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WHAT ABOUT WATER ?

Prepared by
The League of Women Voters of Maine

ARE WE GOING TO BE CAUGHT SHORT?

By 1980, Maine faces. . .

- a population of at least 1.25 million, 65 thousand more than at present.
- at least doubled demands on municipal water supplies.
- at least trebled demands for industrial water.
- increased demand for irrigation water.
- increased demand for clean recreation water for residents and tourists.

And we're going to be caught short, unless. . .

We start planning now to **clean up polluted water for reuse and for multiple use.** And the best place to start? **Pollution prevention and abatement.**

HOW WELL ARE WE DOING ON POLLUTION PREVENTION AND ABATEMENT? Badly, say the Public Health Service. Let's compare our record on **municipal sewage treatment** with that of other states, all of them industrialized.

Rhode Island treats	99% of its
municipal sewage	
Connecticut treats	92%
Massachusetts treats	71%
Wisconsin treats	96%
Oregon treats	92%
Minnesota treats	92%
National average treats	78%
MAINE treats	11% the lowest
record in the nation.	

This means that 115 of our 134 sewered communities, or about 90% of our sewered population, disposes of raw sewage into rivers and streams.

How much have we **increased our municipal treatment** between 1945, and 1957, the last comparable years? Let's look at a cross section of states:

		1945
Delaware	Treated	18.6%
Florida	"	46.5%
Oklahoma	"	78.3%
Oregon	"	18.4%
Tennessee	"	17.6%
Ohio	"	67.0%
Indiana	"	70.7%
Kansas	"	70.0%
Nationally	"	62.7%
MAINE	"	2.3%

		1957
Delaware	now treats	92 %
Florida	" "	74.1%
Oklahoma	" "	95.6%
Oregon	" "	91.9%
Tennessee	" "	45.8%
Ohio	" "	82.2%
Indiana	" "	83.6%
Kansas	" "	79.7%
Nationally	" "	77.7%
MAINE	" "	10.9%

OUR RIVERS ARE STILL POLLUTED

New England rivers carry municipal and industrial waste equivalent to that of a population of 13 million. In **Maine alone**, our rivers account for **municipal waste equivalent to a population of 600 thousand**, and for **industrial waste equivalent to that of 7½ million people.**

Though only 10% of the total mileage of our rivers is still unclassified by the Water Improvement Commission, the state water quality control agency, this represents **70-75% of the total volume of flow in the state.** Thus in the section of the state where water will be most in demand, the **populous southern sections**, our rivers are **still seriously polluted**, good for nothing else but sewers.

We have only 21 treatment plants in Maine, and 37% of these need replacement or repair. Yet every year, Maine cities have turned back thousands in unused federal and state aid provided for sewage construction, surveys and treatment planning. Between now and 1980, **we should spend about \$3.7 million annually**, or about **\$4 per person per year**, just to catch up. For about **\$6 per person per year**, or **less than 2¢ per person per day**, we could turn our rivers into **usable streams again.**

WHAT CAN POLLUTION CONTROL DO FOR MAINE, IN ADDITION TO PROVIDING ENOUGH WATER?

- It can attract, new, stable industries by supplying enough water where it is needed, without additional processing.
- It can save present industries millions in by-products recaptured.
- It can provide for recreation expansion, now our second largest industry.
- It will assure desirable residential, industrial and recreational property sites, and it will increase land values along presently polluted waterways.
- It will prevent property damage from paint deterioration and decay.
- It will provide safe public water supplies.

WHERE DO WE START?

We can recognize the fact that while we have lost no major industries because of the enforcement of our pollution control laws, there is considerable evidence that **we have lost new industries** reluctant to risk a vital resource to loose regulations or to process their own water.

We can support legislation to strengthen the Water Improvement Commission, now hobbled by pressures from private interests.

We can urge our city officials to begin now to make master plans for sewer reconstruction, and construction of treatment plants.

We can support appropriations for state and municipal pollution control programs, clearly understanding that it is cheaper to plan and build now than to wait.

We can urge municipalities and industries to work together in creating satisfactory pollution control programs.

League of Women Voters of the U.S.
1026-17th Street, N.W.
Washington 6, D. C.

March 1953

THE DO'S AND DON'TS OF LOBBYING

1. Remember when you interview your representatives, that they have been chosen by the majority of the voters in your district to act for that district in the highest legislative body in the state; that these representatives are sincere and do a good deal of very hard work.
2. Make an appointment before calling at a legislator's office or residence, so that he will not feel that the visit is an intrusion. It is desirable that you take another League member along for the interview.
3. Never overstay your time. Take your cue for leaving from your representative.
4. KNOW YOUR MEASURE THOROUGHLY and be able to ANSWER OPPOSITION to it
5. Let your representative talk and present his side fully. It is helpful to learn his point of view.
6. Do not take notes during the interview, but if you expect to make a report fill it in as soon as possible afterwards.
7. Please note and report any NEW ARGUMENTS AGAINST the measure presented during the interview.
8. Don't be afraid to admit ignorance on special points. Say, "I will look that up and let you know later," and be sure to do so.
9. Confine your conversation as far as possible to the measures you are discussing, and if measures come up which are not on the League's support program, explain that in the League we do not support measures unless they have been studied for at least a year, that we try to do a few things well rather than a lot superficially.
10. Remember that the League is strictly non-partisan and that we as members are interested in the public merits of the measure.
11. Keep a sense of proportion and realize the subject in which you are so interested may not be important to the person you are interviewing, except as you are able to make it so.
12. It will aid greatly in an interview if you know something of the legislator's record, especially if he has voted on measures in which we are interested. Be sure you notify state legislative chairman of results of interview. She wants to keep a folder on each legislator.
13. Leave the legislator with a friendly feeling, even though he turns you down. Say you are sorry you can't agree and do not emphasize the difference of opinion.

Feb 1957

LEGISLATIVE PROCEDURE
IN
MAINE

Prepared by
League of Women Voters of Maine
January 1957

Additional copies may be
obtained, at 20¢ each; from
Mrs. Himy Kirshen,
Publications Chairman
12 University Place
Orono, Maine

Introduction

Why is the League of Women Voters interested in legislative procedure?

The keynote to the League program, formulated in annual meetings and conventions by League members, is action. Action in the League, decided upon only after thorough study of a subject, consists of three parts:

1. Providing information;
2. Building public support for League position;
3. Legislative action.

The foundation for League legislative action is begun when the League sends questionnaires to candidates running in primary and general elections. It continues when League members meet with newly elected legislators and offer an explanation of League policy and program.

When a bill included in the League's legislative program comes up for action before the Legislature, League members are prepared to act. An authorized League representative speaks in favor of or in opposition to the bill when it is given a public committee hearing. Several other League members are usually present at the hearing. At the appropriate times, League members contact the individual committee members and their own legislators, either in person or by letter, urging the League's position on the bill. At the same time, every effort is made to arouse community interest in the bill and to stimulate legislative action by other individuals and groups.

Often the League itself frames a bill for introduction in the Legislature, when this seems the best method of achieving a desired goal.

It is important to remember that the League may take legislative action only on those items included in its program. These include the current agenda and those items, called continuing responsibilities, which were supported by the League in the past and about which there continues to be general knowledge and interest among League members.

Of course, all League members are free to act as individuals on any legislative measure which may interest them, provided they do not use the name of the League of Women Voters.

State Program of the League of Women Voters of Maine ---
1955-1957

Current Agenda

Study and support of measures to improve probation and parole in the State of Maine.

Continuing Responsibilities

1. Tax structure: Support of measures to promote a sound tax structure for Maine which coordinates local and state resources.
2. Personnel: Support of qualified personnel in government by improved administration of Maine's Personnel Law and extended coverage.
3. Constitution: Support of measures which strengthen the Maine Constitution, including four-year term for governor, annual sessions of the Legislature, reapportionment.

Legislative Procedure in Maine

The Legislature - membership

The Maine Legislature consists of 184 members in its two branches: the Senate has 33 members and the House of Representatives has 151 members.

Representation

The Constitution provides that there be 151 members of the House, divided among the sixteen counties of Maine on the basis of population. However, the Constitution also limits any city to seven representatives regardless of population. The result is that there is one representative from Portland for every 11,090 residents, and in towns in Cumberland County one representative may be elected for as few as 2,392 residents or as many as 4,742 residents.

The Constitution provides for one senator for counties of up to 30,000 residents, another for the next 30,000, another for the next 60,000 and another for the next 120,000. Under this system Cumberland County elects four senators, whereas Franklin, Lincoln, Piscataquis and Waldo Counties, with a combined population of half of Cumberland's, also elect four (one each).

Clearly there is a disproportionate representation of rural areas in Maine. Some leaders have suggested that the House representation be based on population and that the Senate be patterned after our federal government to include two senators from each county. Another alternative would be the unicameral legislature.

Legislators

Legislators are elected biennially and hold office for two years from the day next preceding the biennial meeting of the Legislature.

Each senator and representative receives \$1,250 for each regular session plus 5¢ per mile once each week to and from his place of abode. The President of the Senate and the Speaker of the House receive \$1,500 for each regular session plus the mileage allowance. The pay for special sessions is \$10 per day plus the travel allowance.

The turnover of legislators is high, particularly in the House of Representatives.

Legislative Session

The Legislature of Maine convenes biennially in January of odd-numbered years. There are no limitations on the length of a session. The Legislature continues in session until the business is completed. It has recently been in session about 18 weeks per session.

There is a congested calendar at the end of a session of the Legislature. It is a difficult problem to avoid this since the Legislature is usually in session about 18 weeks and in 1955 passed 483 Public Laws, 216 Private and Special Laws and 184 Resolves and considered many more bills.

Special sessions may be called by the Governor on "extraordinary occasions". A special session is not limited as to the subjects it may consider.

Research Aids for the Legislature

Maine has a Legislative Research Committee. It is composed of seven Senators appointed by the President of the Senate and seven Representatives appointed by the Speaker of the House. The President of the Senate and the Speaker of the House serve as ex-officio members of the Committee. The Committee elects a full-time non-partisan director who is also Revisor of the Statutes. He is elected for a six year term at a salary of \$8,000 plus travel expenses. The Director provides a comprehensive research and reference service on legislative problems. He

publishes pocket supplements to the volumes of the Revised Statutes with a cumulative index. Members of the Legislative Research Committee are appointed during a regular session of the Legislature and hold office until the final adjournment of the next succeeding regular session. Meetings are held as often as necessary, but at least once in each quarter. The Committee has authority to:

1. Collect information concerning the government and general welfare of the state;
2. Examine the effects of constitutional provisions and previously enacted statutes and recommend amendments thereto;
3. Study the possibilities for consolidation in state government for elimination of all unnecessary activities and of all duplication in office personnel and equipment, and for the coordination of departmental activities, and for methods of increasing efficiency and economy;
4. Assist the Legislature in the proper performance of its constitutional functions by providing its members with impartial and accurate information and reports concerning the legislative problems which come before it.

The Committee has the power to compel the attendance of witnesses and the production of any papers it may require in the discharge of its duties; it may employ assistance and engage the services of such research agencies as it may deem advisable. It may also require state officers, boards, commissions or departments to make studies for it.

The Legislative Research Committee makes studies requested by the Legislature and may also make studies on its own. It makes a final report during the first week after the Legislature convenes in regular session.

The Maine State Library contains a collection of all the laws of the 48 states. Its Law and Legislative Reference Sections contain files of all legislative documents, records, statutes, annual reports of all towns and counties and all department reports, etc. Books and pamphlets on a given topic are gathered from all over the country in response to requests of legislators.

Since it is impossible for the legislators to follow closely the status of all of the 1,500 or more bills and resolves that are introduced during a legislative session, a Legislative Docket is maintained in the office of the Clerk of the House. This is a source of dependable information on the progress of proposed legislation available to members of the Legislature and to interested citizens.

The Story of a Bill in the Maine Legislature

Following are the steps taken in consideration of a bill by the Legislature. Bills may originate in either House or Senate, but all bills for raising revenue must originate in the House. Legislation may be suggested by the Governor, citizens' groups, departments of government, etc., but must always be introduced by a member of the Legislature. He may introduce a bill "by request" which indicates he does not necessarily support it.

Step 1. The subject matter of the proposed legislation is reduced to writing on the approved form with the help of the Director of Legislative Research and signed by the legislator who is its sponsor.

Step 2. The bill is placed in the hopper near the speaker's rostrum.

Step 3. The bill is taken by the Clerk of the House or (if in the Senate) by the Secretary of the Senate to the Reference of Bills Committee, which meets each legislative day at 1 p.m.

Step 4. At this meeting the Clerk of the House or Secretary of the Senate reads the bill to the Reference of Bills Committee which then recommends its reference to a specific committee of the Legislature.

Step 5. The bill appears on the Legislative Calendar with the committee reference recommendation. It is then read before the house in which it originated, and the whole House or Senate votes on the committee reference recommendation. The next day the bill is read before the other house and the committee reference is voted upon as in the first house. (The sponsor may recommend the bill's referral to a different committee, but the whole House or Senate decides to which committee the bill should be referred.)

Step 6. The clerk of the committee to which the bill is referred with the approval of the chairman sets a date for a public hearing on the bill and gives notice by advertisement in the principal newspapers of the state. All bills receive public notice in the Kennebec Journal (Tuesdays the calendar of hearings is published for the week.) Notices of bills of local interest are published in the papers of those areas.

Step 7. At the public hearing held by the committee to which the bill is referred opponents and proponents have the opportunity to be heard. (Paid lobbyists may speak but must be registered with the Secretary of State.)

Step 8. The committee then considers the merits of the bill in executive session and reports back to the house from which the bill originated. The committee may do one of four things:

1. recommend passage by an ought to pass report;
2. report that it ought not to pass;
3. issue a divided majority and minority report or an "A-B" report, if evenly divided (individual members sign);
4. refer the bill to the next Legislature

(NOTE: The report must be signed by a member of the house in which the bill originated.)

Step 9. The bill is read before the house from which it originated twice, the second time usually by title only, one day and read again the third time (if in the House) on the next legislative day. It is then voted upon by that house - (a committee report may be overturned by the House or Senate vote).

Step 10. The bill is read twice to the other house (if it is the Senate) which then votes upon it. (If the Senate and House disagree, the bill is referred to the Conference Committee which tries to compromise the differences of the two houses. Then the bill is returned to each house amended for reconsideration.)

(NOTE: House requires 3 readings, Senate 2 readings of a bill. In the House the 2nd and 3rd readings of a bill and in the Senate the 1st and 2nd readings are on successive legislative days.)

Step 11. If both House and Senate approve the bill it is sent to the Engrossing Department which prints it as it would appear as law.

Step 12. The Speaker of the House and the President of the Senate must sign every bill before it can become law.

Step 13. The bill is sent to the Governor who may sign it into law, allow it to become law without his signature (after five days), or veto it.

A 2/3 vote of members present in both House and Senate may override the Governor's veto.

All bills and resolves become effective 90 days after adjournment of the Legislature. Emergency legislation becomes effective immediately but requires a 2/3 vote of the entire elected membership of both houses. A constitutional amendment requires a 2/3 vote of members present and voting in both houses and must be submitted to referendum.

At any time during consideration of a bill by either house, it may be tabled by a member, indefinitely postponed, or referred to the next Legislature.

Time Limit on Introduction of Bills

There is no statutory time limit provided for the introduction of bills. However, each Legislature passes a "cloture rule", which sets a date before which bills may be introduced but after which only bills may be introduced with the unanimous consent of both houses. If one house gives unanimous consent and the second house does not, the bill is automatically referred to the next Legislature. The Legislature convenes the first Wednesday in January. Cloture usually goes into effect in about 4 weeks for private and special bills and 5 weeks for public bills and resolves.

Committees of the Legislature

The number of committees may vary in the different sessions of the Legislature. In recent years there have been 23 joint committees, 22 of these committees organized as to subject matter to consider bills (appropriations, taxation, highways, etc.) - one committee, the Reference of Bills committee, recommends the committees to which bills should be referred. This committee is made up of the President of the Senate and two members appointed by him from the Senate and the Speaker of the House and three members appointed by him from the House.

The other 22 joint standing committees consist of ten members: three members nominated by the President of the Senate and elected by the Senate, and seven members of the House appointed by the Speaker of the House.

There are also committees in each house whose duties relate to the business of that particular house, such as Committee on Leaves of Absence, Elections, etc.

Legislative Personnel

The following officers and employees are elected by the Senate: President, secretary, assistant secretary, sergeant-at-arms, assistant sergeant-at-arms, postmaster, doorkeeper, and two pages. Other employees listed in 1955 included a reporter, assistant reporter, secretary to the President, secretary to the secretary of the Senate, secretary to the assistant secretary and recording secretary.

The following officers and employees are elected by the House: Speaker, clerk, assistant clerk, sergeant-at-arms, assistant sergeant-at-arms, doorkeeper, document clerk and two pages. Other employees listed in 1955 included two secretaries to the clerk; secretary to the assistant clerk, Legislative Docket clerk, assistant Legislative Docket clerk, Journal copy clerk, messenger, secretary to the Speaker, House reporter, assistant House reporter and transcribing clerk.

The employees of the Legislature are patronage employees. They are specifically exempted from the merit system and there is no way to assure continuity of key personnel.

Caucuses

Party caucuses are held in each house prior to the convening of the Legislature. At the caucuses the officers listed above are nominated. Senate and House party caucuses elect the majority and minority floor leaders and assistant floor leaders.

Joint House and Senate caucuses are held by each party to nominate the Executive Councillors, Secretary of State, State Treasurer, Attorney General and in 1957 the Commissioner of Agriculture and State Auditor. (These two have four year terms.)

These state officers are later elected by the entire Legislature when it convenes.

Fiscal Management

The legislative budget is prepared in the state budget office based on the expense of past years. It is then presented to the Clerk of the House of Representatives who approves it or revises it in accordance with his estimate of the needs of the Legislature for the biennium. Supervision of legislative expenditures is delegated by statute to the Clerk of the House. Monies appropriated for the Legislature for the fiscal years ending 1956 and 1957 amounted to \$475,000 or \$522,634 including the appropriation for the Legislative Research Committee.

Legislative Control over Local Government

Of the 883 bills and resolves passed by the 97th Legislature 216 were Private and Special Laws or approximately one-fourth.

Examples of some private and special laws include Redevelopment for the City of Portland, creation of the office of Director of Public Works for Waterville, and increasing the salary of the recorder of Waldo County Municipal Court.

It is obvious that home rule for towns and counties is limited. To a large extent the state Legislature has the power to say what kind of government towns will have and how they can raise their revenue. The state Legislature sets the salaries of county officers and approves county budgets. Even minor city charter changes are voted upon by the state Legislature. Cities and towns have been denied sources of revenue needed for local services.

A policy of home rule set forth in the Constitution would enable cities to frame their own charters subject only to the Constitution and laws of the state. It would provide them with the powers to meet increasing needs for local services.

Claims against the State

There is no special court or agency for handling claims against the State of Maine. It is a fundamental rule of law that a person cannot sue the state without its permission. Therefore, all claims must be passed upon by the Legislature. Examples of legislation pertaining to private claims are: appropriations for damages to property of a citizen by reason of the State Highway Commission raising the highway in front of his house; for loss by fire set by a state ward; for loss of a cow which died as a result of eating grass covered with spray material.

The time of the Legislature spent on such matters could be saved by providing a special court or agency to handle claims against the state.

Conclusion

A comparison of the recommendations of the Council of State Governments concerning state legislatures with the procedures in our own state is interesting. In the following matters we are operating under approved methods:

Lack of restriction upon length of sessions.

Lack of restriction upon measures which may be considered at a special session.

Joint committees and joint hearings.

Public hearings for all bills and public notice (there are very few exceptions.)

Legislative Research Committee.

Limitation on the period for introduction of bills.

Some recommendations needing consideration are:

Increased compensation for legislators.

Lengthening and staggering terms of legislators to assure some continuity.

Annual sessions.

Enabling legislation to permit local legislation for local matters.

Court of claims to consider claims against the state.

Revision of apportionment provisions to assure reapportionment if legislature fails to reapportion.

Merit system for legislative employees.

Reduction of administrative powers which could be delegated to the Governor.

Liberalization of the requirements for passage of Constitutional amendments.

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The League of Women Voters of Maine

Briefing Material on State Continuing Responsibilities

Supplement, November 1957

A Citizens' Committee was appointed in October, 1956 by the Governor for the purpose of studying the P.A.S. report and making recommendations on legislation to the 1957 Legislature. The Committee was divided into subcommittees with a view to expediting its work load. In general, the subcommittee majority reports were accepted by the Committee as a whole. In final form, a few of the recommendations made to the Legislature were at variance with the P.A.S. report.

Since the Committee report was published in January, 1957, the question may be asked whether sufficient time was allowed and care exercised in the conclusions which were reached. One may also question the weight which the report carried, and its general influence on the Legislature.

