission have served as panelists at *over 40* local and Statewide meetings. A sampling of those topics about which the Maine Commission for Women was asked to speak include:

- Equal Rights Amendment (State and Federal)
- MCW role and activities
- Comparable Worth
- Sex discrimination/sexual harassment
- Various State legislation affecting women
- Various Federal legislation affecting women such as the Economic Equity Act, social services programs, etc.
- Women in government (elective and appointive)
- Child care
- Issues facing older women
- Feminization of poverty

A sampling of those organizations who requested a presentation include:

- Rotary
- American Association of University Women
- Business and Professional Women's Club
- University of Maine at Orono: UMO Women's Center; the Political Science Department and the Office of Student Affairs
- Various elementary and secondary schools
- Chamber of Commerce
- Jaycee Women
- City of Portland - Women Employee's Caucus
- Young Women's Christian Association
- Central Maine Area Agency on Aging
- Maine Home Economics Association
- Council of Jewish Women
- Women's Legislative Council
- Tuesday Forum

IV. TO PROMOTE THE INCREASED PARTICIPATION OF WOMEN IN GOVERNMENT AND POLICY-MAKING ROLES: TO INCREASE AWARENESS OF WOMEN'S CONTRIBUTIONS IN THE POLITICAL/GOVERNMENTAL ARENA.

The Maine Commission for Women considers its role in promoting women for appointment to boards/commissions and positions within State government to be of vital importance. Over a number of months, the Commission has monitored the appointment of women to such positions, has made recommendations and has advocated for those candidates when it has been both appropriate and timely.

*MCW recommendations have included appointments to advisory councils such as the State Training Council and the local Private Industry Councils (PIC's) required under the new Job Training Partnership Act. On a number of occasions, the Commission has made recommendations regarding the appointment of women to key administrative positions within State government.

*In recent months, the Commission has also been asked to participate on Oral Board panels for the Department of Transportation's Affirmative Action Officer and the Department of Personnel's Affirmative Action Coordinator.

*The Maine Commission for Women believes it must continue to encourage government to meet its responsibility to appoint women to public policy positions and to inform government of the availability of qualified women for appointment, as well as to make women aware of the opportunities available in government.

*The Maine Commission for Women continues to work with individuals, service organizations and political parties to encourage women to run for elective offices at all levels of government. The Commission originated the series of bi-annual regional workshops — *Winning with Women* — which assist women in attaining the necessary information and skills to become more active in the entire political process.

V. TO ENSURE THE VIABILITY OF THE COMMISSION'S ORGANIZATIONAL STRUCTURE AND STAFF; TO PROMOTE THE GROWTH, DEVELOPMENT AND EFFECTIVENESS OF THE MAINE COMMISSION FOR WOMEN.

Although the Commission for Women has been in existence for nearly 20 years, it was not until 1979 that permanent funding for an office and staff was secured through State appropriations.

During the last 16 months, the Maine Commission for Women has successfully:

- *expanded its services and activities as a result of obtaining an additional \$5700 in its Part II budget.

- *filed and had approved by the Department of Personnel a range change for the Executive Director and a reclassification for the Administrative Assistant.

- *designed and fully implemented a new financial management system.

TO THE DEPT. OF THE INTERIOR
WASHINGTON, D. C.
BUREAU OF LAND MANAGEMENT
SALT LAKE CITY, UTAH
JANUARY 1, 1900

Very respectfully,
Yours truly,
J. M. Smith,
Superintendent.

Enclosed for the Bureau are two copies of a report.

APPENDIX A

PART 17 STATUS OF WOMEN

Chap.	Sec.
371. Maine Commission For Women	7021

CHAPTER 371 MAINE COMMISSION FOR WOMEN

Sec.
7021. Commission established.
7022. Membership.
7023. Term of office.
7024. Vacancies.
7025. Chairperson.
7026. Powers and duties
7027. Meetings; compensation.
7028. Staff; funding.

Part 17, Status of Women, and Chapter 371, Maine Commission for Women, were enacted by Laws 1975, c. 147 (P. & S.L.), § G, 1, effective June 14, 1976.

§ 7021. Commission established

In order to promote, carry out and coordinate programs designed to improve opportunities for women in the State, there is established an independent commission to be known as the Maine Commission for Women, hereinafter referred to in this chapter as the "commission."

1975, c. 147 (P. & S.L.), § G, 1, eff. June 14, 1976.

Library References

States ⇨ 45.

C.J.S. States §§ 79, 80, 82, 136.

§ 7022. Membership

The commission shall consist of 17 members, including 9 appointed by the Governor, 4 appointed by the President of the Senate and 4 appointed by the Speaker of the House. In making these appointments to the commission, the Governor, the President of the Senate and the Speaker of the House shall consider and appoint residents of the State who have a knowledge of problems facing Maine women and who provide leadership in programs or activities which are carried out to improve opportunities for women. The members of the commission, chosen from throughout the State, shall include but not be limited to representatives of minority, low income, youth and elderly groups.

1975, c. 147 (P. & S.L.), § G, 1, eff. June 14, 1976.

Library References

States ⇨ 47.