Perhaps the new Committee, which the '57 Session authorized (and for which it appropriated \$20,000) through a process of greater deliberation, will be able to come to closer grips with the whole problem of state government and thereby achieve more responsible leadership and increased prestige.

While there is criticism of some of the results of the Committee's work, at the same time a great deal of it was constructive and merits the commendation of the League and of the general citizenry.

Additional Bibliography (available at the State Library)

Report of the Maine Citizens' Committee on the Survey of State Government by the Public Administration Service of Chicago, Jan. '57

Final Reports of the Sub-committees (contact Miss Edith Hary, Law Librarian).

Item I - Tax Structure

The major event in this field was the passage of a bill in May, 1957 calling for a one-percent increase in the sales tax and allowing additional exemptions (insecticides for use in agriculture, etc.). The League endorsed this bill - reluctantly and still supporting the principle of a combined income and sales tax - because the need for additional state revenue was felt to be imperative if the League-sponsored probation and parole program and other needed state services were to be given a chance to operate effectively.

The 3% tax bill went into effect as of July 1. Revenue for the current year is estimated, officially, at \$26,400,000. The same source yielded \$17,122,094 during the fiscal year ending June 30, 1957.

Other developments in the general field were reorganization of the Budget Division into a separate Budget Bureau and consolidation of the state building functions into a Division of Public Buildings in the Bureau of Public Improvement (both under the Department of Finance and Administration). These changes had been recommended by the Citizens' Committee.

Item II - Personnel

League support was given to an appropriations bill aimed at raising the salary scale of state employees. This measure was accepted, with the result that Maine's salary scale now compares less unfavorably with that of the other New England States.

The Citizens' Committee introduced a bill to revise the Personnel Law by changing the Department of Personnel into a Bureau of Personnel under the Department of Finance and Administration (providing the appointment of the Director by the Commissioner of this department with the consent of the Governor) and by restricting the functions of the Personnel Board to an advisory capacity.

The League took no stand on this bill, finding it highly controversial. (It differed greatly from the P.A.S. recommendations.) Apparently this was the general reaction, as the bill was ultimately withdrawn.

Other legislative developments in the field included a small increase in appropriations for the administration of the Personnel Law, allowing for much-needed additional staff, and provision for the appointment of heads of institutions under the Personnel Law, rather than by the Governor and the Executive Council.

Item III - Constitution

The League had a one-to-three count in this field for the past year. A constitutional amendment changing the term of office of the Governor from two to four years was accepted by the Legislature, and by the people in referendum. In addition to the League, this measure had the support of the Citizens' Committee, acting favorably on the P.A.S. proposal. Two other League-supported constitutional amendments failed to pass, one providing for automatic reapportionment of the Legislature and one calling for annual sessions of the Legislature. The latter was opposed by the Citizens' Committee.

A constitutional amendment to provide for popular election of the Executive Council was defeated. This was supported by the Citizens' Committee and opposed by the League, on the ground that the function of the Council was the main issue, rather than the manner of its selection (a position also taken by the P.A.S. report) and that the subject needs considerable further study. The League took no stand on another unsuccessful bill which would have abolished the Council entirely. Although there is a great deal of support among League members for abolition of the Executive Council, it was felt that further study of the reassignment of the Council's functions in the event of its abolition is needed before the League can speak authoritatively on this subject.

Because of a current lack of consensus, the League took no stand on the constitutional amendment offered to lower the voting age from twenty-one to eighteen, although it had previously supported this principle (defeated). For the same reason no stand was taken on the consolidated election dates measure, which was accepted by the Legislature and the voters.

With an eye to the future, it is urged that local Leagues try to reach consensus on the function of the Executive Council (or whether it is needed at all) and on the suffrage question, as well as in the broader areas of improving the constitutional amending process, and constitutional revision in general. (See League paper, The Maine Constitution and Its Need for Revision, October, 1956)

If we cannot reach consensus on any or all of the above, let the process be a positive one; let us not fail by default. Traditionally the League has been the most active in this particular field of state continuing responsibilities. Let us work hard to be prepared for action, when the Ninety-ninth Legislature convenes.

Title: Economic Aspects of Budgetary Planning in Maine

It should be emphasized that we do not in any way regard this memorandum as an exhaustive treatment of the subject matter contained in it. It is purely of a preliminary nature. As we have indicated in the final paragraph of the memorandum, we feel that a thorough study of Maine's tax structure, along lines suggested by this memorandum, should be undertaken.

R. P. Shay
Director, School of Business Admin.
University of Maine

H. A. Peck
Professor of Business and Economics
University of Maine

December 22, 1958

The Growth of State Government Expenditures

Government expenditures of all types have increased markedly in the period since the close of World War II. This has been true of all levels of government--federal, state, and local. In this memorandum the increasing expenditures of state governments are of primary concern, and we will deal first with some basic forces which have caused increases in such expenditures. The primary source of pressure for higher expenditures by state governments has been the dynamic nature of the country and its economy in the postwar period. Population has been growing rapidly, and population growth always exerts expansionary pressures on many facets of the economy. Not only has population been growing, but its age distribution has been changing in ways that make for more government expenditures. Larger percentages in the younger age groups and in the age group over 65 influence spending for education, old age assistance, and related items, for example. Our larger population has also been doing a considerable amount of moving around, people seem to be more mobile than they used to be. Many prefer suburban living to their former locations nearer the centers of large cities. Others have been moving from one section of the country to another. These and other forces have created needs for expanded government expenditures of many types. Increased school facilities, more and better highways, more hospitals, expanded welfare programs are examples, which are all activities in which state governments have traditionally played a large role.

Another factor making for increased state government expenditures has been the inflation which has been characteristic of our economy during the postwar years. This has been a period of generally rising prices, and the price level now is about 48 per cent higher than in 1946. The impact of rising prices on government expenditures is obvious; it costs more to provide any given type of service. Even if state governments provided exactly the same services as in 1946, their costs would be substantially higher today because of the impact of inflation. The influence of higher prices on government expenditures is a factor which is often overlooked and needs emphasis. In this connection it is also worth pointing out that there is a large body of opinion among economists which holds that the future is likely to be characterized by further gradual inflation.

Another important influence on the level of government expenditures is the fact that people today expect and demand more and better services from their governments. The electorate is not satisfied with the same types and qualities of services that were provided ten or twelve years ago. This shift in attitudes clearly means greater pressure on state expenditures.

The result of the foregoing has been a constantly rising level of state government expenditures. If we lump together the total general expenditures of all state governments (48 states), we find that they rose by slightly more than 300 per cent between 1946 and 1957. Over the same period total general expenditures of the state government of Maine rose by somewhat more than 200 per cent. Maine, that is, has shared in the national trend but not to the same extent as the average state in the Union. State expenditures here have risen, but at a less rapid rate than in the nation as a whole. Similar relationships-- that is, lesser rates of increase for Maine than for the

national average-- are shown if other years are used in making comparisons. For example, from 1950 to 1957 state expenditures in the nation as a whole rose by more than 70 per cent while Maine's expenditures increased by something over 60 per cent.

Measuring Maine's "Ability to Pay"

A basic question of concern to our state's budgetary authorities must be the ability of the state of Maine to pay taxes. In short, can we "afford" to do more without damaging the economic health of our state? To deal with the question directly, one should weigh the productive aspects of expanded state expenditures against the curtailment of private expenditures that may occur as a result of increased taxation. An important long-run advantage of expanded governmental services is that provision of such services helps to promote the process of industrial growth. Highways are an obvious example, but this is no less true of expenditures for education, public welfare, health and hospitals, and natural resources.

There are several aspects of ability to pay; these include measurements of income, wealth, indebtedness, and fixed commitments which a state may have undertaken. The best single statistical measure of ability to pay is the U. S. Department of Commerce series on Personal Income. The use of these data, on a per capita basis, eliminates many of the differences of size among the 48 (now 49) states. Thus, if one state has more income, per person, than does another, it is reasonable to assume that the first state has a greater ability to pay taxes. Of course, in addition to the income factor there remain other important questions, which are largely of a qualitative nature. If a state has a low income and expects to remain permanently in this status, governmental activity must be related to this expected permanent condition. Regardless of such considerations, a first step should be to establish a state's relative wealth or poverty, using income as a measure. For our purposes here, it seems wise to ascertain Maine's relative position among all states and then choose states whose per capita incomes are similar to Maine's, so that later comparisons of taxation and expenditure will be based upon states whose "abilities to pay" taxes are currently similar. Some allowances for expected future income growth should also influence budget planning.

Table 1
Ranking, by States, of Per Capita Personal Income

Ranked on Old Series 1956 Per Cap. Income ¹	1957	1956	1955	1954	1950 ¹	1929 ¹
Delaware	2	1	1	1	1	3
Connecticut	1	2	2	2	3	2
New Jersey	5	5	5*	4	7	6
California	4	3	4	5	5	4
Nevada	7	7	3	3	2	8
New York	3	4	5*	6	4	1
Illinois	6	6	7	7	6	5
Massachusetts	8	8	9	11	10	7
Michigan	11	10	8	8	8	10
Ohio	9	9	10	12	13	11
Maryland	10	11	12	10	16	12
Washington	12	12	11	9	9	14
Rhode Island	17	14	13	13	11	9
Pennsylvania	13	13	14*	15	17	13
Indiana	15	15	14*	16	18	23
Oregon	20	17	16	17	15	16
Wyoming	14	16	18	14	12	18
Wisconsin	19	19	20	21*	20	17
Colorado	16	21	21	21*	22	19
Montana	21	20	17	18	14	25
Missouri	18	18	19	19	23	20
New Hampshire	22	22	22	26	27	15
Florida	24	24	25	29	29	31
Minnesota	23	23	23	25	24	24
Arizona	29	27	28	28	28	26
Texas	27	26	26	27	26	33
Kansas	28	25	24	20	25	30
MAINE	33	28*	29	35	35	22
Iowa	26	28*	30	23	21	28
Virginia	34	30	31	30	33	36
Vermont	32	31	33	32	36	21
Utah	30	32	32	31	30	29
Nebraska	25	34	27	24	19	27
Idaho	35	33	35	34	31	32
Oklahoma	36	35	34	33	38	35
New Mexico	31	36	36	36	37	39
Louisian	37	38	38	38	40	38
West Virginia	38	37	40	40	39	34
Georgia	41	39	39	41	41	43
North Dakota	40	40	37	39	32	42
South Dakota	39	44	43	37	34	37
Kentucky	43	42	44	42	44	40
Tennessee	42	41	44*	43	43	41
North Carolina	45	43	41*	44	42	44
Alabama	44	45	45	45*	46	45
South Carolina	46	46	46	45*	45	48
Arkansas	47	47	47	47	47	46
Mississippi	48	48	48	48	48	47

¹ The statistical series was revised in the August, 1958 issue. Data on a revised basis are available only since 1954. Hence the 1950 and 1929 rankings as well as the order of States listed are based on the earlier series.

* Tied for position indicated

Contrary to popular opinion within the state, our state is not poor. Maine stands in the third quartile of states when ranked from the top according to per capita personal income. In 1955 and 1956, years of general prosperity, Maine ranked 29th and 28th among the 48 states. In the recession years of 1954 and 1957, Maine ranked 35th and 33rd. The data reflect the fact that Maine is hurt more by national recessionary forces than the average state. Other data, not contained in this memorandum, establish this point more convincingly. The fact that manufacturing is the principal source of personal income in Maine, with a relative importance greater than the national average, provides the basic reason for our vulnerability to recession. Also, since our textile industry is in a state of secular decline, it is especially sensitive to cyclical swings in the demand for finished products. This decline helps to accentuate the effects of recession on the Maine economy.

Yet the data on per capita personal income in Table 1 show Maine's relative position among other states had risen sharply between 1950 and 1956. Between 1950 and 1955, for example, Maine's per capita income rose 34%, the largest among the New England states and well above the national average (24%) for the period. Because Maine's population remained virtually constant during this period, while most other states' increased, the percentage increase in Maine's total income would be somewhat less.

Looking back to the 1929 data, it is clear that Maine, along with the other New England states, ranked appreciably higher in relative per capita standing. However, it is encouraging to note that the downward movement in the rankings of the northern New England states has been reversed since 1950. It seems reasonable to assume that, as the nation recovers from the current recession, Maine will regain its 1955 and 1956 ranking. In dollar terms, Maine's per capita income actually increased during 1957 but the rate of increase was small when compared with that of the other states which passed it in the ranking.

To sum up, Maine's per capita ability to support taxes out of current personal income usually ranks in the top half of the third quartile of the 48 states, while in periods of recession it has been in the lower half. Thus, at no time in the years considered, has Maine ranked among the lowest dozen of the 48 states.

Having located Maine's ability to pay taxes, based on per capita income, relative to the nation as a whole, the next step will be to form a rough judgment concerning the ability of the state to pay more taxes. If we accept the idea of a group of states with which we are financially comparable on a per capita income basis, then perhaps we should measure our effort by comparing Maine's per capita taxes against the average of the group. Since we have emphasized per capita personal income as the fairest measure of ability-to-pay taxes now available, it is consistent to choose states whose per capita personal income ranks close to Maine's. Using the 1956 data ranking shown in Table 1 we have chosen the twelve states whose ranking ranges from 23rd to 34th. If we had used the 1957 data, only Idaho would have dropped out of the list to be replaced by New Mexico. Looking at the other years shown, it is apparent that most of these states have remained consistently in this range since 1950. We shall continue to refer to this group in the material which follows as the "twelve comparable states".

Measuring Maine's Tax Effort

The effort which the people of a state are making to support the services provided by the state's government is best measured by the amounts of taxes they are paying. As in the case of ability-to-pay, it is the per capita figures which are most useful in state-by-state comparisons. Statistics of per capita expenditures are also useful, but they are less indicative of the effort a state is making than are per capita tax collections. A state's expenditures are not all financed by the people of that state. States have important sources of revenue other than their own taxes, and states share in them to differing degrees. Maine's per capita receipts from the federal government, for example, are larger than those received by the average state. Per capita tax collections, therefore, are the best indicators of effort to support government services.

Per capita tax collections in Maine have consistently lagged behind the national average. The relevant statistics are shown in the following table.

Table 2
Per Capita State Tax Collections
U. S. Average and Maine

<u>Year</u>	<u>U. S. Average</u>	<u>Maine</u>
1942	\$29.49	\$27.13
1946	37.51	32.56
1948	47.30	44.82
1950	53.63	46.10
1951	59.38	46.91
1952	64.61	63.05
1953	68.11	64.14
1954	70.42	61.71
1955	72.33	66.18
1956	81.83	73.35
1957	87.31	75.88

In 1957, for example, per capita tax collections in Maine were about \$11.50 below the average for all states. A comparison of Maine with other states having similar abilities-to-pay may be more appropriate, since it will indicate the efforts being made in states where income levels are about the same as Maine's. In this connection the average of the twelve comparable states referred to earlier will be used for comparative purposes. In 1957 per capita state tax collections in Maine were \$75.88 while the average for the twelve states was \$83.75. The figure for Maine was about \$8 below the twelve-state average, that is. These data indicate not only that the average resident of Maine pays less in state taxes than the national average but also that the Maine taxpayer pays less than taxpayers in states having incomes similar to Maine's. Others, that is, whose abilities to pay for public services are about the same as that of Maine's residents, are making greater efforts.

State taxes do not give a complete picture of the extent to which tax burdens vary regionally. Local government tax collections differ from area to area, so that these also need to be considered in order to tell the whole story. Per capita local tax collections in Maine in 1957 are estimated at \$79.61. This compares with a national average of \$85.53 and an average for the twelve comparable states of \$79.42. Combined totals for per capita state and local tax collections in 1957 are as follows:

Maine	\$155.49
United States Average	172.89
Average for 12 comparable states	163.17

(Source: U. S. Dept. of Commerce)

The figure for Maine falls about \$17.50 short of the nationwide average and about \$8.00 short of the 12-state average. Maine's effort, that is, still proves to be less. Others do put forth greater efforts to support public services.

Since the per capita state and local tax effort in Maine in 1957 was less than that of comparable states, it may now be of some value to indicate the size of this deficiency in absolute dollar magnitudes.

If per capita state tax collections in Maine in 1957 had been the same as the average for the 12 comparable states, total state tax revenue in Maine would have been about \$7,300,000 more than it was in that year. Many of our state financial calculations are done with respect to a biennial period, and application of the same rates over a two-year period gives a biennial amount of about \$14,600,000. Biennial expenditures, that is, could presumably have exceeded their actual totals by this amount if Maine's tax collections had been equal to the 12-state average.

Analysis of the major categories of state government spending is also useful to show Maine's standing in relation to other states. In the following table per capita state expenditures in 1957 are shown for Maine and the average of the 12 comparable states. Total general expenditures, as well as expenditures in the four major categories are presented.

Table 3

Per Capita State Expenditures, 1957

	<u>Maine</u>	<u>12-state average</u>	<u>Maine's rank in 12 states</u>
Total general			
Expenditures	\$119.27	\$127.88	9th
Education	21.12	36.75	11th
Highways	43.53	43.22	5th
Public Welfare	17.09	15.23	5th
Health & Hospitals	11.04	9.79	5th

(Source: U. S. Dept. of Commerce)

This table makes it quite clear that it is in education that Maine has lagged farthest behind in state expenditures. Maine's per capita spending for this purpose in 1957 was more than \$15.00 less than the 12-state average. A total expenditure of about \$14,500,000 in 1957 (\$29,000,000 for the biennium) would have been necessary to raise Maine's per capita educational expenditure to the group average. In highways, Maine's expenditure was roughly the same as the 12-state average (the 48-state average was \$35.79) and in public welfare and health & hospitals Maine's expenditure exceeded the group average.

Maine's Tax Structure

If it is decided that Maine must make a greater effort in respect to state government expenditures, the question obviously arises as to the sources from which added revenues might come. The combined requests for the next biennium of all state departments exceed the revenues which are anticipated to arise from present sources. Hence, it is clear that the revenue question must be squarely faced. An important point to be made in this connection is that there are no easy, painless solutions for this situation.

More tax revenue can be derived in either of two ways: (1) the rates of existing taxes can be increased; or (2) new taxes can be enacted. In considering this matter generally, some basic principles ought to be kept in mind. One is that we want to adopt methods of financing added expenditures which will not interfere with the process of economic growth. One of the great benefits bestowed by economic growth is that we can have more of all things -- private services as well as public services -- if only our growth rate is sufficiently high. Different types of taxes affect the growth process differently, and this must be taken into account in considering Maine's revenue situation. A given amount of tax revenue can be raised in a number of different ways, with varying implications for economic growth. A second principle is that methods of raising added funds ought to distribute the burden of supporting government as equitably as possible. No group should be required to bear an excessive share.

With these general principles in mind, let us turn now to a consideration of Maine's tax structure. The tax base of Maine's state government appears to be a narrow one, when comparisons are made with other states. Maine relies particularly heavily on sales taxes. Reference here is to the general sales tax and to taxes on the sale of particular commodities, such as gasoline, tobacco, and alcohol. In 1957 Maine derived 75 per cent of its total tax revenue from its various sales and gross receipts taxes. This was a much higher percentage than in the average state, which obtained 58 per cent of total revenue from such levies. Maine also relies more heavily on receipts from various types of licenses than does the average state. In 1957, 20 per cent of Maine's revenue came from this source, while the comparable percentage for the average state was 15. Combining these figures shows that Maine obtained 95 per cent of its tax revenues from these two sources while the average state in the nation obtained 73 per cent in these ways. For Maine reliance on these two categories of taxes is almost complete. Other states clearly distribute their

tax collections over a wider variety of sources. It is for these reasons that we say that Maine's tax base is a very narrow one -- it relies heavily on a small number of taxes. Our tax base does not have the breadth that many others do.

There are two types of taxes which are prominent in the financial structures of many states but which are not used in Maine. These are the individual income tax and the corporation income tax. Nationally, 11 per cent of state revenues comes from the individual income tax, and 7 per cent from the corporation income tax. That is, the average state derives 18 per cent of its tax revenue from these two types of taxes, whereas Maine makes no use of them. In 1957, 31 states had individual income taxes and 33 states had corporation income taxes. These taxes, therefore, are relatively common methods of state finance; they are not unusual sources of state monies. We have referred earlier to 12 states having per capita incomes comparable to Maine's, and it is often important in comparing states to deal with those whose abilities-to-pay are similar. In considering the tax structures of these states, it is worth noting that 8 of the other 11 (excluding Maine) use the individual income tax and that 7 of the other 11 use the corporation income tax. Six of the 12 (including Maine) have general sales taxes. All have various types of selective sales taxes, of course.

This discussion makes it quite clear that Maine has not as yet utilized two types of taxes which have been widely adopted both by states in general and by states with per capita income similar to Maine's. These are the individual income tax and the corporation income tax. Important trends in the financing of state governments in recent years have been increased reliance on the general sales tax and increased use of individual and corporation income taxes. Maine has utilized the former but has had no recourse to the latter.

A final point is that a thorough study of Maine's tax structure seems to be called for. The whole question of the financing of increased state and local government expenditures has been one of the more neglected problems in the tax field and is long overdue for serious study and thought.

YOUTHFUL OFFENDERS IN MAINE



Prepared by

The League of Women Voters of Maine

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INTRODUCTION

Background of League Interest For many years, the League of Women Voters of Maine has been concerned with securing improved treatment of youthful offenders. The adoption of a statewide probation and parole system in Maine in 1957 climaxed a League effort, begun in 1939, to secure improvement in this area. Continuing its interest in the complex field of services for the treatment of youthful offenders (25 years of age and under) and the prevention of offenses against the law, the League of Women Voters of Maine is now exploring other approaches in order to determine the areas of greatest need and those in which it may hope to bring about improvement. This preliminary paper includes a brief review of Maine's training and correctional institutions, and an introduction to other related services now existing or proposed. This paper is intended to serve as a guide to determining the direction of future legislative action.

Interest in Delinquency Juvenile and youthful delinquency has aroused growing concern across the nation in recent years. It is important to remember that in Maine a juvenile is legally defined as a person 17 years of age or under. The problems of children and youth in conflict with the law have attracted the attention of law enforcement officials, educators, social workers, judges, recreation workers, legislators, church leaders, and parents. Spectacular youthful crimes have created spasmodic widespread popular interest in delinquency. Local communities, states, and the federal government have explored the incidence of delinquency and various means of alleviation. Many studies of delinquents have been made in the attempt to discover the causes of delinquency, methods of successful treatment, and means of prevention.

Causes of Delinquency In studies made of the factors contributing to delinquency, some observers have pointed to the relationship between delinquency and such environmental circumstances as unsuitable housing, inadequate family income, insufficient opportunities for vocational guidance and training, and lack of recreational facilities. Examination of cultural and social patterns has produced evidence that behavior is influenced by the kind of educational goals society establishes, by the importance attached to the acquisition of material wealth, and by social attitudes glorifying youth and devaluating the aging.

Growing understanding of the role of family relationships in personality development has shed light on delinquent behavior. Studies of individual children and youth in trouble with the law have shown a significant relationship between anti-social behavior and families broken physically by divorce, separation, or death, or broken emotionally by hostility, insufficient parental motivation or immaturity.

Prevention of Delinquency Fostering the growth of healthy, well-adjusted children and youth who will become productive, law-abiding adult citizens is a positive approach to the prevention of delinquency. All children need provision for their adequate physical care; they need medical and dental care, including services for those with special handicaps, educational opportunities commensurate with individual abilities, opportunities for constructive use of leisure time, and healthy, wholesome family life. If delinquency is to be prevented, all of these areas must be strengthened to provide for the needs of every child and youth. Every effort must be made, too, to discover children with more than the normal amount of difficulties, so that they may be helped before delinquency occurs.

Community health, education, and welfare facilities and services, both public and voluntary, represent lines of defense against difficulties and unhappiness for children and their parents. Community agencies that reach the majority of children can help to stop difficulties before they begin, correct some as they appear, and keep children growing in the way they should in our society and in our times.

Treatment Authorities generally agree that a thorough understanding of the particular individual in conflict with the law is essential to a successful treatment program for him. The knowledge of the causes of the individual's anti-social behavior, an understanding of his special needs, and an analysis of his capacity to respond to various types of treatment serve as the basis for selecting his treatment and for effecting his rehabilitation. Community treatment through probation is indicated for many individuals. Training school and correctional institution care must be provided, however, for other offenders.

It is important to remember that the quality and effectiveness of service provided by both the correctional institutions and the social agencies depend on the training of their staffs, their experience and personal qualities. If positions are filled with untrained people, they should be selected for their ability and their interest in furthering their training and for their readiness to participate in in-service training and opportunities for educational leave.

18-25 Age Group There is a need to direct interest to the treatment of the offender in the 18 to 25 age group, for this group has received far less attention than juvenile offenders. It is, therefore, important to study and understand how this group is treated in our jails, reformatories, and prisons. It is also important to discover in what ways our communities could contribute to the prevention of crime in this group.

In Maine Maine has special characteristics which influence the structure, organization, and type of programs established

to meet the needs of its children and youth. Although Maine has some urban centers, many of its people live in sparsely populated rural areas. Although there is a considerable amount of industry in Maine, agriculture also plays an important role in the state's economy. The differences in the economic ability of towns and cities to provide complete educational and social services, and the desirability of providing uniform services for people living in widely scattered geographical areas must be kept in mind when consideration is given to the state level programs.

INSTITUTIONS

Philosophy The philosophy of an institution must depend on what the institution is expected to accomplish. A few administrators see the training school, the reformatory, and the prison primarily as custodial agencies, with the treatment function secondary. A few others regard the basic function of these institutions as educational and see the process of correction as an educative process. Leading thinkers in the field believe that the main purpose of institutional placement today is treatment. Training schools, reformatories, and prisons must be essentially treatment institutions, responsible for formulating a suitable program for each individual, based on a diagnostic evaluation of his or her particular needs. The goal is preparation which will fit the individual for a successful return to community living.

If, however, we accept the premise that the goal of institutions is the training, re-education, and rehabilitation of those individuals committed to them, we must remember that in almost every institution there is a sizeable number of individuals who are as yet beyond present-day complete understanding of the causes of their delinquency and beyond effective treatment. The size of this number is usually higher in adult institutions than it is in juvenile institutions, and the time and effort spent in controlling this group unfortunately restricts the time and effort available for treating the other individuals.

For treatment to be effective, certain basic requirements must be met by the institution. There must be, first of all, a competent and understanding staff dedicated to the institution's goals. In addition to the development of effective programs of religion, recreation, and academic and vocational education, there should be provided intensive treatment services, services usually performed by psychiatrists, psychologists, and social workers. Adequate preparation for the individual's return to the community must be provided. The physical facilities of the institution should be well planned and well maintained, and efforts should be made to create an understanding by the general public of the institution, its problems, its accomplishments, and its goals.

It is important that these basic requirements are kept in mind when we attempt to evaluate the five institutions in the State of Maine to which youthful offenders are committed: State School for Girls in Hallowell, State School for Boys in South Portland, Reformatory for Women in Skowhegan, Reformatory for Men in South Windham, and the State Prison in Thomaston. Most of the following information concerning these five institutions was obtained by members of the League of Women Voters of Maine from interviews at the institutions during the fall of 1957.

State School for Girls in Hallowell*

Superintendent: Miss Nellie French Stevens

Physical Facilities The newest building on the one hundred ten acre campus of the School for Girls in Hallowell is the Stevens Building, built in 1937. Every girl spends her first ten days at the institution in this building, thus making possible the effective practice of segregating the newcomer while she becomes oriented to the institution and while the staff devises a program for her. This building also includes hospital facilities, a doctor's office, a dentist's office, permanent housing facilities for a few of the girls, and a large room for parties and other special functions.

About twenty-two girls live in each of three cottages, all built before 1900. Each cottage has its own kitchen and dining room, and arrangement that not only gives girls experience in preparing and serving meals, but also duplicates family life as closely as possible. The single bedrooms are small, but comfortable and cheerful, and each cottage has a central recreation room, a piano, and a television set.

The school building, built in 1918, has large, well-equipped classrooms, and it also contains a gymnasium, an auditorium, a stock room, a laundry with modern equipment, and a four thousand-volume library.

Also on the grounds are the administration building, which is the home of the superintendent and several other staff members, two other staff houses, and the farm buildings.

Institution Population In November 1957, there were ninety-two girls at the School for Girls, ranging in age from eleven to eighteen. Girls between the ages of nine and seventeen may be committed to the school. A girl is committed in one of two ways. Either she is brought into court on a specific charge, such as shoplifting, destruction of property or a sex offense, or she is given a court hearing, usually on the recommendation of

*Much of the material on this institution was obtained from two articles by Frances G. Sawyard which appeared in the Portland (Maine) Sunday Telegram, January 5, 1958 and January 12, 1958.

a parent, guardian or police official, on the charge that she is in "manifest danger of falling into habits of vice or immorality." The majority of the girls are committed under the latter charge.

A girl is sent to the School for Girls only after an investigation of her home situation points to her removal from it as the best means of overcoming her problems. Girls are committed to the school for the remainder of their minority, but they may be released at any time with the approval of the Youth Board.* A girl rarely stays at the school for more than two years, because she is usually transferred for the latter part of her commitment to a private home where she receives her board, room and some spending money while she attends school or to a private home where she works for wages. Occasionally, she is transferred to her own family. From the time she is released from the school until she reaches her majority, she is under the supervision of the Division of Probation and Parole.

Staff There are forty-five staff members, including the superintendent and the assistant superintendent. The assistant superintendent keeps in close contact with the cottage personnel, checks incoming and outgoing mail, supervises the day placement program, and is available for counselling.

Other staff members include an educational director, six full-time academic teachers, instructors in sewing, crafts, and music, five housemothers, three assistant housemothers, six housekeepers, a stockroom clerk, laundry supervisor, nurse, three-man farm staff, painter, carpenter, two firemen, three maintenance men, a watchman, three clerks, a clerk-stenographer, a custodian of girls' accounts, and a psychologist who spends one day a week at the school giving tests.

A social worker who was formerly on the school staff is now affiliated with the Division of Probation and Parole, but she continues to reside at the school and to be closely identified with it, because much of her work consists of home investigations for the girls committed to the school. Also on call are a physician and a dentist, who visit the institution twice weekly to conduct periodic checkups.

Treatment Program Each girl at the School for Girls is accepted as an individual, and the plan worked out for her by the staff is based on her needs and capacities. Most of the girls at the school have not committed serious offenses but have, instead, become involved in difficulties that may result from the kind of environment in which they were raised. What the girls at the School for Girls need most is love and emotional security, and

*The Parole Board is entitled the Youth Board when it considers applications for release from the State School for Boys and State School for Girls.

it is a measure of the school's success that these are found at Hallowell.

Since the majority of the girls are fourteen or more, the educational program begins with the seventh grade, but there is a refresher program for those not ready to do junior high school work. The institution's school goes through the eleventh grade, offering both college preparatory and commercial subjects, along with music and art.

Every girl at the school spends part of her time working. No girl remains on any one job throughout her stay at the institution, and all of them receive some training in cooking and sewing. They receive what amounts to a highly practical course in home economics, even though the subject is not part of the regular school curriculum. In the summer, girls inclined to farming do much of the gardening and haying.

Many of the girls are allowed to earn money through a program which permits them to do day work for families in the Augusta-Hallowell area. The girls are allowed to attend community churches and concerts. Such activities as piano lessons and recitals, dramatics, a school magazine, prize speaking contests, and teas give the girls an opportunity for self-expression and personal recognition.

Needs of the Institution as Expressed by the Superintendent There is a need for more public education concerning the School for Girls, its aims and accomplishments. There is a particular need for citizens to accept the girls when they are released from the school and to help them make any necessary adjustments. It is important to remember that the key phase of the rehabilitative process is the three to six month period after the girl returns to the community.

State School for Boys in South Portland Superintendent: William H. Hughes

Physical Facilities Although the trend in other parts of the country is toward decentralization of the facilities of the training school, because such decentralization makes possible a more flexible and constructive program, most of the facilities at the School for Boys are housed in one main building, built in 1850. This building, which is clean and freshly painted, contains administrative, business and clinical staff offices, apartments and rooms for the superintendent and other staff members, laundry, central kitchen, storage facilities, store house, chapel, infirmary, detention room, two cells, automotive mechanics shop, manual training shop, maintenance shop, canteen, dental office, auditorium, and dining room for staff.

The boys live in four barren cottages, built in the 1890's. On the lower floor of each cottage is a kitchen used only for breakfasts, a dining room and a room for group living. On the second floor, there are inadequate family living facilities for cottage supervisory personnel. On the third floor is an open sleeping room where forty to fifty boys sleep in beds that are about two feet apart, and in some instances touching each other. In this connection, it is important to note that authorities in the training school field believe that living groups in training schools should not exceed a maximum of twenty students, even when they are fairly homogeneous. Smaller groupings of twelve to sixteen, or even lower, are desirable for either heterogeneous groups of children or groups with serious personality disturbances.* By necessity, all groups at the School for Boys are heterogeneous, presenting a most undesirable custody situation.

A central school building with six school rooms is in good condition, as are the farm buildings.

A new gymnasium is being built with money appropriated for this purpose by the State Legislature. \$82,000 is available to construct and equip a central kitchen and to construct and equip a connecting building for congregate dining for boys and staff, but these funds may be insufficient.

<u>Institution</u>	In November 1957, there were one hundred forty-two boys
<u>Population</u>	at the State School, all between the ages of eleven and eighteen. In January 1956, there were only eighty-one boys at the school; in January 1958, there were one hundred sixty-seven boys. In the past two years, there has been a one hundred per cent increase in population and the school is 67% overcrowded, a significant figure in a school that should accommodate one hundred boys within existing facilities.

In understanding the kind of boys committed to the School, it is important to keep three facts in mind, according to Superintendent William H. Hughes. The first is that the State School is in effect the last resort for delinquent boys who have defied the treatment offered by other agencies. Secondly, the better the treatment offered by other agencies, the more serious are the problems of the boys ultimately sent to the State School. Third, and perhaps most important of all, is the fact that the School is a public agency and cannot control its intake, either by number or by type of individual received.

There has recently been an increase in the number of emotionally disturbed boys admitted to the School for Boys, a trend noticed also in other parts of the United States. This reflects, in part, the increasing awareness by community agencies of the meaning of certain kinds of behavior and an

*American Psychiatric Association, Training Schools for Delinquent Children (Washington, D. C., 1952), P. 19.

accompanying recognition of the desirability for treatment of this behavior.

It is expected that the population of the School for Boys will continue to rise in the years to come, partly due to the general population increase and partly due to more effective detection and early commitment of boys in need of treatment services. As the upward trend in the population of the School for Boys continues, there must be a corresponding growth of plant, personnel, program and appropriations. In that living facilities have not been increased, it is difficult to take corrective measures in adjusting the behavior pattern of the boys. If this growth does not take place, a constructive rehabilitation program will be impossible.

Boys are committed to the School for Boys for the remainder of their minority and may be released by the Parole Board upon the recommendation of the Superintendent upon advice of the Classification Board. A boy's progress at the School and the community's ability to accept him after his release determine the length of his commitment.

Staff

There is a staff of fifty-nine full time employees and seven part time employees at the School for Boys, divided into four categories:

1. Administration: There is a superintendent, a deputy superintendent and a secretary. The deputy superintendent supervises all custodial and clinical activities. There are two part-time chaplains, one Catholic, one-half hour every other week, and one Protestant, twenty hours per week.

2. Cottage life and treatment services:

- (a) There are thirty full time employees and one part time employee who supervise the cottages and the cottage activities.

- (b) There are two full time nurses, two clerks responsible for maintaining boys' records and one psychiatric social worker. The addition of a clinical psychologist to the staff has been authorized, but this vacancy has not yet been filled. If a boy is in need of treatment or observation by a psychiatrist, it is necessary to send him to the Augusta State Hospital.

3. Education and training: There are six academic teachers, two vocational teachers, and one part-time athletics teacher. All of the teachers are certified.

4. Business and plant operations: There are eighteen full time employees and two part time employees in this category.

Treatment Program

The School for Boys is developing a treatment program that presently includes, in part, academic schooling, vocational instruction, group instruction in youth adjustment, individualized counselling services, social case work, occupational therapy, guidance in cottage living, work opportunities, organized recreation, religious activities, medical and dental care. Although all these areas are included in the treatment program, additional staff is needed to make full use of them.

From the time a boy enters the School until he leaves, he is constantly guided on an individual basis. His treatment plan is reviewed continually by the staff in case conference. Material is gathered from the agency responsible for committing the boy to the School and from his home community so that the School staff may better understand the boy and devise a treatment program on an individual basis, pointing toward his release to the community. The School has a diversified classification program; each boy is tested with the Wechsler, Achievement and Vocational test batteries and, when necessary, with projection-type testing. A classification board, composed of staff members, directs and determines each boy's progress towards release and recommends to the Superintendent, who in turn recommends to the Parole Board, an after-care program on the community level. Supervision of the boy and fulfillment of his obligations after release from the School are the responsibilities of the Department of Probation and Parole.

The atmosphere at the School for Boys is as permissive as is consistent with the safety of the boys under care. This does not mean a lack of controls. It means the application of methods to bring about positive results, instead of reliance on custody or punitive practices to bring about conformity. The boys are allowed several privileges, such as belonging to the glee club, watching television, participating in camping trips, purchasing from a canteen and visiting their homes on weekends following their sixth month at the School. Home visits are a start toward an intelligent attempt at trial placement prior to release. The retraction of privileges is a disciplinary method used at the School.

The School has a comprehensive guidance program started for both vocational and academic education. In the academic system, the classes range from an Opportunity Room, which boys of fourth-grade level and below attend, through the tenth grade. There are three vocational trades courses: manual training for the younger boys, building trades for the older boys, and an automotive mechanics course. Training in farm work is also provided.

Boys do much of the work at School, in farm, maintenance, laundry, food preparation, and house-cleaning duties, but this kind of work should not be allowed to interfere with the treatment program.

Because so much of the boys' time is necessarily spent in the cottage, in dressing, eating, sleeping and playing, the cottage should be a major observation and counseling center, but this is a difficult goal to achieve at the School for Boys, due to the cramped cottage quarters and the shortage of personnel.

The treatment program at the School is beset with other limitations

which prevent it from extending to meet the needs, or the intensity of these needs, in many juveniles. For example, it is impossible to program objectively for the severely disturbed boy who requires intensive psychotherapy. It is also impossible to give adequate training to those youngsters who are seriously retarded academically, because the staff does not include a teacher trained in this special skill. About ten per cent of the boys at the School are mentally retarded. This percentage figure fluctuates according to population.

Approximately twenty per cent of the population at the School for Boys is composed of boys who have been returned to the School for replacement or violation. Many boys released to their homes should be Foster Home Placements; however, boys between 11 and 17, unable to earn their own keep, are difficult to place and good Foster Homes are extremely difficult to find. Nine to ten months is the average length of a boy's stay at the School. To continue longer at the School would in all instances go beyond the present program, plant facilities and staff.

Needs of the Institution as Expressed by the Superintendent

1. Equipment: An admission and treatment service building that would allow the incoming boy to be segregated while he becomes adjusted to the School and while he is being studied by the staff. Additional cottages to house the boys and remodeling of the present cottages. An additional vocational shop for woodworking, to be attached to the automotive mechanics shop, which is to be constructed in the coming year. A sewerage disposal system. Gymnasium and playground equipment and supplies. Dental equipment and supplies. Staff housing for key personnel. Additional land adjacent to the School. Security rooms for use of aggressive boys.

2. Personnel: A part-time psychiatrist, two social workers, two full-time recreational supervisors, one maintenance mechanic, one stationary fireman, one clerk typist, one cook, five cottage personnel, two counselors to control reception, orientation and detention facilities. These personnel needs are for existing plant facilities and do not take into consideration possible future growth of the School.

3. Program:

(a) Expansion of diagnostic clinical services and establishment of research services and personnel.

(b) More adequate preparation of the family and the community before the boy is released from the School

4. Community relations: A citizen's advisory board, which would act

as a consultative group to the Superintendent and which would represent all areas of the state. Such a board would be a means of interpreting the School program to the public, of creating support for program development and of dramatizing the fact that the public needs to be concerned about the welfare of the children in training schools.

Reformatory for Women in Skowhegan

Superintendent: Miss Chastine Kelley

Physical Facilities

The Reformatory for Women, established in 1916, consists of four buildings for housing inmates, an administration building, staff house and farm buildings. There are two hundred eighty acres of land. Each of the resident buildings has its own kitchen and dining room, thus affording opportunity for training in food preparation, an important phase of the program. In the Receiving Cottage are rooms for twelve inmates, three isolation rooms, and two matrons' rooms. Stevens Building, three floors, has forty-three inmate rooms, six matrons' rooms, recreation rooms, modern central laundry, spacious sewing room, chapel, and central library. Damon Building has fifteen inmate rooms, three matrons' rooms, recreation room, small laundry, and a large sunporch. The Hospital Building, built originally for a maternity hospital but no longer used as such, is a minimum security building with a capacity for thirty inmates, seven matrons' rooms, class rooms, craft rooms, recreation rooms, medical and dental rooms, sun room, eight-bed infirmary, and three private sick rooms. The Administration Building, in addition to offices and rooms for some staff members, has space used for storage of institutional supplies. The buildings are in good condition, although constant repairs are necessary.