C.J.S. States §§ 61, 83.

§ 7023. Term of office

Members shall be appointed for 2-year terms, except of those members first appointed, 5 appointed by the Governor, 2 appointed by the President of the Senate and 2 appointed by the Speaker of the House shall be appointed for 2-year terms, and the remainder shall be appointed for one-year terms. The term of office of each member shall be designated at the time of appointment.

Members may serve after the expiration of their terms until their successors have taken office. The Governor, the President of the Senate and the Speaker of the House may terminate the membership of their respective appointees for good and just cause and the reason for the termination shall be communicated in writing to each member whose term is so terminated. The appointment of any member of the commission shall be terminated if the member is absent from 3 consecutive meetings without communicating good and just cause to the chairman.

1975, c. 147 (P. & S.L.), § G, 1, eff. June 14, 1976.

Library References

States ⇐ 51.

C.J.S. States §§ 61, 87, 92.

§ 7024. Vacancies

Members appointed to fill vacancies occurring prior to the expiration of the term for which their predecessor was appointed shall serve only for the remainder of that term and shall be appointed by the same person who appointed their predecessor. Any vacancy on the commission shall not affect its powers.

1975, c. 147 (P. & S.L.), § G, 1, eff. June 14, 1976.

Library References

States ⇐ 51.

C.J.S. States §§ 61, 87, 92.

§ 7025. Chairperson

The Governor shall select from among the members a chairperson and a vice-chairperson both of whom shall serve for one year. These selections shall be made each year prior to the first meeting of the commission. The chairperson is authorized to appoint subcommittees.

1975, c. 147 (P. & S.L.), § G, 1, eff. June 14, 1976.

Library References

States ⇐ 46.

C.J.S. States §§ 61, 80, 84, 102.

§ 7026. Powers and duties

The commission shall have the powers and duties to advise and consult with the Governor and Legislature about to assist them in improving opportunities for Maine women by:

1. **Research.** Carrying out research programs which are necessary to determine the status of Maine women;
2. **Activities.** Promoting and coordinating activities on state and local levels designed to meet the problems of women;
3. **Advocate.** Serving as an advocate for Maine women by making recommendations on proposed budgetary, legislative and policy actions to the Governor, Legislature and to other officials of State and Federal Government with respect to state and federal policies, programs and other activities affecting or relating to the women of Maine;

4. **Information.** Informing the public about the presence or absence of opportunities for Maine women;
5. **Meetings.** Conducting public hearings, conferences, workshops and other such meetings to obtain information about, discuss and publicize the needs of and solutions to problems of women; and
6. **Reports.** Making a biennial report to the Governor and Legislature concerning the work and interests of the commission.

1975, c. 147 (P. & S.L.), § G, 1, eff. June 14, 1976.

Library References

States ⇐ 73.

C.J.S. States §§ 130 to 136, 140.

§ 7027. Meetings; compensation

The commission shall meet at the call of the chairman and not less than 4 times during each year. Members shall serve without compensation but shall be entitled to reimbursement for necessary expenses incurred in the work of the commission at the same rate as state employees.

1975, c. 147 (P. & S.L.), § G, 1, eff. June 14, 1976.

Library References

States ⇐ 73.

C.J.S. States §§ 130 to 136, 140.

§ 7028. Staff; funding

The commission is authorized to employ staff and consultants, and to accept and use any funding available to it in carrying out the purposes of this chapter.

1975, c. 147 (P. & S.L.), § G, 1, eff. June 14, 1976.

Library References

States ⇐ 53, 85.

C.J.S. States §§ 81 to 83, 86, 93 to 98, 101, 136, 145.

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APPENDIX B

Expenditures: Fiscal Year 1983

		<u>Category Total</u>	<u>Total</u>
PERSONAL SERVICES			
—Salaries, permanent/regular	\$29,590.40		
—Unemployment	199.89		
—Health Insurance	570.33		
—Retirement	5,479.83		
—Group Life Insurance	<u>155.28</u>		
		\$35,995.73	
PROFESSIONAL SERVICES - NOT BY STATE			
—Work Study	<u>542.36</u>		
		542.36	
TRAVEL			
—Miscellaneous travel related	284.09		
—Auto mileage	1,950.20		
—Auto maintenance	75.70		
—Auto insurance	<u>2.00</u>		
		2,311.99	
TELEPHONE/TELEGRAPH	<u>1,461.93</u>		
		1,461.93	
POSTAGE			
—Parcel post	106.74		
—Meter postage	2,168.76		
—Intragovernmental postage	<u>325.33</u>		
		2,600.83	
PRINTING			
—Photocopy/Reprographics	794.83		
—Printing/ <i>Inform</i>	1,202.64		
—Advertising	98.52		
—Subscriptions/books/dues	<u>452.52</u>		
		2,548.51	
MISCELLANEOUS			
—Typewriter repair	202.00		
—Office supplies	616.35		
—Foodstuffs	<u>87.65</u>		
		<u>906.00</u>	
			<u>\$46,367.35</u>

EXHIBIT

Y2010-2011

2010-2011		2011-2012	
1	2	3	4
5	6	7	8
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