Institution Population

In November 1957 there were seventy inmates at the Reformatory for Women. Commitments to the Reformatory are between the ages of sixteen years and forty years and for an indeterminate time up to three years. As in most women's correctional institutions, the majority are committed for moral and social misdemeanors rather than for violent crimes. All women above the age of forty must be sentenced to the Maine State Prison but women sentenced to the State Prison live at the Reformatory as there are no quarters for female prisoners at Thomaston. The average age of the women presently at the Reformatory is twenty-three years; I. Q. 's range from 51 to 138 with the average about 87; school grades completed average the 8th; 50% are married or have been. In recent years, the most marked change in the commitments is the lack of employment records and the increasingly indifferent attitude toward work and toward the assuming of home and community responsibilities.

Staff

The staff consists of thirty-nine people including the superintendent and assistant superintendent. Of this number twenty-one are matrons, five are teachers and instructors. Other personnel include a registered nurse, clerical workers, part-time music instructor, doctor and dentist who hold weekly clinics, maintenance workers,

12.

and farm workers. There is always need for trained personnel but because of lack of opportunity for previous training by applicants, this need has to be met by an in-service training program.

Treatment Program While in the Receiving Cottage, family and social information is secured concerning the woman and discussed with her as is her version of her past history. Her commitment is discussed as well as her needs which may be attended while at the institution; a beginning is made in the planning for her institutional training and treatment to meet her particular needs. A physical examination is made at this time, and periodically during her stay; the physical condition of admittances is generally poor and considerable medical, dental, and dietary attention is required. There are many cases of defective vision and glasses are supplied. Chest X-ray clinics are held yearly with follow up where recommended.

Considering the fact that slightly more than 50% of the women committed are already mothers, much emphasis is put on training for homemaking. Each is helped to make a practical plan for her future based on her individual needs and resources. Instruction is given in general housework, cooking and dining room work, laundry and sewing, in addition, some do garden work and stock-room work and are nurses' aides. All are required to attend classes in home economics, nutrition, arts and crafts, and adult education. Emphasis is placed on child care and family living, home management, use of community resources, and home and community responsibilities. Courses of study in these groups are flexible to meet the needs of the varying types and mentalities of the women enrolled. Stress is put on the acquiring of habits of courtesy, cooperation, and reliability.

Ample time is provided for recreation and encouragement is given to the developing of interests and skills that will take care of future leisure time in a proper manner. Each building has a radio, victrola, and television set; in each building are books and current magazines. The central library is available to all. There are group music programs and a choir. Church services are held each Sunday afternoon and Catholic services once each month. Inmates are outdoors for at least an hour each day during the winter in addition to going to and from classes and departments; during the summer, each is required to participate in a recreation program where provision is made for group activity according to physical ability. Some are assigned work on lawns, flower gardens, and vegetable gardens.

Pregnant women are aided in making plans for their children and in the majority of cases this is referred to the Department of Health and Welfare.

Needs of the Institution as Expressed by the Superintendent:

1. A psychologist, at least part-time, to provide for a better and

more immediate evaluation of the individual's capacities and to determine how they may best be met within the resources of the institution.

2. Books, both fiction and general, for the central library.

3. A program of education to eradicate the popular idea that an institution such as the Reformatory for Women is for the punishment of individuals and a place for "doing time" rather than being a place where a program of treatment and training is carried on.

Reformatory for Men in South Windham

Superintendent: Perry D. Hayden

Physical Facilities The buildings at the four hundred ten acre Reformatory for Men, a minimum security institution, were built to accommodate one hundred twenty-five, and in November 1957, they were housing one hundred seventy men. Buildings are under construction, however, which will alleviate this condition. A new dormitory is being built that will house ninety-six men, and that will allow each man to have a separate room with window, toilet and bunk. The construction of this building will allow the top tier of the old cell area to be converted into classrooms. A new gymnasium is also under construction. There are thirteen staff homes on the grounds.

Institution The Reformatory is an institution for young offenders. The Population commitment age is from 16 to 36, but seventy-five per cent of all commitments are under 21 and ninety per cent of all commitments are under 26. Men are sentenced to the Reformatory for terms ranging from six months to three years. Judges may sentence any men between the ages of 16 to 36 to the Reformatory, with the exception of those convicted of murder and those who have received previous State Prison sentences.

Staff There are forty-nine people on the staff, including the superintendent and two deputy superintendents (one of whom serves as classifications officer). There is a director of education, a teacher and a chaplain who spends twenty hours a week at the Reformatory. The rest of the staff is concerned with maintenance and custodial duties.

Treatment Programs There are many minimum security correctional institutions for men in the United States, but the Reformatory for Men is unusual because it is a minimum security institution to which young men are sent before it is possible to know if they are reasonably trustworthy or not. There is no screening process to eliminate the unstable man and the trouble-maker. About ninety per cent of the men participate in the honor system, which enables the men to learn to exercise self-control instead of being restrained by armed guards and high fences.

Case histories for each man are developed. There is a classifications

officer who knows each man well. All men are given Stanford Achievement Tests after they are admitted, because the Reformatory has a compulsory school (the average educational level of the men is fifth grade) and the tests determine the grade in which each man is placed. The education director also gives a series of tests periodically. These may include the California Mental Maturity and California Mentality, Personal Inventory, Vocational Interest, and Behavior Pattern Tests. In cases of inmates who have committed sex crimes or arson, psychiatric tests are given at Augusta State Hospital or Pineland Training School.

All physical work at the Reformatory is done by the men. Work assignments include carpentry, laundry work, shoe repair, painting, cook, dishwasher, waiter, general kitchen work, fireman, truckdriver, tractor drivers, truck helpers, plumbing and blacksmithing, hospital attendant, runner, storeroom helper, clothing room helper, sewing and clothing repair, house-keeping and janitor work, photography, electrical work, dairying, general farm work, teamster, piggery work and work crews in snow removal and improvement of grounds.

In recent years, many of the men have participated in work projects away from the Reformatory; they have made notable contributions to such areas as Sebago State Park.

Some men attend meetings of Alcoholics Anonymous. Group psychotherapy, led by the chaplain and the educational director, is being used to a limited extent at the present time.

Needs of the Institution as Expressed by the Superintendent

1. Additional personnel.
2. A study of the feasibility of allowing the men to live in barracks at work projects outside of the Reformatory. This would make unnecessary the transportation of the men back and forth to the Reformatory each day.
3. Increased public confidence in the type of youth usually sentenced to the Reformatory. This type can make a successful adjustment to society if he is given the treatment and confidence he needs.

State Prison in Thomaston*

Warden: Allen Robbins

*Much of the information concerning the State Prison was obtained from three articles by Peter M. Damborg in the Portland (Me.) Sunday Telegram, October 27, 1957, November 3, 1957, and November 10, 1957.

Physical Facilities The State Prison is Maine's only maximum security institution. The prison is surrounded by an old crumbling wall, built in 1853, which is now being replaced by a new nine hundred foot long, \$100,000 wall.

The men are housed singly in the central building in simple cells with prison-type plumbing facilities. With the exception of the farm, most of the prison facilities, such as the kitchen, dining room, and bakery, are housed in the central building. There is a fifteen-bed hospital, complete with operating room, X-ray room, and dental office.

An abandoned factory near the prison is now being remodeled to serve as a new retail store and showroom for products made by the men; this will replace the old wooden building that has been in use for many years.

Institution Population There are four hundred fifty men at the State Prison. The average age is 31. Twelve of the men are 19 or under; fifty are between 20 and 24; thirty-five are between 25 and 29; and twenty-six are between 30 and 34; and three hundred twenty-seven are over 34. They are men who have committed serious crimes; many of them have served several terms. About one-third of the present prison population has been in prison before. Almost two-thirds of the men can be expected to keep out of prison after they are paroled.

Staff There is a staff of eighty-four at the State Prison, including fifty-two guards.

Treatment Program There is no psychological testing program at the State Prison. When men arrive at the prison, they are segregated for fourteen days to permit orientation and to allow the classifications officer to secure background information on each case. The only other form of segregation at the prison is of those recalcitrant men who are put in solitary cells and fed only bread and water for five days. There are no facilities for separating the younger men from seasoned criminals or for segregating sex offenders, who comprise about one-third of the prison population.

Every man is given some kind of job; there are thirty types of trades and crafts. Almost all of the construction and repair work in the institution is done by the men. They landscape the grounds, work on the prison farm, tend boilers, make the state's automobile license plates and tags, do carpentry, masonry, and plumbing, and reupholster, refinish, and make new furniture. They also paint signs, make bricks and cement blocks, refit engines and operate their own print shop. There are shop-keepers, librarians and barbers.

Plans are being made, in coordination with Civilian Defense, to form a fifty-man fire-fighting crew at the prison to stand by for action anywhere in

the state. The possibility of manning a heavy rescue truck for use in emergencies outside the prison is also being considered.

The 98th Legislature provided funds for the hiring of two chaplains and two full-time teachers, but none has been hired yet. There is no classroom space. An educational program is badly needed: of the 450 men at the prison, only eleven had graduated from high school and three from college. Plans for an educational program indicate that the classes will be held in the evening, and that the first step will be to organize an elementary program, and later add junior high and high school courses to it. Some men take correspondence courses.

After arising at 7:10 a.m., the men have a work period in the morning and in the afternoon. They have supper at 3:45 p.m. and then return to their cells at 4:25 p.m., where they must remain until morning. They may participate in yard activities on Saturday afternoons, Sundays, and holidays. The activities available to them include basketball, paddle tennis, horse-shoes, and weight-lifting. Movies are shown on Saturday afternoons, and Sunday mornings and afternoons. There is a 4000 volume library and two canteens.

Needs of the Institution as Expressed by the Warden

1. A separate institution for sex offenders, with an adequate medical-psychiatric staff.
2. Additional guards.

Additional Correctional Facilities

Juvenile Detention Center It is often necessary to hold a child in custody for one night or for many days and nights before the court can act on his case. Because Maine has no adequate juvenile detention facilities, these children are often confined in a county jail that is poor enough environment for adult criminals, in a city farm, or in other equally unsuitable places.

Detention is the first step in the treatment process. Impressionable children and youth should not have their difficulties further aggravated by jail experiences. Instead, a detention center should serve as a shock absorber for the disturbed child, and the period should be used to good advantage to observe the child in a controlled environment and to gain useful information on his behavior patterns.

Because it is unlikely that Maine's sixteen counties will establish adequate juvenile detention facilities, the only solution seems to be the establishment of one or two state juvenile detention centers in Maine, to which children from all over the state could be sent. If a new admission and treatment service building is constructed at the State School for Boys in South Portland, it might be possible to add to it a juvenile detention wing, thereby allowing one professional staff to serve both facilities.

Such a detention center should provide constant supervision, individual guidance and full and varied school and activities programs. Although the children would be retained for only brief periods of time, this interval could be used for psychological and psychiatric study of the child.

Youth Board In Maine, the Parole Board has the authority to grant or revoke all paroles from the training schools, the reformatories and the State Prison. Maine is one of the few states that permits the same board to parole juveniles as well as adults. This is generally considered an unwise procedure because the problems and methods of treatment of juvenile and adult offenders differ to such a large degree.

As a means of improving this procedure, the Parole Board is called the Youth Board when it is considering an application for release from the State School for Boys or the State School for Girls. It might be time now, however, to give consideration to the establishment of a separate Youth Board, composed of persons with experience with juveniles.

County Jails The county jail is the only place of confinement for the youthful offender in the 18 to 25 age group awaiting trial. Placing him in the county jail means that he is immediately placed in close contact with various kinds of criminals, often without any competent supervision. The results of this kind of treatment can be disastrous and ineradicable. For this reason, it might be advisable to consider means of providing adequate supervised detention facilities for this group in the county jails.

The incidence of 18-25 year olds serving terms in the county jails is another facet of this problem that needs to be studied. It is possible that the needs of many of these young men could be better met in the Reformatory for Men than in the county jail.

OTHER APPROACHES TO PROVIDING CONSTRUCTIVE TREATMENT FOR THE YOUTHFUL OFFENDER

The continued improvement of state training and correctional institutions, so that they will be equipped and staffed to do their primary task of rehabilitation, is an important goal that must continually be kept in mind by both the public and the legislature. It is important to remember, however, that commitment of a youthful offender to an institution is usually a last resort

in the treatment process. Before a youth is sentenced to an institution, he may have come in contact with several agencies that have attempted to direct him toward a normal life. It is often because these agencies have not had effective programs or resources that institutional commitment is necessary. It might be advisable, therefore, for the League of Women Voters of Maine, in its efforts to provide constructive treatment of youthful offenders, to direct its attention to those agencies which deal with the offender before he reaches the institution, or which deal with children who have not broken the law but who manifest problems which may result eventually in delinquency if not remedied. By so doing, the League would be concentrating on the preventive aspects in the field of youthful delinquency. It is with this possibility in mind that the following constructive approaches to the problem of the youthful offender are suggested.

Child Welfare Services One of these approaches is through strengthening and expanding the child welfare services offered by the state. The prevention of delinquency through the revitalization of family living may be partly a function of general education. Services directed to helping individual children and their families, however, should be available to everyone. The White House Conference of 1940 recognized that "responsibility for the care of children centers in the family. Social services furnish the means by which society helps to meet the special needs of children whose well-being cannot be fully assured by their families and by those community services that are intended for all children alike. The primary objective of child welfare service is to provide for every child who has some special need, whatever assistance and guidance may be required to assure him security and protection, within his own home if possible, and opportunity for his growth and development."*

There are in Maine three private social agencies which offer family and children's services: The Portland Child and Family Services, the Lewiston-Auburn Catholic Bureau of Social Service, and the Bangor Family Society. The New England Home for Little Wanderers offers child-placing and adoption services with offices in Waterville and Caribou. These private agencies serve a limited number of people living primarily in urban areas. Child welfare services provided by the state cover the entire state, and are administered by the Maine Department of Health and Welfare through its Division of Child Welfare.

Public child welfare programs include casework services to children and their families in their own homes aimed at the prevention of neglect, dependency, or delinquency, foster home placement and supervision for children who cannot remain in their own homes, services to unmarried mothers and their babies, adoption services, and the licensing of foster homes in which

*Children in a Democracy, General report adopted by the White House Conference on Children in a Democracy, January 19, 1940, Washington, D.C. p. 63.

children are boarded privately. In addition to the above services, Maine is also providing, on request of the Superior Court, social investigations relating to the disposition of custody in divorce cases.

The traditional responsibility of the Division of Child Welfare is the care of neglected children committed to the custody of the state by the courts. There were 2073 committed children in the state's care on September 30, 1957. There were also, on the same date, 76 children accepted for temporary care for whom adoption was anticipated. In addition, 54 dependent children requiring foster home placement were receiving service through the Division of Child Welfare but financed by the Division of General Relief.

In addition to these 2203 children receiving care outside their own homes, the Division of Child Welfare, on the same date, was giving casework service to 1081 children in their own homes. Federal funds are available to states for services for the protection of neglected and dependent children, and children in danger of becoming delinquent. Each state receives a flat grant of \$33,333 and an additional grant in proportion to the number of rural children under eight years of age in the state. Maine received \$90,169 in federal funds for 1957-58. These funds are used for the salaries and expenses of providing service. The total state child welfare budget for the current year, exclusive of the federal funds mentioned above, is \$1,500,554. It is important to note that the separate direct assistance program of aid to dependent children, which is established through federal grants-in-aid, is administered by the Department of Health and Welfare through the Division of Public Assistance.

Referrals to the Division of Child Welfare come from various sources, including city or town welfare departments, selectmen, health officers, police and sheriff departments, schools, other social agencies, attorneys, physicians, the courts, and citizens generally.

The Division of Child Welfare is headed by a director of child welfare. Other central office personnel include a consultant to private agencies, whose principal duties are licensing of private agencies and institutions, and giving consultant services to private agencies, a staff development consultant responsible for the development of in-service training programs for the staff, and a psychologist. These three positions are currently vacant, primarily because the salaries for these positions are too low. In order to recruit successfully professionally qualified people for these positions, the salaries must be substantially increased.

The state is divided into eleven child welfare districts with the field staff operating from district offices, headed by district supervisors. There are now seven district supervisors, two casework supervisors, and fifty child welfare workers. There is one vacancy for a child welfare worker. Weekly salaries for child welfare workers start at \$63. with a maximum of

\$78. Salaries for supervisors start at \$72. with a maximum of \$102, depending on classification. All of these salaries are subject to an increase of approximately four and one-half per cent on July 1, 1958.

The qualifications for child welfare workers are graduation from a four-year college or university, preferably with specialization in the social sciences, or a successful completion of a minimum of two years of education in a recognized college or university and two years of experience as a teacher, nurse, or social worker, which involved the contact of individuals or families on a case-by-case basis. Qualifications for the two classifications of child welfare supervisor are graduation from a four-year college or university with specialization in the social sciences, supplemented by graduate level training in an approved school of social work with courses in child welfare, and experience in child welfare work.

It is important to note that as the number of children receiving service in their own homes increases, there is a significant decrease in the number of children needing placement away from their own homes through commitment to the state department. During the past five years, the number of committed children has decreased from about 2500 to about 2000, while the number of children receiving service in their own homes has increased from 500 to over 1000.

There is probably a variety of factors which have contributed to the decrease in the number of committed children. Some of these are broader Old Age and Survivors Insurance benefits, increasingly strengthened services in the Public Assistance program, an increase in early placement of children for adoption, and better economic conditions generally. It seems reasonable to believe, however, that the programs of services to children and parents in their own homes are contributing to the strengthening of family life. Family breakdown which may result in separation and commitment of children is thereby prevented.

Greater effectiveness of this preventive aspect of child welfare services can be realized by strengthening in-service and staff development programs, and by increasing the number and opportunities for training of child welfare workers and supervisors. In recent years, there has been progress in this direction which has undoubtedly contributed to the decline in the number of commitments. Experience indicates that the more adequate the provision of services, the greater is the conservation of financial and human resources.

As a means of making a greater contribution toward the prevention of youthful delinquency, the services of the Division of Child Welfare could be strengthened and expanded so that more referrals to the division could be made of children and their families who are in need of treatment. This would make

possible the early detection and treatment of more children with potential difficulties, thereby preventing such children from developing the more serious problems that are difficult and expensive to treat. For example, such expansion would allow schools to refer to the division those children who manifest symptoms amenable to casework treatment.

In order to expand the division's services in such a manner, however, it would be necessary to create community awareness of the availability of such services and community willingness to utilize them. Most important of all, the appropriation for the Division of Child Welfare would have to be considerably augmented to provide effective services of this kind, for increases would have to be made in staff, salaries, travel funds, training programs, and other administrative costs.

Domestic Relations Courts One of the principal agencies concerned with the rehabilitation of the offender is the court. Improvement of judicial procedures to better equip the courts to cope with the social problems brought before them is a generally acknowledged need in the State of Maine. Students of juvenile delinquency in other parts of the country have for many years advocated and urged the establishment of a family court with a separate division for children's cases. This suggestion is based on the belief that if children come into conflict with the law, the family should be studied. It is also based on the belief that social problems could be better and more quickly solved if one court were concerned with family matters, instead of the three courts in our state which are responsible for various aspects of family problems. In Maine, the municipal court, the probate court, and the superior court, as well as the trial justices, are responsible for separate parts of family difficulties. By far the greatest volume of cases, however, falls in the divorce category, for which the Superior Court alone is responsible.

Judge Harry A. Fisher of Chicago outlines the advantages of a family court as follows:

"The advantages of having such a court are in the main the possibility of establishing a social-service department in connection with it, which is required to make investigation of cases and, when possible, to avoid bringing these matters before the court, either by effecting reconciliations or by obtaining voluntary contributions for the support ordered for the families, and to look after a proper collection of the money ordered for the support of wife or child. A separate court for these matters also develops expertness on the part of the judge who is assigned to preside over it. It separates these cases from the other cases that are usually brought before the criminal branches of the court, and, above all, it makes possible the treatment of these cases from a social point of view. The proceedings are less formal, and the court is not limited to the trial of bare issues of fact. It is in a position to call to its aid the numerous private social agencies which exist in the city and which

are able to help solve many domestic problems. In fact, our court has become much more a great social agency than a court. The judicial power is resorted to only where coercion is necessary."*

Although the value of assigning both juvenile and domestic relations cases to one court is appreciated by judicial authorities in Maine, it is generally considered impracticable because of the rural nature of the state. It is necessary that juvenile cases be assigned to a court that holds frequent sessions, and yet the volume of cases would not warrant having a family court in each locality. Some states have established family courts on a district or regional basis as an answer to this problem.

The solution that is being advanced in Maine at the present time is to continue the assignment of juvenile cases to the municipal court and to assign all other domestic cases to a newly created domestic relations court. In its January 30, 1957 report, the Maine Judicial Council recommended that all domestic relations problems invoking civil remedies, including that of divorce, be transferred from the Superior Court to the Probate Courts, with progressive attention toward the counseling and family discord analysis as an adjunct to the Probate Court system. The advantage of this proposal is that it does not recommend the establishment of an entirely new court; instead, it proposes to make the maximum use of the Probate Court which is located in each of Maine's sixteen counties.

Objections to this proposal have been raised, however, by some who believe that because the Probate Court's present assignments consist of the probate of wills, the administration of estates, and related matters, it would not be feasible to combine this kind of assignment with the social problems involved in domestic relations cases. Other persons have objected to the assignment of domestic relations cases to the Probate Court because probate judges are the only judges in Maine who are elected, not appointed, and there is no guarantee that judges qualified to aid in the solution of complicated family problems would be elected. There is the possibility, however, of providing in the law for the appointment of Probate Court judges. Still other persons have objected to the proposal assigning domestic relations cases to the Probate Court on the grounds that it would leave the Superior Court with too light a caseload.

Juvenile Court Many of the principles set forth in the Standard Juvenile Court Act, which represents the best thinking of the U. S. Children's Bureau, the National Probation and Parole Association, and numerous juvenile court judges, are carried out in Maine's juvenile court laws.

*Quoted by Bernard Flexner, Reuben Oppenheimer, Katherine F. Lenroot, The Child, The Family and the Court, U. S. Children's Bureau Publication, No. 193 (rev. ed., 1933). p. 14

Because Maine's juvenile courts are actually municipal courts sitting in juvenile sessions, however, Maine does not have juvenile court judges with special qualifications and training for juvenile court work, which is one of the most important features of the Standard Juvenile Court Act. To obtain this kind of judge, Maine would have to have a separate juvenile court system operating on a district court basis. Some states have had success in establishing separate juvenile courts in only the larger urban areas.

Recommendations for a separate juvenile court system in Maine have been received with little enthusiasm because of the cost for such a system and because, in the opinion of many people, the need for such an improvement has not been proven. If a separate juvenile court system is not possible for Maine, it might be feasible to increase the municipal court judges' understanding and knowledge of juveniles by making available to them seminars led by authorities in this field.

Youth Authority Since 1941, when California began to experiment with its Youth Correction Authority Act, a number of states have rewritten their legislation concerning the delinquent, following a similar pattern of a more fundamental approach to the delinquency problem. The trend of this legislation is (1) to increase jurisdiction to take in a larger segment of the juvenile population; (2) to concentrate effort on the area of prevention and early aid to the potential offender; and (3) to add new services for the delinquent and make more effective use of the child study and treatment resources already available. The agency responsible for the administration of such a program is often called a Youth Service Board or a Youth Service Division.

Proposals have been made to establish a similar agency in Maine as a means of preventing and treating delinquency, but opponents have argued that, at the present time, the establishment of such an agency is not what Maine needs. Opponents of the proposal believe that such an agency can be only as effective as the available resources. Strengthening of the basic services now in existence in the state is far more important than superimposing another agency on top of them.

Youth Councils Proposals have also been made to institute a system of regional or district Youth Councils in Maine. Such councils have made excellent progress in other states. The purposes and methods of operation of this state-aided program would include the following:

"A community youth commission (or council) may be defined as a citizens' organization, the purpose of which is to serve as a channel for cooperative community study, planning, and action; to coordinate the work of existing services; to eliminate duplication or unnecessary activity; to locate unmet social needs and see that they are met; to stimulate preventive and

remedial measures; to improve the quality of community services; to promote public understanding of needs and resources; and to develop an increasingly effective program of community services through the most efficient application of community resources to the health and welfare needs of all children and youth, "*.

There are in some Maine communities locally-financed organizations with similar purposes which focus their attention on total community needs. These are sometimes called Community Councils or Councils of Social Agencies. The strengthening of these groups could contribute to the improvement of services to meet needs of children, youth, and their families.

Services for There is a great need for the development of programs in
Older Youth communities that will prevent young men and women in the 18-25 age group from becoming criminals. For instance, employment opportunities for the unskilled, the dull and the inept should be expanded. Adult education programs directed to this group would be helpful. Most community recreational programs are not beginning to meet the needs of the 18-25 year olds.

Police The police, of course, play an important role in the preven-
Services tion and control of delinquency. In recent years, there has been an increasing use of training programs for police workers that provide officers with an excellent back ground for work with young people in their local communities. There might be a possibility of developing such a program at the University of Maine.

Schools The importance of the school as a front-line defense
 against delinquency and the waste of human resources through personal difficulties is becoming increasingly recognized. The schools have early and continued contact with all children in the community during many of their formative and vulnerable years. The earlier the child with adjustment problems is spotted and referred for consultation, the more amenable he is to treatment.

It is acknowledged that the school's primary responsibility is to educate, but education can not proceed effectively if a pupil has emotional and personal adjustment problems. The aim of education and counselling is to encourage change in a pupil so that he may live more effectively. This points up the school's responsibility and opportunity for identifying and evaluating a child's adjustment difficulties. The school cannot carry out this responsibility without specialized personnel who can plan treatment outside the classroom or make referral to appropriate community resources. Too

*A Community Organizes for Youth: A Manual for Community Planning Revised. Youth Conservation Commission, State of Minnesota, 1949, p. 4.

often we are faced with problems multiplied to the point of no return, yet whose beginnings were evident many years earlier. Studies show that about one-third of the men committed to the state reformatory and prison have had previous confinements in correctional institutions. This is a specific fact, but there are no complete statistics to show the number of lives that have been misdirected because of family conflict and unsatisfactory experiences for which there was inadequate help or none at all.

Essential to a program of prevention of delinquency is the employment by each local school system of at least one school adjustment counsellor who works with children and their families when difficulties in the school experience develop. This supplements the contribution of the teacher and other school personnel and is carried out in cooperation with them. The services of the school adjustment counsellor, as one of varied resources to prevent delinquency, are the same that are needed to help all children who are going through unsettling experiences that prevent them from developing their individual capacities constructively. In a special report to the Massachusetts legislature in December 1957, the Massachusetts Youth Service Board pointed out that the success of a School Adjustment Program is determined by the quality of personnel employed and that the education offered by graduate schools of social work provides the necessary training in specialized skills.

In Massachusetts, the School Adjustment Program developed out of the Massachusetts Youth Service Board's recognition that the potential delinquent or poorly adjusted child could be identified in the early school years when treatment should be enlisted for him. It is economy in both financial and human values. Legislation passed in August 1955 authorized a yearly reimbursement of \$4500 for the first such counsellor and \$2250 for each additional counsellor employed by a city or town in accordance with a plan approved by the State Department of Education. Similar measures are being used in other states to focus attention on this important basic service. Its potential for Maine should be evaluated as part of the network of resources needed not only to reduce delinquency but to help any child in need of specialized counselling services.

Probation and Parole The continued improvement of Maine's statewide system of probation and parole is a goal that must be kept before the public and the legislature. The effectiveness of an excellent probation and parole system in keeping young people out of institutions and in aiding in the adjustment of people released from institutions is unquestioned. With the establishment of a statewide system in Maine, the state has begun to realize the potentialities of effective probation and parole. In the near future, these services will need to be expanded. One of the most crucial needs is for the addition to the Division of Probation and Parole of psychological and psychiatric services.

* * * * *

It is hoped that this discussion of treatment offered the youthful offender in Maine and the suggestions offered for improvement will serve to stimulate an interest in this important area that will result in a concerted effort to secure a more effective program.

1. What do you believe to be the leading causes of youthful delinquency? Do these causes differ in Maine from other parts of the country?
2. How serious is the problem of youthful delinquency in your community? Is there a particular age group that is more in need of assistance than others? In attempting to answer these questions, it might be helpful to talk to your municipal court judge, police officials and others concerned with youth in your community.
3. What is the primary purpose of a training school?
 - a. Do you believe that the State School for Boys and the State School for Girls are fulfilling this purpose?
 - b. What suggestions do you have for improving the program and facilities of these two schools?
4. Considering the age group that predominates at the Reformatory for Women and the Reformatory for Men, what is the special function of these two institutions?
5. What do you believe to be the chief problems in the administration of the Maine State Prison? What are some of the difficulties in developing a treatment program at this kind of institution?
6. What suggestions do you have for increasing public understanding and support of Maine's training schools and correctional institutions?
7. Have you visited your county jail? How would you evaluate its facilities?
8. Do you believe the services offered by the Division of Child Welfare should be expanded? In what ways would such expansion contribute to the prevention of youthful delinquency?
9. Do you think that Maine courts are equipped to deal with the social problems brought before them? What suggestions do you have for improvement of court procedures?
10. Is there a need for a Youth Authority in Maine?
11. What steps could your community take that would contribute to the prevention of crime in the 18-25 age group?
12. What role should the schools play in the prevention of youthful delinquency?
13. What kind of treatment of youthful offenders is offered by the Division of Probation and Parole?

28.

14. What do you believe to be the greatest need in the field of treatment of youthful offenders in Maine?

15. Can you suggest ways in which the League of Women Voters of Maine can be effective in securing improved treatment of youthful offenders?

- Beck, Bertram M. Five States (a study of the Youth Authority Program), American Law Institute, Philadelphia, Pennsylvania, 1951
- *Kvaraceus, William C. The Community and the Delinquent World Book Company, Yonkers-on-Hudson, N. Y. 1954
- California Youth Authority Biennial Report, 1955-56
California Youth Authority Quarterly Full file is kept in State Library. Note especially
 * Functions of a Youth Authority Board, Vol. 2 #2, Summer 1949
- Children's Bureau U. S. Dept of Health, Education and Welfare Publication #320-1947
Helping Children in Trouble
Helping Delinquent Children Pub. #341-1953
- * Child Welfare Services Pub. #359 1957
- * Institutions Serving Delinquent Children Pub. #360 1957
- Public Child Welfare in Wisconsin
Child Welfare Reports #7 1957
- *Kentucky Law Journal Domestic Relations - Family Courts, Fall 1957 Vol. 46, No. 1, College of Law, University of Kentucky, Lexington, Kentucky (pp 114-123)
- Report of the New Jersey Supreme Court's Committee on Juvenile and Domestic Relations Courts -- April 19, 1956
- Report of the Judicial Council of the State of Maine, January 30, 1957 (re Domestic Relations Courts)
- University of Pennsylvania Law Review Contemporary Developments in the Treatment of Youthful Offenders in the United States pp. 1080-1083, Vol 105 #8, June 1957
- National Association of Social Workers, 95 Madison Ave. New York 16, New York Would You Like to Do School Social Work, a pamphlet prepared by the section on School Social Workers, a recruitment pamphlet that outlines work and qualifications.

FILM

Massachusetts Conference of Social Work, 3 Joy Street, Boston, Mass. has a film (30 mm) on the School Social Worker which may be borrowed for postage but a qualified social worker must show it and be prepared to interpret it. Executive Secretary, Marendra E. Prentis

The film "The Face of Crime", will be available free of charge through the Prudential Insurance Company after March 24. This is a 16 mm film, with sound narrated by Austin McCormick.

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YOUTHFUL OFFENDERS IN MAINE



Prepared by

The League of Women Voters of Maine

January 1958



STATE OF MAINE
OFFICE OF THE GOVERNOR
AUGUSTA

EDMUND S. MUSKIE
GOVERNOR

March 3, 1958

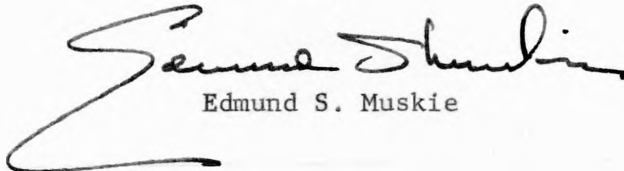
Mrs. M. A. Gleckman
127 Bradley Street
Portland, Maine

Dear Mrs. Gleckman:

This will acknowledge receipt of a copy of the new paper sponsored by the League of Women Voters of Maine entitled "Youthful Offenders in Maine." I am delighted to have it and commend the organization upon its interest, its enlightened evaluation of the problem, and the constructive suggestions contained in the paper.

With all good wishes, I am

Sincerely,



Edmund S. Muskie

ESM:md

INTRODUCTION

Background of League Interest For many years, the League of Women Voters of Maine has been concerned with securing improved treatment of youthful offenders. The adoption of a statewide probation and parole system in Maine in 1957 climaxed a League effort, begun in 1939, to secure improvement in this area. Continuing its interest in the complex field of services for the treatment of youthful offenders (25 years of age and under) and the prevention of offenses against the law, the League of Women Voters of Maine is now exploring other approaches in order to determine the areas of greatest need and those in which it may hope to bring about improvement. This preliminary paper includes a brief review of Maine's training and correctional institutions, and an introduction to other related services now existing or proposed. This paper is intended to serve as a guide to determining the direction of future legislative action.

Interest in Delinquency Juvenile and youthful delinquency has aroused growing concern across the nation in recent years. It is important to remember that in Maine a juvenile is legally defined as a person 17 years of age or under. The problems of children and youth in conflict with the law have attracted the attention of law enforcement officials, educators, social workers, judges, recreation workers, legislators, church leaders, and parents. Spectacular youthful crimes have created spasmodic widespread popular interest in delinquency. Local communities, states, and the federal government have explored the incidence of delinquency and various means of alleviation. Many studies of delinquents have been made in the attempt to discover the causes of delinquency, methods of successful treatment, and means of prevention.

Causes of Delinquency In studies made of the factors contributing to delinquency, some observers have pointed to the relationship between delinquency and such environmental circumstances as unsuitable housing, inadequate family income, insufficient opportunities for vocational guidance and training, and lack of recreational facilities. Examination of cultural and social patterns has produced evidence that behavior is influenced by the kind of educational goals society establishes, by the importance attached to the acquisition of material wealth, and by social attitudes glorifying youth and devaluating the aging.

Growing understanding of the role of family relationships in personality development has shed light on delinquent behavior. Studies of individual children and youth in trouble with the law have shown a significant relationship between anti-social behavior and families broken physically by divorce, separation, or death, or broken emotionally by hostility, insufficient parental motivation or immaturity.

Prevention of Delinquency Fostering the growth of healthy, well-adjusted children and youth who will become productive, law-abiding adult citizens is a positive approach to the prevention of delinquency. All children need provision for their adequate physical care; they need medical and dental care, including services for those with special handicaps, educational opportunities commensurate with individual abilities, opportunities for constructive use of leisure time, and healthy, wholesome family life. If delinquency is to be prevented, all of these areas must be strengthened to provide for the needs of every child and youth. Every effort must be made, too, to discover children with more than the normal amount of difficulties, so that they may be helped before delinquency occurs.

Community health, education, and welfare facilities and services, both public and voluntary, represent lines of defense against difficulties and unhappiness for children and their parents. Community agencies that reach the majority of children can help to stop difficulties before they begin, correct some as they appear, and keep children growing in the way they should in our society and in our times.

Treatment Authorities generally agree that a thorough understanding of the particular individual in conflict with the law is essential to a successful treatment program for him. The knowledge of the causes of the individual's anti-social behavior, an understanding of his special needs, and an analysis of his capacity to respond to various types of treatment serve as the basis for selecting his treatment and for effecting his rehabilitation. Community treatment through probation is indicated for many individuals. Training school and correctional institution care must be provided, however, for other offenders.

It is important to remember that the quality and effectiveness of service provided by both the correctional institutions and the social agencies depend on the training of their staffs, their experience and personal qualities. If positions are filled with untrained people, they should be selected for their ability and their interest in furthering their training and for their readiness to participate in in-service training and opportunities for educational leave.

18-25 Age Group There is a need to direct interest to the treatment of the offender in the 18 to 25 age group, for this group has received far less attention than juvenile offenders. It is, therefore, important to study and understand how this group is treated in our jails, reformatories, and prisons. It is also important to discover in what ways our communities could contribute to the prevention of crime in this group.

In Maine Maine has special characteristics which influence the structure, organization, and type of programs established

to meet the needs of its children and youth. Although Maine has some urban centers, many of its people live in sparsely populated rural areas. Although there is a considerable amount of industry in Maine, agriculture also plays an important role in the state's economy. The differences in the economic ability of towns and cities to provide complete educational and social services, and the desirability of providing uniform services for people living in widely scattered geographical areas must be kept in mind when consideration is given to the state level programs.

INSTITUTIONS

Philosophy The philosophy of an institution must depend on what the institution is expected to accomplish. A few administrators see the training school, the reformatory, and the prison primarily as custodial agencies, with the treatment function secondary. A few others regard the basic function of these institutions as educational and see the process of correction as an educative process. Leading thinkers in the field believe that the main purpose of institutional placement today is treatment. Training schools, reformatories, and prisons must be essentially treatment institutions, responsible for formulating a suitable program for each individual, based on a diagnostic evaluation of his or her particular needs. The goal is preparation which will fit the individual for a successful return to community living.

If, however, we accept the premise that the goal of institutions is the training, re-education, and rehabilitation of those individuals committed to them, we must remember that in almost every institution there is a sizeable number of individuals who are as yet beyond present-day complete understanding of the causes of their delinquency and beyond effective treatment. The size of this number is usually higher in adult institutions than it is in juvenile institutions, and the time and effort spent in controlling this group unfortunately restricts the time and effort available for treating the other individuals.

For treatment to be effective, certain basic requirements must be met by the institution. There must be, first of all, a competent and understanding staff dedicated to the institution's goals. In addition to the development of effective programs of religion, recreation, and academic and vocational education, there should be provided intensive treatment services, services usually performed by psychiatrists, psychologists, and social workers. Adequate preparation for the individual's return to the community must be provided. The physical facilities of the institution should be well planned and well maintained, and efforts should be made to create an understanding by the general public of the institution, its problems, its accomplishments, and its goals.

It is important that these basic requirements are kept in mind when we attempt to evaluate the five institutions in the State of Maine to which youthful offenders are committed: State School for Girls in Hallowell, State School for Boys in South Portland, Reformatory for Women in Skowhegan, Reformatory for Men in South Windham, and the State Prison in Thomaston. Most of the following information concerning these five institutions was obtained by members of the League of Women Voters of Maine from interviews at the institutions during the fall of 1957.

State School for Girls in Hallowell*

Superintendent: Miss Nellie French Stevens

Physical Facilities The newest building on the one hundred ten acre campus of the School for Girls in Hallowell is the Stevens Building, built in 1937. Every girl spends her first ten days at the institution in this building, thus making possible the effective practice of segregating the newcomer while she becomes oriented to the institution and while the staff devises a program for her. This building also includes hospital facilities, a doctor's office, a dentist's office, permanent housing facilities for a few of the girls, and a large room for parties and other special functions.

About twenty-two girls live in each of three cottages, all built before 1900. Each cottage has its own kitchen and dining room, and arrangement that not only gives girls experience in preparing and serving meals, but also duplicates family life as closely as possible. The single bedrooms are small, but comfortable and cheerful, and each cottage has a central recreation room, a piano, and a television set.

The school building, built in 1918, has large, well-equipped classrooms, and it also contains a gymnasium, an auditorium, a stock room, a laundry with modern equipment, and a four thousand-volume library.

Also on the grounds are the administration building, which is the home of the superintendent and several other staff members, two other staff houses, and the farm buildings.

Institution Population In November 1957, there were ninety-two girls at the School for Girls, ranging in age from eleven to eighteen. Girls between the ages of nine and seventeen may be committed to the school. A girl is committed in one of two ways. Either she is brought into court on a specific charge, such as shoplifting, destruction of property or a sex offense, or she is given a court hearing, usually on the recommendation of

*Much of the material on this institution was obtained from two articles by Frances G. Sawyard which appeared in the Portland (Maine) Sunday Telegram, January 5, 1958 and January 12, 1958.

a parent, guardian or police official, on the charge that she is in "manifest danger of falling into habits of vice or immorality." The majority of the girls are committed under the latter charge.

A girl is sent to the School for Girls only after an investigation of her home situation points to her removal from it as the best means of overcoming her problems. Girls are committed to the school for the remainder of their minority, but they may be released at any time with the approval of the Youth Board.* A girl rarely stays at the school for more than two years, because she is usually transferred for the latter part of her commitment to a private home where she receives her board, room and some spending money while she attends school or to a private home where she works for wages. Occasionally, she is transferred to her own family. From the time she is released from the school until she reaches her majority, she is under the supervision of the Division of Probation and Parole.

Staff There are forty-five staff members, including the superintendent and the assistant superintendent. The assistant superintendent keeps in close contact with the cottage personnel, checks incoming and outgoing mail, supervises the day placement program, and is available for counselling.

Other staff members include an educational director, six full-time academic teachers, instructors in sewing, crafts, and music, five housemothers, three assistant housemothers, six housekeepers, a stockroom clerk, laundry supervisor, nurse, three-man farm staff, painter, carpenter, two firemen, three maintenance men, a watchman, three clerks, a clerk-stenographer, a custodian of girls' accounts, and a psychologist who spends one day a week at the school giving tests.

A social worker who was formerly on the school staff is now affiliated with the Division of Probation and Parole, but she continues to reside at the school and to be closely identified with it, because much of her work consists of home investigations for the girls committed to the school. Also on call are a physician and a dentist, who visit the institution twice weekly to conduct periodic checkups.

Treatment Program Each girl at the School for Girls is accepted as an individual, and the plan worked out for her by the staff is based on her needs and capacities. Most of the girls at the school have not committed serious offenses but have, instead, become involved in difficulties that may result from the kind of environment in which they were raised. What the girls at the School for Girls need most is love and emotional security, and

*The Parole Board is entitled the Youth Board when it considers applications for release from the State School for Boys and State School for Girls.

it is a measure of the school's success that these are found at Hallowell.

Since the majority of the girls are fourteen or more, the educational program begins with the seventh grade, but there is a refresher program for those not ready to do junior high school work. The institution's school goes through the eleventh grade, offering both college preparatory and commercial subjects, along with music and art.

Every girl at the school spends part of her time working. No girl remains on any one job throughout her stay at the institution, and all of them receive some training in cooking and sewing. They receive what amounts to a highly practical course in home economics, even though the subject is not part of the regular school curriculum. In the summer, girls inclined to farming do much of the gardening and haying.

Many of the girls are allowed to earn money through a program which permits them to do day work for families in the Augusta-Hallowell area. The girls are allowed to attend community churches and concerts. Such activities as piano lessons and recitals, dramatics, a school magazine, prize speaking contests, and teas give the girls an opportunity for self-expression and personal recognition.

Needs of the Institution as Expressed by the School for Girls, its aims and accomplishments. There is a need for more public education concerning the Superintendent. There is a particular need for citizens to accept the girls when they are released from the school and to help them make any necessary adjustments. It is important to remember that the key phase of the rehabilitative process is the three to six month period after the girl returns to the community.

State School for Boys in South Portland

Superintendent: William H. Hughes

Physical Facilities Although the trend in other parts of the country is toward decentralization of the facilities of the training school, because such decentralization makes possible a more flexible and constructive program, most of the facilities at the School for Boys are housed in one main building, built in 1850. This building, which is clean and freshly painted, contains administrative, business and clinical staff offices, apartments and rooms for the superintendent and other staff members, laundry, central kitchen, storage facilities, store house, chapel, infirmary, detention room, two cells, automotive mechanics shop, manual training shop, maintenance shop, canteen, dental office, auditorium, and dining room for staff.

The boys live in four barren cottages, built in the 1890's. On the lower floor of each cottage is a kitchen used only for breakfasts, a dining room and a room for group living. On the second floor, there are inadequate family living facilities for cottage supervisory personnel. On the third floor is an open sleeping room where forty to fifty boys sleep in beds that are about two feet apart, and in some instances touching each other. In this connection, it is important to note that authorities in the training school field believe that living groups in training schools should not exceed a maximum of twenty students, even when they are fairly homogeneous. Smaller groupings of twelve to sixteen, or even lower, are desirable for either heterogeneous groups of children or groups with serious personality disturbances.* By necessity, all groups at the School for Boys are heterogeneous, presenting a most undesirable custody situation.

A central school building with six school rooms is in good condition, as are the farm buildings.

A new gymnasium is being built with money appropriated for this purpose by the State Legislature. \$82,000 is available to construct and equip a central kitchen and to construct and equip a connecting building for congregate dining for boys and staff, but these funds may be insufficient.

Institution In November 1957, there were one hundred forty-two boys
Population at the State School, all between the ages of eleven and eighteen. In January 1956, there were only eighty-one boys at the school; in January 1958, there were one hundred sixty-seven boys. In the past two years, there has been a one hundred per cent increase in population and the school is 67% overcrowded, a significant figure in a school that should accommodate one hundred boys within existing facilities.

In understanding the kind of boys committed to the School, it is important to keep three facts in mind, according to Superintendent William H. Hughes. The first is that the State School is in effect the last resort for delinquent boys who have defied the treatment offered by other agencies. Secondly, the better the treatment offered by other agencies, the more serious are the problems of the boys ultimately sent to the State School. Third, and perhaps most important of all, is the fact that the School is a public agency and cannot control its intake, either by number or by type of individual received.

There has recently been an increase in the number of emotionally disturbed boys admitted to the School for Boys, a trend noticed also in other parts of the United States. This reflects, in part, the increasing awareness by community agencies of the meaning of certain kinds of behavior and an

*American Psychiatric Association, Training Schools for Delinquent Children (Washington, D. C., 1952), P. 19.

accompanying recognition of the desirability for treatment of this behavior.

It is expected that the population of the School for Boys will continue to rise in the years to come, partly due to the general population increase and partly due to more effective detection and early commitment of boys in need of treatment services. As the upward trend in the population of the School for Boys continues, there must be a corresponding growth of plant, personnel, program and appropriations. In that living facilities have not been increased, it is difficult to take corrective measures in adjusting the behavior pattern of the boys. If this growth does not take place, a constructive rehabilitation program will be impossible.

Boys are committed to the School for Boys for the remainder of their minority and may be released by the Parole Board upon the recommendation of the Superintendent upon advice of the Classification Board. A boy's progress at the School and the community's ability to accept him after his release determine the length of his commitment.

Staff

There is a staff of fifty-nine full time employees and seven part time employees at the School for Boys, divided into four categories:

1. Administration: There is a superintendent, a deputy superintendent and a secretary. The deputy superintendent supervises all custodial and clinical activities. There are two part-time chaplains, one Catholic, one-half hour every other week, and one Protestant, twenty hours per week.

2. Cottage life and treatment services:

(a) There are thirty full time employees and one part time employee who supervise the cottages and the cottage activities.

(b) There are two full time nurses, two clerks responsible for maintaining boys' records and one psychiatric social worker. The addition of a clinical psychologist to the staff has been authorized, but this vacancy has not yet been filled. If a boy is in need of treatment or observation by a psychiatrist, it is necessary to send him to the Augusta State Hospital.

3. Education and training: There are six academic teachers, two vocational teachers, and one part-time athletics teacher. All of the teachers are certified.

4. Business and plant operations: There are eighteen full time employees and two part time employees in this category.

Treatment Program

The School for Boys is developing a treatment program that presently includes, in part, academic schooling, vocational instruction, group instruction in youth adjustment, individualized counselling services, social case work, occupational therapy, guidance in cottage living, work opportunities, organized recreation, religious activities, medical and dental care. Although all these areas are included in the treatment program, additional staff is needed to make full use of them.

From the time a boy enters the School until he leaves, he is constantly guided on an individual basis. His treatment plan is reviewed continually by the staff in case conference. Material is gathered from the agency responsible for committing the boy to the School and from his home community so that the School staff may better understand the boy and devise a treatment program on an individual basis, pointing toward his release to the community. The School has a diversified classification program; each boy is tested with the Wechsler, Achievement and Vocational test batteries and, when necessary, with projection-type testing. A classification board, composed of staff members, directs and determines each boy's progress towards release and recommends to the Superintendent, who in turn recommends to the Parole Board, an after-care program on the community level. Supervision of the boy and fulfillment of his obligations after release from the School are the responsibilities of the Department of Probation and Parole.

The atmosphere at the School for Boys is as permissive as is consistent with the safety of the boys under care. This does not mean a lack of controls. It means the application of methods to bring about positive results, instead of reliance on custody or punitive practices to bring about conformity. The boys are allowed several privileges, such as belonging to the glee club, watching television, participating in camping trips, purchasing from a canteen and visiting their homes on weekends following their sixth month at the School. Home visits are a start toward an intelligent attempt at trial placement prior to release. The retraction of privileges is a disciplinary method used at the School.

The School has a comprehensive guidance program started for both vocational and academic education. In the academic system, the classes range from an Opportunity Room, which boys of fourth-grade level and below attend, through the tenth grade. There are three vocational trades courses: manual training for the younger boys, building trades for the older boys, and an automotive mechanics course. Training in farm work is also provided.

Boys do much of the work at School, in farm, maintenance, laundry, food preparation, and house-cleaning duties, but this kind of work should not be allowed to interfere with the treatment program.

Because so much of the boys' time is necessarily spent in the cottage, in dressing, eating, sleeping and playing, the cottage should be a major observation and counseling center, but this is a difficult goal to achieve at the School for Boys, due to the cramped cottage quarters and the shortage of personnel.

The treatment program at the School is beset with other limitations

which prevent it from extending to meet the needs, or the intensity of these needs, in many juveniles. For example, it is impossible to program objectively for the severely disturbed boy who requires intensive psychotherapy. It is also impossible to give adequate training to those youngsters who are seriously retarded academically, because the staff does not include a teacher trained in this special skill. About ten per cent of the boys at the School are mentally retarded. This percentage figure fluctuates according to population.

Approximately twenty per cent of the population at the School for Boys is composed of boys who have been returned to the School for replacement or violation. Many boys released to their homes should be Foster Home Placements; however, boys between 11 and 17, unable to earn their own keep, are difficult to place and good Foster Homes are extremely difficult to find. Nine to ten months is the average length of a boy's stay at the School. To continue longer at the School would in all instances go beyond the present program, plant facilities and staff.

Needs of the Institution as Expressed by the Superintendent

1. Equipment: An admission and treatment service building that would allow the incoming boy to be segregated while he becomes adjusted to the School and while he is being studied by the staff. Additional cottages to house the boys and remodeling of the present cottages. An additional vocational shop for woodworking, to be attached to the automotive mechanics shop, which is to be constructed in the coming year. A sewerage disposal system. Gymnasium and playground equipment and supplies. Dental equipment and supplies. Staff housing for key personnel. Additional land adjacent to the School. Security rooms for use of aggressive boys.

2. Personnel: A part-time psychiatrist, two social workers, two full-time recreational supervisors, one maintenance mechanic, one stationary fireman, one clerk typist, one cook, five cottage personnel, two counselors to control reception, orientation and detention facilities. These personnel needs are for existing plant facilities and do not take into consideration possible future growth of the School.

3. Program:

(a) Expansion of diagnostic clinical services and establishment of research services and personnel.

(b) More adequate preparation of the family and the community before the boy is released from the School

4. Community relations: A citizen's advisory board, which would act

as a consultative group to the Superintendent and which would represent all areas of the state. Such a board would be a means of interpreting the School program to the public, of creating support for program development and of dramatizing the fact that the public needs to be concerned about the welfare of the children in training schools.

Reformatory for Women in Skowhegan

Superintendent: Miss Chastine Kelley

Physical Facilities

The Reformatory for Women, established in 1916, consists of four buildings for housing inmates, an administration building, staff house and farm buildings. There are two hundred eighty acres of land. Each of the resident buildings has its own kitchen and dining room, thus affording opportunity for training in food preparation, an important phase of the program. In the Receiving Cottage are rooms for twelve inmates, three isolation rooms, and two matrons' rooms. Stevens Building, three floors, has forty-three inmate rooms, six matrons' rooms, recreation rooms, modern central laundry, spacious sewing room, chapel, and central library. Damon Building has fifteen inmate rooms, three matrons' rooms, recreation room, small laundry, and a large sunporch. The Hospital Building, built originally for a maternity hospital but no longer used as such, is a minimum security building with a capacity for thirty inmates, seven matrons' rooms, class rooms, craft rooms, recreation rooms, medical and dental rooms, sun room, eight-bed infirmary, and three private sick rooms. The Administration Building, in addition to offices and rooms for some staff members, has space used for storage of institutional supplies. The buildings are in good condition, although constant repairs are necessary.

Institution Population

In November 1957 there were seventy inmates at the Reformatory for Women. Commitments to the Reformatory are between the ages of sixteen years and forty years and for an indeterminate time up to three years. As in most women's correctional institutions, the majority are committed for moral and social misdemeanors rather than for violent crimes. All women above the age of forty must be sentenced to the Maine State Prison but women sentenced to the State Prison live at the Reformatory as there are no quarters for female prisoners at Thomaston. The average age of the women presently at the Reformatory is twenty-three years; I. Q. 's range from 51 to 138 with the average about 87; school grades completed average the 8th; 50% are married or have been. In recent years, the most marked change in the commitments is the lack of employment records and the increasingly indifferent attitude toward work and toward the assuming of home and community responsibilities.

Staff

The staff consists of thirty-nine people including the superintendent and assistant superintendent. Of this number twenty-one are matrons, five are teachers and instructors. Other personnel include a registered nurse, clerical workers, part-time music instructor, doctor and dentist who hold weekly clinics, maintenance workers,

and farm workers. There is always need for trained personnel but because of lack of opportunity for previous training by applicants, this need has to be met by an in-service training program.

Treatment Program While in the Receiving Cottage, family and social information is secured concerning the woman and discussed with her as is her version of her past history. Her commitment is discussed as well as her needs which may be attended while at the institution; a beginning is made in the planning for her institutional training and treatment to meet her particular needs. A physical examination is made at this time, and periodically during her stay; the physical condition of admittances is generally poor and considerable medical, dental, and dietary attention is required. There are many cases of defective vision and glasses are supplied. Chest X-ray clinics are held yearly with follow-up where recommended.

Considering the fact that slightly more than 50% of the women committed are already mothers, much emphasis is put on training for homemaking. Each is helped to make a practical plan for her future based on her individual needs and resources. Instruction is given in general housework, cooking and dining room work, laundry and sewing, in addition, some do garden work and stock-room work and are nurses' aides. All are required to attend classes in home economics, nutrition, arts and crafts, and adult education. Emphasis is placed on child care and family living, home management, use of community resources, and home and community responsibilities. Courses of study in these groups are flexible to meet the needs of the varying types and mentalities of the women enrolled. Stress is put on the acquiring of habits of courtesy, cooperation, and reliability.

Ample time is provided for recreation and encouragement is given to the developing of interests and skills that will take care of future leisure time in a proper manner. Each building has a radio, victrola, and television set; in each building are books and current magazines. The central library is available to all. There are group music programs and a choir. Church services are held each Sunday afternoon and Catholic services once each month. Inmates are outdoors for at least an hour each day during the winter in addition to going to and from classes and departments; during the summer, each is required to participate in a recreation program where provision is made for group activity according to physical ability. Some are assigned work on lawns, flower gardens, and vegetable gardens.

Pregnant women are aided in making plans for their children and in the majority of cases this is referred to the Department of Health and Welfare.

Needs of the Institution as Expressed by the Superintendent:

1. A psychologist, at least part-time, to provide for a better and

more immediate evaluation of the individual's capacities and to determine how they may best be met within the resources of the institution.

2. Books, both fiction and general, for the central library.

3. A program of education to eradicate the popular idea that an institution such as the Reformatory for Women is for the punishment of individuals and a place for "doing time" rather than being a place where a program of treatment and training is carried on.

Reformatory for Men in South Windham

Superintendent: Perry D. Hayden

Physical Facilities The buildings at the four hundred ten acre Reformatory for Men, a minimum security institution, were built to accommodate one hundred twenty-five, and in November 1957, they were housing one hundred seventy men. Buildings are under construction, however, which will alleviate this condition. A new dormitory is being built that will house ninety-six men, and that will allow each man to have a separate room with window, toilet and bunk. The construction of this building will allow the top tier of the old cell area to be converted into classrooms. A new gymnasium is also under construction. There are thirteen staff homes on the grounds.

Institution The Reformatory is an institution for young offenders. The Population commitment age is from 16 to 36, but seventy-five per cent of all commitments are under 21 and ninety per cent of all commitments are under 26. Men are sentenced to the Reformatory for terms ranging from six months to three years. Judges may sentence any men between the ages of 16 to 36 to the Reformatory, with the exception of those convicted of murder and those who have received previous State Prison sentences.

Staff There are forty-nine people on the staff, including the superintendent and two deputy superintendents (one of whom serves as classifications officer). There is a director of education, a teacher and a chaplain who spends twenty hours a week at the Reformatory. The rest of the staff is concerned with maintenance and custodial duties.

Treatment Programs There are many minimum security correctional institutions for men in the United States, but the Reformatory for Men is unusual because it is a minimum security institution to which young men are sent before it is possible to know if they are reasonably trustworthy or not. There is no screening process to eliminate the unstable man and the trouble-maker. About ninety per cent of the men participate in the honor system, which enables the men to learn to exercise self-control instead of being restrained by armed guards and high fences.

Case histories for each man are developed. There is a classifications

officer who knows each man well. All men are given Stanford Achievement Tests after they are admitted, because the Reformatory has a compulsory school (the average educational level of the men is fifth grade) and the tests determine the grade in which each man is placed. The education director also gives a series of tests periodically. These may include the California Mental Maturity and California Mentality, Personal Inventory, Vocational Interest, and Behavior Pattern Tests. In cases of inmates who have committed sex crimes or arson, psychiatric tests are given at Augusta State Hospital or Pineland Training School.

All physical work at the Reformatory is done by the men. Work assignments include carpentry, laundry work, shoe repair, painting, cook, dishwasher, waiter, general kitchen work, fireman, truckdriver, tractor drivers, truck helpers, plumbing and blacksmithing, hospital attendant, runner, storeroom helper, clothing room helper, sewing and clothing repair, house-keeping and janitor work, photography, electrical work, dairying, general farm work, teamster, piggery work and work crews in snow removal and improvement of grounds.

In recent years, many of the men have participated in work projects away from the Reformatory; they have made notable contributions to such areas as Sebago State Park.

Some men attend meetings of Alcoholics Anonymous. Group psychotherapy, led by the chaplain and the educational director, is being used to a limited extent at the present time.

Needs of the Institution as Expressed by the Superintendent

1. Additional personnel.
2. A study of the feasibility of allowing the men to live in barracks at work projects outside of the Reformatory. This would make unnecessary the transportation of the men back and forth to the Reformatory each day.
3. Increased public confidence in the type of youth usually sentenced to the Reformatory. This type can make a successful adjustment to society if he is given the treatment and confidence he needs.

State Prison in Thomaston*

Warden: Allen Robbins

*Much of the information concerning the State Prison was obtained from three articles by Peter M. Damborg in the Portland (Me.) Sunday Telegram, October 27, 1957, November 3, 1957, and November 10, 1957.

Physical Facilities The State Prison is Maine's only maximum security institution. The prison is surrounded by an old crumbling wall, built in 1853, which is now being replaced by a new nine hundred foot long, \$100,000 wall.

The men are housed singly in the central building in simple cells with prison-type plumbing facilities. With the exception of the farm, most of the prison facilities, such as the kitchen, dining room, and bakery, are housed in the central building. There is a fifteen-bed hospital, complete with operating room, X-ray room, and dental office.

An abandoned factory near the prison is now being remodeled to serve as a new retail store and showroom for products made by the men; this will replace the old wooden building that has been in use for many years.

Institution Population There are four hundred fifty men at the State Prison. The average age is 31. Twelve of the men are 19 or under; fifty are between 20 and 24; thirty-five are between 25 and 29; and twenty-six are between 30 and 34; and three hundred twenty-seven are over 34. They are men who have committed serious crimes; many of them have served several terms. About one-third of the present prison population has been in prison before. Almost two-thirds of the men can be expected to keep out of prison after they are paroled.

Staff There is a staff of eighty-four at the State Prison, including fifty-two guards.

Treatment Program There is no psychological testing program at the State Prison. When men arrive at the prison, they are segregated for fourteen days to permit orientation and to allow the classifications officer to secure background information on each case. The only other form of segregation at the prison is of those recalcitrant men who are put in solitary cells and fed only bread and water for five days. There are no facilities for separating the younger men from seasoned criminals or for segregating sex offenders, who comprise about one-third of the prison population.

Every man is given some kind of job; there are thirty types of trades and crafts. Almost all of the construction and repair work in the institution is done by the men. They landscape the grounds, work on the prison farm, tend boilers, make the state's automobile license plates and tags, do carpentry, masonry, and plumbing, and reupholster, refinish, and make new furniture. They also paint signs, make bricks and cement blocks, refit engines and operate their own print shop. There are shop-keepers, librarians and barbers.

Plans are being made, in coordination with Civilian Defense, to form a fifty-man fire-fighting crew at the prison to stand by for action anywhere in

the state. The possibility of manning a heavy rescue truck for use in emergencies outside the prison is also being considered.

The 98th Legislature provided funds for the hiring of two chaplains and two full-time teachers, but none has been hired yet. There is no classroom space. An educational program is badly needed: of the 450 men at the prison, only eleven had graduated from high school and three from college. Plans for an educational program indicate that the classes will be held in the evening, and that the first step will be to organize an elementary program, and later add junior high and high school courses to it. Some men take correspondence courses.

After arising at 7:10 a.m., the men have a work period in the morning and in the afternoon. They have supper at 3:45 p.m. and then return to their cells at 4:25 p.m., where they must remain until morning. They may participate in yard activities on Saturday afternoons, Sundays, and holidays. The activities available to them include basketball, paddle tennis, horse-shoes, and weight-lifting. Movies are shown on Saturday afternoons, and Sunday mornings and afternoons. There is a 4000 volume library and two canteens.

Needs of the Institution as Expressed by the Warden

1. A separate institution for sex offenders, with an adequate medical-psychiatric staff.
2. Additional guards.

Additional Correctional Facilities

Juvenile Detention Center It is often necessary to hold a child in custody for one night or for many days and nights before the court can act on his case. Because Maine has no adequate juvenile detention facilities, these children are often confined in a county jail that is poor enough environment for adult criminals, in a city farm, or in other equally unsuitable places.

Detention is the first step in the treatment process. Impressionable children and youth should not have their difficulties further aggravated by jail experiences. Instead, a detention center should serve as a shock absorber for the disturbed child, and the period should be used to good advantage to observe the child in a controlled environment and to gain useful information on his behavior patterns.

Because it is unlikely that Maine's sixteen counties will establish adequate juvenile detention facilities, the only solution seems to be the establishment of one or two state juvenile detention centers in Maine, to which children from all over the state could be sent. If a new admission and treatment service building is constructed at the State School for Boys in South Portland, it might be possible to add to it a juvenile detention wing, thereby allowing one professional staff to serve both facilities.

Such a detention center should provide constant supervision, individual guidance and full and varied school and activities programs. Although the children would be retained for only brief periods of time, this interval could be used for psychological and psychiatric study of the child.

Youth Board

In Maine, the Parole Board has the authority to grant or revoke all paroles from the training schools, the reformatories and the State Prison. Maine is one of the few states that permits the same board to parole juveniles as well as adults. This is generally considered an unwise procedure because the problems and methods of treatment of juvenile and adult offenders differ to such a large degree.

As a means of improving this procedure, the Parole Board is called the Youth Board when it is considering an application for release from the State School for Boys or the State School for Girls. It might be time now, however, to give consideration to the establishment of a separate Youth Board, composed of persons with experience with juveniles.

County Jails

The county jail is the only place of confinement for the youthful offender in the 18 to 25 age group awaiting trial. Placing him in the county jail means that he is immediately placed in close contact with various kinds of criminals, often without any competent supervision. The results of this kind of treatment can be disastrous and ineradicable. For this reason, it might be advisable to consider means of providing adequate supervised detention facilities for this group in the county jails.

The incidence of 18-25 year olds serving terms in the county jails is another facet of this problem that needs to be studied. It is possible that the needs of many of these young men could be better met in the Reformatory for Men than in the county jail.

OTHER APPROACHES TO PROVIDING CONSTRUCTIVE TREATMENT FOR THE YOUTHFUL OFFENDER

The continued improvement of state training and correctional institutions, so that they will be equipped and staffed to do their primary task of rehabilitation, is an important goal that must continually be kept in mind by both the public and the legislature. It is important to remember, however, that commitment of a youthful offender to an institution is usually a last resort

in the treatment process. Before a youth is sentenced to an institution, he may have come in contact with several agencies that have attempted to direct him toward a normal life. It is often because these agencies have not had effective programs or resources that institutional commitment is necessary. It might be advisable, therefore, for the League of Women Voters of Maine, in its efforts to provide constructive treatment of youthful offenders, to direct its attention to those agencies which deal with the offender before he reaches the institution, or which deal with children who have not broken the law but who manifest problems which may result eventually in delinquency if not remedied. By so doing, the League would be concentrating on the preventive aspects in the field of youthful delinquency. It is with this possibility in mind that the following constructive approaches to the problem of the youthful offender are suggested.

Child Welfare Services One of these approaches is through strengthening and expanding the child welfare services offered by the state. The prevention of delinquency through the revitalization of family living may be partly a function of general education. Services directed to helping individual children and their families, however, should be available to everyone. The White House Conference of 1940 recognized that "responsibility for the care of children centers in the family. Social services furnish the means by which society helps to meet the special needs of children whose well-being cannot be fully assured by their families and by those community services that are intended for all children alike. The primary objective of child welfare service is to provide for every child who has some special need, whatever assistance and guidance may be required to assure him security and protection, within his own home if possible, and opportunity for his growth and development."*

There are in Maine three private social agencies which offer family and children's services: The Portland Child and Family Services, the Lewiston-Auburn Catholic Bureau of Social Service, and the Bangor Family Society. The New England Home for Little Wanderers offers child-placing and adoption services with offices in Waterville and Caribou. These private agencies serve a limited number of people living primarily in urban areas. Child welfare services provided by the state cover the entire state, and are administered by the Maine Department of Health and Welfare through its Division of Child Welfare.

Public child welfare programs include casework services to children and their families in their own homes aimed at the prevention of neglect, dependency, or delinquency, foster home placement and supervision for children who cannot remain in their own homes, services to unmarried mothers and their babies, adoption services, and the licensing of foster homes in which

*Children in a Democracy, General report adopted by the White House Conference on Children in a Democracy, January 19, 1940, Washington, D.C. p. 63.

children are boarded privately. In addition to the above services, Maine is also providing, on request of the Superior Court, social investigations relating to the disposition of custody in divorce cases.

The traditional responsibility of the Division of Child Welfare is the care of neglected children committed to the custody of the state by the courts. There were 2073 committed children in the state's care on September 30, 1957. There were also, on the same date, 76 children accepted for temporary care for whom adoption was anticipated. In addition, 54 dependent children requiring foster home placement were receiving service through the Division of Child Welfare but financed by the Division of General Relief.

In addition to these 2203 children receiving care outside their own homes, the Division of Child Welfare, on the same date, was giving casework service to 1081 children in their own homes. Federal funds are available to states for services for the protection of neglected and dependent children, and children in danger of becoming delinquent. Each state receives a flat grant of \$33,333 and an additional grant in proportion to the number of rural children under eight years of age in the state. Maine received \$90,169 in federal funds for 1957-58. These funds are used for the salaries and expenses of providing service. The total state child welfare budget for the current year, exclusive of the federal funds mentioned above, is \$1,500,554. It is important to note that the separate direct assistance program of aid to dependent children, which is established through federal grants-in-aid, is administered by the Department of Health and Welfare through the Division of Public Assistance.

Referrals to the Division of Child Welfare come from various sources, including city or town welfare departments, selectmen, health officers, police and sheriff departments, schools, other social agencies, attorneys, physicians, the courts, and citizens generally.

The Division of Child Welfare is headed by a director of child welfare. Other central office personnel include a consultant to private agencies, whose principal duties are licensing of private agencies and institutions, and giving consultant services to private agencies, a staff development consultant responsible for the development of in-service training programs for the staff, and a psychologist. These three positions are currently vacant, primarily because the salaries for these positions are too low. In order to recruit successfully professionally qualified people for these positions, the salaries must be substantially increased.

The state is divided into eleven child welfare districts with the field staff operating from district offices, headed by district supervisors. There are now seven district supervisors, two casework supervisors, and fifty child welfare workers. There is one vacancy for a child welfare worker. Weekly salaries for child welfare workers start at \$63. with a maximum of

\$78. Salaries for supervisors start at \$72. with a maximum of \$102, depending on classification. All of these salaries are subject to an increase of approximately four and one-half per cent on July 1, 1958.

The qualifications for child welfare workers are graduation from a four-year college or university, preferably with specialization in the social sciences, or a successful completion of a minimum of two years of education in a recognized college or university and two years of experience as a teacher, nurse, or social worker, which involved the contact of individuals or families on a case-by-case basis. Qualifications for the two classifications of child welfare supervisor are graduation from a four-year college or university with specialization in the social sciences, supplemented by graduate level training in an approved school of social work with courses in child welfare, and experience in child welfare work.

It is important to note that as the number of children receiving service in their own homes increases, there is a significant decrease in the number of children needing placement away from their own homes through commitment to the state department. During the past five years, the number of committed children has decreased from about 2500 to about 2000, while the number of children receiving service in their own homes has increased from 500 to over 1000.

There is probably a variety of factors which have contributed to the decrease in the number of committed children. Some of these are broader Old Age and Survivors Insurance benefits, increasingly strengthened services in the Public Assistance program, an increase in early placement of children for adoption, and better economic conditions generally. It seems reasonable to believe, however, that the programs of services to children and parents in their own homes are contributing to the strengthening of family life. Family breakdown which may result in separation and commitment of children is thereby prevented.

Greater effectiveness of this preventive aspect of child welfare services can be realized by strengthening in-service and staff development programs, and by increasing the number and opportunities for training of child welfare workers and supervisors. In recent years, there has been progress in this direction which has undoubtedly contributed to the decline in the number of commitments. Experience indicates that the more adequate the provision of services, the greater is the conservation of financial and human resources.

As a means of making a greater contribution toward the prevention of youthful delinquency, the services of the Division of Child Welfare could be strengthened and expanded so that more referrals to the division could be made of children and their families who are in need of treatment. This would make

possible the early detection and treatment of more children with potential difficulties, thereby preventing such children from developing the more serious problems that are difficult and expensive to treat. For example, such expansion would allow schools to refer to the division those children who manifest symptoms amenable to casework treatment.

In order to expand the division's services in such a manner, however, it would be necessary to create community awareness of the availability of such services and community willingness to utilize them. Most important of all, the appropriation for the Division of Child Welfare would have to be considerably augmented to provide effective services of this kind, for increases would have to be made in staff, salaries, travel funds, training programs, and other administrative costs.

Domestic Relations Courts One of the principal agencies concerned with the rehabilitation of the offender is the court. Improvement of judicial procedures to better equip the courts to cope with the social problems brought before them is a generally acknowledged need in the State of Maine. Students of juvenile delinquency in other parts of the country have for many years advocated and urged the establishment of a family court with a separate division for children's cases. This suggestion is based on the belief that if children come into conflict with the law, the family should be studied. It is also based on the belief that social problems could be better and more quickly solved if one court were concerned with family matters, instead of the three courts in our state which are responsible for various aspects of family problems. In Maine, the municipal court, the probate court, and the superior court, as well as the trial justices, are responsible for separate parts of family difficulties. By far the greatest volume of cases, however, falls in the divorce category, for which the Superior Court alone is responsible.

Judge Harry A. Fisher of Chicago outlines the advantages of a family court as follows:

"The advantages of having such a court are in the main the possibility of establishing a social-service department in connection with it, which is required to make investigation of cases and, when possible, to avoid bringing these matters before the court, either by effecting reconciliations or by obtaining voluntary contributions for the support ordered for the families, and to look after a proper collection of the money ordered for the support of wife or child. A separate court for these matters also develops expertness on the part of the judge who is assigned to preside over it. It separates these cases from the other cases that are usually brought before the criminal branches of the court, and, above all, it makes possible the treatment of these cases from a social point of view. The proceedings are less formal, and the court is not limited to the trial of bare issues of fact. It is in a position to call to its aid the numerous private social agencies which exist in the city and which

are able to help solve many domestic problems. In fact, our court has become much more a great social agency than a court. The judicial power is resorted to only where coercion is necessary."*

Although the value of assigning both juvenile and domestic relations cases to one court is appreciated by judicial authorities in Maine, it is generally considered impracticable because of the rural nature of the state. It is necessary that juvenile cases be assigned to a court that holds frequent sessions, and yet the volume of cases would not warrant having a family court in each locality. Some states have established family courts on a district or regional basis as an answer to this problem.

The solution that is being advanced in Maine at the present time is to continue the assignment of juvenile cases to the municipal court and to assign all other domestic cases to a newly created domestic relations court. In its January 30, 1957 report, the Maine Judicial Council recommended that all domestic relations problems invoking civil remedies, including that of divorce, be transferred from the Superior Court to the Probate Courts, with progressive attention toward the counseling and family discord analysis as an adjunct to the Probate Court system. The advantage of this proposal is that it does not recommend the establishment of an entirely new court; instead, it proposes to make the maximum use of the Probate Court which is located in each of Maine's sixteen counties.

Objections to this proposal have been raised, however, by some who believe that because the Probate Court's present assignments consist of the probate of wills, the administration of estates, and related matters, it would not be feasible to combine this kind of assignment with the social problems involved in domestic relations cases. Other persons have objected to the assignment of domestic relations cases to the Probate Court because probate judges are the only judges in Maine who are elected, not appointed, and there is no guarantee that judges qualified to aid in the solution of complicated family problems would be elected. There is the possibility, however, of providing in the law for the appointment of Probate Court judges. Still other persons have objected to the proposal assigning domestic relations cases to the Probate Court on the grounds that it would leave the Superior Court with too light a caseload.

Juvenile Court Many of the principles set forth in the Standard Juvenile Court Act, which represents the best thinking of the U. S. Children's Bureau, the National Probation and Parole Association, and numerous juvenile court judges, are carried out in Maine's juvenile court laws.

*Quoted by Bernard Flexner, Reuben Oppenheimer, Katherine F. Lenroot, The Child, The Family and the Court, U. S. Children's Bureau Publication, No. 193 (rev. ed., 1933). p. 14

Because Maine's juvenile courts are actually municipal courts sitting in juvenile sessions, however, Maine does not have juvenile court judges with special qualifications and training for juvenile court work, which is one of the most important features of the Standard Juvenile Court Act. To obtain this kind of judge, Maine would have to have a separate juvenile court system operating on a district court basis. Some states have had success in establishing separate juvenile courts in only the larger urban areas.

Recommendations for a separate juvenile court system in Maine have been received with little enthusiasm because of the cost for such a system and because, in the opinion of many people, the need for such an improvement has not been proven. If a separate juvenile court system is not possible for Maine, it might be feasible to increase the municipal court judges' understanding and knowledge of juveniles by making available to them seminars led by authorities in this field.

Youth Authority Since 1941, when California began to experiment with its Youth Correction Authority Act, a number of states have rewritten their legislation concerning the delinquent, following a similar pattern of a more fundamental approach to the delinquency problem. The trend of this legislation is (1) to increase jurisdiction to take in a larger segment of the juvenile population; (2) to concentrate effort on the area of prevention and early aid to the potential offender; and (3) to add new services for the delinquent and make more effective use of the child study and treatment resources already available. The agency responsible for the administration of such a program is often called a Youth Service Board or a Youth Service Division.

Proposals have been made to establish a similar agency in Maine as a means of preventing and treating delinquency, but opponents have argued that, at the present time, the establishment of such an agency is not what Maine needs. Opponents of the proposal believe that such an agency can be only as effective as the available resources. Strengthening of the basic services now in existence in the state is far more important than superimposing another agency on top of them.

Youth Councils Proposals have also been made to institute a system of regional or district Youth Councils in Maine. Such councils have made excellent progress in other states. The purposes and methods of operation of this state-aided program would include the following:

"A community youth commission (or council) may be defined as a citizens' organization, the purpose of which is to serve as a channel for cooperative community study, planning, and action; to coordinate the work of existing services; to eliminate duplication or unnecessary activity; to locate unmet social needs and see that they are met; to stimulate preventive and

remedial measures; to improve the quality of community services; to promote public understanding of needs and resources; and to develop an increasingly effective program of community services through the most efficient application of community resources to the health and welfare needs of all children and youth, "*.

There are in some Maine communities locally-financed organizations with similar purposes which focus their attention on total community needs. These are sometimes called Community Councils or Councils of Social Agencies. The strengthening of these groups could contribute to the improvement of services to meet needs of children, youth, and their families.

Services for Older Youth There is a great need for the development of programs in communities that will prevent young men and women in the 18-25 age group from becoming criminals. For instance, employment opportunities for the unskilled, the dull and the inept should be expanded. Adult education programs directed to this group would be helpful. Most community recreational programs are not beginning to meet the needs of the 18-25 year olds.

Police Services The police, of course, play an important role in the prevention and control of delinquency. In recent years, there has been an increasing use of training programs for police workers that provide officers with an excellent background for work with young people in their local communities. There might be a possibility of developing such a program at the University of Maine.

Schools The importance of the school as a front-line defense against delinquency and the waste of human resources through personal difficulties is becoming increasingly recognized. The schools have early and continued contact with all children in the community during many of their formative and vulnerable years. The earlier the child with adjustment problems is spotted and referred for consultation, the more amenable he is to treatment.

It is acknowledged that the school's primary responsibility is to educate, but education can not proceed effectively if a pupil has emotional and personal adjustment problems. The aim of education and counselling is to encourage change in a pupil so that he may live more effectively. This points up the school's responsibility and opportunity for identifying and evaluating a child's adjustment difficulties. The school cannot carry out this responsibility without specialized personnel who can plan treatment outside the classroom or make referral to appropriate community resources. Too

*A Community Organizes for Youth: A Manual for Community Planning Revised. Youth Conservation Commission, State of Minnesota, 1949, p. 4.

often we are faced with problems multiplied to the point of no return, yet whose beginnings were evident many years earlier. Studies show that about one-third of the men committed to the state reformatory and prison have had previous confinements in correctional institutions. This is a specific fact, but there are no complete statistics to show the number of lives that have been misdirected because of family conflict and unsatisfactory experiences for which there was inadequate help or none at all.

Essential to a program of prevention of delinquency is the employment by each local school system of at least one school adjustment counsellor who works with children and their families when difficulties in the school experience develop. This supplements the contribution of the teacher and other school personnel and is carried out in cooperation with them. The services of the school adjustment counsellor, as one of varied resources to prevent delinquency, are the same that are needed to help all children who are going through unsettling experiences that prevent them from developing their individual capacities constructively. In a special report to the Massachusetts legislature in December 1957, the Massachusetts Youth Service Board pointed out that the success of a School Adjustment Program is determined by the quality of personnel employed and that the education offered by graduate schools of social work provides the necessary training in specialized skills.

In Massachusetts, the School Adjustment Program developed out of the Massachusetts Youth Service Board's recognition that the potential delinquent or poorly adjusted child could be identified in the early school years when treatment should be enlisted for him. It is economy in both financial and human values. Legislation passed in August 1955 authorized a yearly reimbursement of \$4500 for the first such counsellor and \$2250 for each additional counsellor employed by a city or town in accordance with a plan approved by the State Department of Education. Similar measures are being used in other states to focus attention on this important basic service. Its potential for Maine should be evaluated as part of the network of resources needed not only to reduce delinquency but to help any child in need of specialized counselling services.

Probation and Parole

The continued improvement of Maine's statewide system of probation and parole is a goal that must be kept before the public and the legislature. The effectiveness of an excellent probation and parole system in keeping young people out of institutions and in aiding in the adjustment of people released from institutions is unquestioned. With the establishment of a statewide system in Maine, the state has begun to realize the potentialities of effective probation and parole. In the near future, these services will need to be expanded. One of the most crucial needs is for the addition to the Division of Probation and Parole of psychological and psychiatric services.

* * * * *

It is hoped that this discussion of treatment offered the youthful offender in Maine and the suggestions offered for improvement will serve to stimulate an interest in this important area that will result in a concerted effort to secure a more effective program.

1. What do you believe to be the leading causes of youthful delinquency? Do these causes differ in Maine from other parts of the country?
2. How serious is the problem of youthful delinquency in your community? Is there a particular age group that is more in need of assistance than others? In attempting to answer these questions, it might be helpful to talk to your municipal court judge, police officials and others concerned with youth in your community.
3. What is the primary purpose of a training school?
 - a. Do you believe that the State School for Boys and the State School for Girls are fulfilling this purpose?
 - b. What suggestions do you have for improving the program and facilities of these two schools?
4. Considering the age group that predominates at the Reformatory for Women and the Reformatory for Men, what is the special function of these two institutions?
5. What do you believe to be the chief problems in the administration of the Maine State Prison? What are some of the difficulties in developing a treatment program at this kind of institution?
6. What suggestions do you have for increasing public understanding and support of Maine's training schools and correctional institutions?
7. Have you visited your county jail? How would you evaluate its facilities?
8. Do you believe the services offered by the Division of Child Welfare should be expanded? In what ways would such expansion contribute to the prevention of youthful delinquency?
9. Do you think that Maine courts are equipped to deal with the social problems brought before them? What suggestions do you have for improvement of court procedures?
10. Is there a need for a Youth Authority in Maine?
11. What steps could your community take that would contribute to the prevention of crime in the 18-25 age group?
12. What role should the schools play in the prevention of youthful delinquency?
13. What kind of treatment of youthful offenders is offered by the Division of Probation and Parole?

28.

14. What do you believe to be the greatest need in the field of treatment of youthful offenders in Maine?

15. Can you suggest ways in which the League of Women Voters of Maine can be effective in securing improved treatment of youthful offenders?

- Beck, Bertram M. Five States (a study of the Youth Authority Program), American Law Institute, Philadelphia, Pennsylvania, 1951
- *Kvaraceus, William C. The Community and the Delinquent World Book Company, Yonkers-on-Hudson, N. Y., 1954
- California Youth Authority Biennial Report, 1955-56
California Youth Authority Quarterly Full file is kept in State Library. Note especially
 * Functions of a Youth Authority Board, Vol. 2 #2, Summer 1949
- Children's Bureau U. S. Dept of Health, Education and Welfare Publication #320-1947
Helping Children in Trouble
Helping Delinquent Children Pub. #341-1953
 * Child Welfare Services Pub. #359 1957
 * Institutions Serving Delinquent Children Pub. #360 1957
Public Child Welfare in Wisconsin
Child Welfare Reports #7 1957
- *Kentucky Law Journal Domestic Relations - Family Courts, Fall 1957 Vol. 46, No. 1, College of Law, University of Kentucky, Lexington, Kentucky (pp 114-123)
- Report of the New Jersey Supreme Court's Committee on Juvenile and Domestic Relations Courts -- April 19, 1956
- Report of the Judicial Council of the State of Maine, January 30, 1957 (re Domestic Relations Courts)
- University of Pennsylvania Law Review Contemporary Developments in the Treatment of Youthful Offenders in the United States pp. 1080-1083, Vol 105 #8, June 1957
- National Association of Social Workers, 95 Madison Ave. New York 16, New York Would You Like to Do School Social Work, a pamphlet prepared by the section on School Social Workers, a recruitment pamphlet that outlines work and qualifications.

FILM

Massachusetts Conference of Social Work, 3 Joy Street, Boston, Mass. has a film (30 mm) on the School Social Worker which may be borrowed for postage but a qualified social worker must show it and be prepared to interpret it.
Executive Secretary, Marenda E. Prentis

The film "The Face of Crime", will be available free of charge through the Prudential Insurance Company after March 24. This is a 16 mm film, with sound narrated by Austin McCormick.

* Items starred are most valuable

*
* PRICE *
* *
* TWENTY CENTS *
*

To: Local League Presidents
From: Jean E. Orr

Enclosed are two copies of our new flyer, "This Is Your Legislature." We have printed 5,000 of these and are giving them to the local leagues for distribution. You probably will have many ideas on distribution -- service clubs, schools, church groups etc. With the Legislature about to Convene, this is very timely, and we hope you can use them in quantity. Order from our Publications Chairman, Mrs. Lester Sapiro, 355 Capisic Street, Portland.

In the Senate

The Senate was called to order by the President.

For F.C.

ORDERED, that the Secretary of the Senate purchase ten thousand copies of the folder entitled "This Is Your Legislature," from the League of Women Voters of Maine for use of the members of the Legislature.

Mr. WOODCOCK: Mr. President and members of the Senate, on your desks, I went around before the session opened and placed there a copy of this little pamphlet entitled, "This Is Your Legislature," prepared by the League of Women Voters, which, as you know is a non-partisan group. The idea in back of it is to have something for each one of you to give to the school children who come through here by the hundreds, as you know. It is an extremely well done pamphlet, it seems to me, and I have a great hope that youngsters looking at it may have their curiosity attracted to a point where they might want to come over here and do the same work for the state which we are doing now. The price tag would be \$110. We can do this by a Senate Order if you see fit to do so. The aim of it is to benefit the children and any of your constituents who might happen to come here. There has been a long felt need for such a pamphlet and we have not had anything like it in the sessions I have attended. I certainly hope you will go along with this order.

Thereupon, the Order received a passage.

Jan 8 '58



Government

of the

State of Maine

Legislature

Executive

Judiciary

THIS IS YOUR LEGISLATURE

**Prepared by
League of Women Voters
of Maine
January, 1959**

LEGISLATURE

- Law making branch of the State Government
- Constitution of 1820 provides for a Senate and a House of Representatives
- Powers also include: Election of the 7 members of the Executive Council, Secretary of State, State Treasurer, Attorney General and every 4 years, Commissioner of Agriculture and State Auditor
- Legislature of Maine passed 447 public laws, 220 private and special laws and 179 resolves in 1957. Total number of acts introduced during 1957-58 was 1179, total resolves introduced 369. There are 84 amendments to the Constitution.

CALENDAR

- **Regular sessions (odd-numbered years)**
Convening date — 1st Wednesday in January
Adjournment — at conclusion of all legislative business. In recent years sessions have lasted about 18 weeks.
Legislative working days are Tuesday, Wednesday and Thursday of each week
- **Special sessions may be called by the Governor on extraordinary occasions. Five have been called in the last eight years.**

PROCEDURES

- **Political party caucuses held prior to convening of Legislature to:**
 1. Select majority and minority floor leaders, assistant floor leaders
 2. Nominate officers and employees including secretaries, pages, clerks of each house
 3. Joint House and Senate caucuses are held by each party to nominate its candidates for the Executive Council, Secretary of State, State Treasurer, Attorney General and every 4 years, Commissioner of Agriculture and State Auditor
- **Each House convenes separately for:**
 1. Governor, in presence of Executive Council, to administer oaths
 2. Election of Speaker, Clerk, Assistant Clerk and other officers in the House; election of President, Secretary, Assistant Secretary, etc. in the Senate
 3. Adoption of rules

- **Two Houses convene jointly for:**
 1. Election of members of Executive Council and State Officers (first day)
 2. Inauguration of Governor (second day)

STANDING COMMITTEES

- **Reference of bills committee**
 - Membership
 - President of Senate, 2 Senate members appointed by him;
 - Speaker of House, 3 members appointed by him
 - Function
 - To recommend the Committee to which a bill should be referred
- **Joint Standing Committees organized on basis of subject matter (education, welfare, highways, etc. — 22 in recent years)**
 - Membership
 - 3 Senate members named by President of Senate and 7 House members named by Speaker of House
 - Functions
 - To consider bills and resolutions (may rewrite or amend)
 - To hold public hearings on all bills
 - To report recommendations on bills to Senate and House

SPECIAL COMMITTEES

- **Appointed to perform special tasks**

BILLS

- **Method of introduction**
 - By legislator only, though bill may be suggested by Governor, a department of government, citizens groups, etc.
 - “Cloture” rule passed by Legislature sets date after which bills may be introduced only by unanimous consent of both houses — cloture usually is 4 or 5 weeks after convening
- **Public hearings**
 - Joint standing committees publish notice several days prior to hearing
 - Joint standing committees hold public hearings on all bills — any citizen proponent or opponent may be heard

- **Voting**

Voice vote usually
Standing—"Division" vote when requested
Roll call vote when requested by 1/5 membership present, or when voting on a veto

- **Passage of bills**

By majority vote usually

2/3 vote required for constitutional amendments, emergency measures or to override a veto by Governor. Constitutional amendments must be submitted to referendum

Speaker of House and President of Senate must sign bills

Bill sent finally to Governor who may sign it into law, allow it to become law without his signature (after 5 days) or veto it

- **Information on bills**

Copies of bills may be obtained by in person requests from Document Clerk in State Capitol building or from your legislator

Status of bills information, may be obtained at Office of Clerk of the House from Legislative Docket Clerk

RESEARCH AIDS

- **Maine State Library, Legislative Reference Section**

- **Legislative Research Committee**

Membership

President of Senate and 7 other Senators,
Speaker of House and 7 other Representatives

Non-partisan Director who is also Revisor of Statutes provides comprehensive research service for the committee and bill drafting for legislators

PUBLICATIONS

- "The (99th) Maine Legislature: Official list of state senators and representatives to the Legislature" (Published by Secretary of State, after state election; shows home address and party affiliation)
- "(99th) Legislature (1959): Senate and House registers" (Published by Clerk of the House; contains rules, directory of members, state officials, committees)

- **Legislative documents** — the printed individual bills and resolves available through in person requests at office of Document Clerk or from your legislator
- **“Legislative Record”**, a verbatim account of legislative proceedings and debates published after each session — available for use from local library, your legislator or Maine State Library
- **(1959) Register of all Bills and Resolves; History and Final Disposition** — available from Clerk of the House
- **Acts and Resolves as passed by the (98th) Legislature** — Published biennially by Director of Legislative Research. (official printing of enactments of each legislature) for sale from Maine State Library
- **“Biographical sketches of members of the (99th) Maine Legislature”**. Published by Daily Kennebec Journal (50c), contains pictures of members
- **Kennebec Journal (newspaper)**
Lists all hearings on bills (usually with few days notice) (other newspapers list hearings on bills of interest statewide or to local area, usually found just above want-ads)

LEGISLATORS

- **Senators — 33**
Constitution provides for one Senator for counties of up to 30,000 residents, another for the next 30,000, another for the next 60,000 and another for the next 120,000
- **Representatives —151**
Constitution provides for 151 members of House divided among the 16 counties on basis of population. However, Constitution also limits any city to 7 Representatives regardless of population
- **Election in even-numbered years**
- **Term**
2 years — no limit to number of terms
- **Salary**
\$1400 per term
\$10 per day for extra sessions
Travel allowance to and from home once a week, 5c per mile

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\$1400 per term
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Travel allowance to and from home once a week, 5c per mile

- **Qualifications**

Citizen of the United States for 5 years
Resident of Maine 1 year
Resident of district 3 months immediately
preceding election
21 years old for House, 25 years old for
Senate

- **Officers**

Senate

President — presiding officer of Senate
Salary, \$1650 per term plus mileage
allowance

Secretary — patronage employee elected
by Senate

Duties: to keep the Journal and re-
cord of all votes

House

Speaker — presiding officer of House
Salary, \$1650 per term plus mileage
allowance

Clerk of House — patronage employee
elected by House

Duties: to keep Journal and record of
all votes, and to act as administrative
officer of whole legislature

- **Majority and Minority Leaders**

Elected by caucuses of majority party and
minority party prior to convening of Legis-
lature

Duties:

To preside over party caucuses

To assemble members for important
votes

To steer strategy on bills for respective
parties

HOW TO ADDRESS YOUR LEGISLATOR

SENATOR:

Dear Senator

Envelope:

The Honorable

Senate Post Office

Augusta, Maine

REPRESENTATIVE:

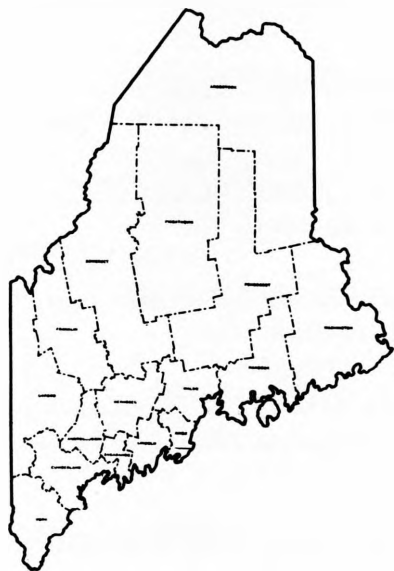
Dear Mr.

Envelope:

The Honorable

House of Representatives

Augusta, Maine



NOMINATING A CANDIDATE FOR PRESIDENT

The Maine Citizen's Part



Prepared by

League of Women Voters of Maine

February, 1960

THE NOMINATING PROCESS

begins in each community where

POLITICAL PARTY CAUCUSES are held to elect delegates to

STATE CONVENTION of each party where delegates are chosen for

NATIONAL CONVENTION of each party where these delegates help to nominate candidates for

PRESIDENT and VICE-PRESIDENT of the United States

YOU can have a part in this nominating process if you:

REGISTER to vote at your Board of Registration of Voters,

ENROLL in the Political Party of your choice,

ATTEND the party **CAUCUS** in your ward or town and

VOTE at the caucus for those who will represent you.

Your **POLITICAL PARTY** membership gives you a voice in the **NOMINATING PROCESS**.

The **"NO PARTY"** or **"INDEPENDENT"** voter has no part in the nominating process of representative government. He votes for candidates others have nominated for him.

CAUCUS—a meeting called by a town or city committee of a political party to:

- **Elect delegates to STATE CONVENTION and/or**
- **Elect members of town or city committees and nominate members of county committees.**

Procedures at caucuses differ. In some communities the two elections above are held at separate caucuses, in others they are held at the same one. In larger communities the city committee may have prepared a ballot listing candidates it recommends (with a space for write-ins) or, as in smaller communities, nominations may be made from the floor.

ALL ENROLLED PARTY MEMBERS MAY ATTEND AND VOTE AT THE CAUCUS.

See that qualified persons from your community represent **YOU** at your party's State Convention.

POLITICAL PARTY STATE CONVENTION — called by State Committee (which consists of one man and one woman from each county) to:

- **Elect delegates to NATIONAL CONVENTION**
- **Elect members to State, District and County Committees**
- **Formulate the PARTY PLATFORM** (declaration of principles) for state election
- **Nominate the Presidential Electors**

YOU MAY ATTEND YOUR PARTY'S STATE CONVENTION AS AN OBSERVER, but only delegates elected at Caucuses may participate.

POLITICAL PARTY NATIONAL CONVENTION

—called by the party's National Committee (which consists of one man and one woman from each state) to:

- **Nominate candidates for PRESIDENT and VICE PRESIDENT**
- **Elect members of National Committee**
- **Formulate the PARTY PLATFORM for national election**

There is no policy that requires delegates from Maine to the party national conventions to vote as a block or to be committed to support specific candidates.

Sources of information about caucuses, conventions, delegates, etc. are your city or town clerk, party leaders, newspapers and Secretary of State, Augusta, Maine.

Note: If you are changing your party affiliation, you must enroll six months before the caucus in order to vote at the caucus. If you are not yet enrolled, you may enroll at the Board of Registration of Voters or at the caucus.

Responsible party membership demonstrates GOOD CITIZENSHIP and ACTIVE PARTICIPATION in our REPRESENTATIVE form of government.

In
your community

DEMOCRATIC CAUCUS

.....
where

.....
when

REPUBLICAN CAUCUS

.....
where

.....
when

DEMOCRATIC STATE CONVENTION

Portland

April 22, 1960

REPUBLICAN STATE CONVENTION

Bangor

April 28, 1960

THE EXECUTIVE COUNCIL IN MAINE

The work of the Citizens Committee for the Study of State Government has focussed interest on the Executive Council in Maine, and thoughtful citizens find themselves confronted with many questions about the Council. What is it, what is its role in state government today, how is it selected and is it a fair method of selection, in the many other states which do not have a council, how are its functions handled? The following material may not answer all of these, but does attempt to assemble in one paper some background and facts about the Council. The material is drawn from the PAS Report, the LWV paper, "The Maine Constitution and Its Need for Revision", and from notes taken on an oral report presented by Dr. Clement Vose to the subcommittee of the Citizens Committee which is studying the Executive Council.

Background Only three states have executive councils -- New Hampshire, Massachusetts, and Maine. The councils resulted from distrust of the executive authority by early constitution framers. When one recalls their experience during the years preceding the Revolution, this is not difficult to explain. Royal governors were agents of the King and came to be identified with oppression. Consequently, these early constitution framers sought to restrict the powers of their governors.

Massachusetts has an eight member Council with the Lieutenant Governor serving as an ex-officio, but voting, member. They are elected for a two year term directly by the people from eight districts. They confirm appointments, hear pardon applications, approve contracts, all in a routine, advisory capacity. They meet weekly for an hour.

New Hampshire has a five man council elected biennially by the people. They hear pardons, confirm appointments and visit institutions.

What is the Executive Council in Maine? * "The state constitution provides that the Executive Council shall be a seven member group, that councilors shall be elected by the legislature biennially, that councilor vacancies shall be filled from the same districts in which vacancies occur with replacements appointed by the Governor with the advice and consent of the council, that councilors shall not hold other political offices, and the proceedings of the council shall be recorded and shall be available to the legislature.

Councilors are paid the sum of \$1,250, plus travel expenses for their meetings in the period during which the legislature convenes, and for council meetings at other times they are paid \$20. per meeting plus actual expenses. The council usually meets with the Governor twice each month except that it holds meetings almost continuously while the legislature is in session."

The districts from which the seven councilors are selected are shown in an exhibit on page 6 of the PAS report, along with the schedule adopted by the legislature (by special resolve) to provide council representation in sequence over a period of years for each of the 16 counties in the state.

* Quotation marks indicate direct quotes from PAS report.

"The prerogatives of the council are succinctly stated in the state constitution which reads as follows in Section I of Part Second of Article V: "There shall be a council, to consist of seven persons, citizens of the United States, and residents of this state, to advise the Governor in the executive part of the government, whom the Governor shall have full power, at his discretion, to assemble; and he with the counsellors, or a majority of them may from time to time, hold and keep a council, for ordering and directing the affairs of state according to law." Based on liberal interpretations of its constitutional prerogatives and backed by various and sundry statutes, the Executive Council participates actively in the administration of the affairs of the state government."

Classification of Powers Powers of council are grouped roughly, as follows:

A. Confirmation. Practically all appointments of the Governor are made with the advice and consent of council. Such advice and consent is construed to mean that the council may withhold its approval of an appointment of the Governor if there is available for appointment a person whom it prefers to the one named by the Governor. Under present circumstances it is possible for the council to designate persons of its own selection by refusing to consent to the appointment of the nominees of the Governor.

Confirmation in other states is used to insure that nonqualified persons are not named as governmental officials; objections are of a technical nature. It is not used to force alternate selections which are deemed politically more desirable.

B. Insurance. At an annual cost of over \$200,000, the Executive Council with the assistance of private insurance agents, and the technical advice of the Department of Insurance, administers fire insurance and coverage of vandalism and windstorms on approximately \$80,000,000 of state property. The insurance coverage is split between 21 three-year policies with seven expiring each year. Each of the seven members of the Executive Council is made responsible for an equal share of the annual insurance coverage to be obtained; he names a key insurance agent from his district, and works with him in the distribution of the business among the agents in his area. There is no statutory control over this allotment; it could be, in theory, retained by the key agent. The Governor and Executive Council designate a master key agent to coordinate the work of the key agents, and to be responsible for the over-all administrative work involved in the placement of the insurance.

C. Pardons. "The granting of pardons, reprieves, and commutations is the prerogative of the Governor with advice and consent of the council. The staff of the State Parole Board makes the necessary investigations in each case where petitions for relief from punishment for offenses are submitted. Reports of such investigations are transmitted to the Governor and council by the State Parole Board without recommendations although the law states that such recommendations shall be made. The Governor and council hold hearings on such petitions and after deliberation approve or withhold approval of the requests. The pardon authority of the Governor and council is exercised cautiously and few reprieves, commutations, or pardons are granted."

There are about 150 applications for pardon heard yearly. Hearings are not closed. The Legislative Research Committee has recommended that the council should not serve as a pardon board.

D. Administrative Functions. The council may approve or withhold approval of a multitude of proposed executive actions. Its interests cover a broad field including the determination of proper specifications for the flooring of the state-house annex, approval of out-of-state travel, salary authorizations for personnel not employed under the personnel law, purchase of real estate etc. A 31 page, single-spaced, digest of the provisions of the Constitution and the Public Laws of the State of Maine pertaining to the functions of the council has been prepared by the Citizens Committee.

E. Other Functions. It is claimed that the council also serves a political function of representation. A councilor represents a district, can see his constituents frequently and on his bi-weekly trips to Augusta can take care of their state business for them. This view can be challenged because of the method of selection of councilors. A councilor is nominated at the Republican caucus of the county entitled to a councilor that year; he is then elected by the majority party of the legislature; because the majority party has usually been Republican, we usually have an all Republican council.

In the past the council has had other duties. Before the creation of a State Highway Commission, the council controlled the construction of highways. Until the passage of the Personnel Act, the council served as an employment agency for the State.

Membership The method of selecting councilors has been noted above. Because of the rotation of councilors among counties, many can serve only one term. Dr. Vose has presented some interesting background figures on membership. In the period from 1919-1938, one-half of the councilors had no legislative experience, and 75% were college men. In the period from 1939-1958, 37 out of 47 had legislative experience, and 50% were college-trained. Since 1939, no councilor has been elected to the legislature after his council term; council membership has not been a stepping-stone to higher office.

The Future Proposals concerning the future of the council are the following: 1) abolition and transfer of functions; 2) retention and transfer of some functions; 3) change in method of selection, possibly popular election in designated districts; and 4) retention as is. A very close scrutiny of the present powers and functions of the council should be made before any decision is reached.

Prepared by

The League of Women Voters of Maine
November, 1958

Price 3¢ each

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A. Confirmation. Practically all appointments of the Governor are made with the advice and consent of council. Such advice and consent is construed to mean that the council may withhold its approval of an appointment of the Governor if there is available for appointment a person whom it prefers to the one named by the Governor. Under present circumstances it is possible for the council to designate persons of its own selection by refusing to consent to the appointment of the nominees of the Governor.

Confirmation in other states is used to insure that nonqualified persons are not named as governmental officials; objections are of a technical nature. It is not used to force alternate selections which are deemed politically more desirable.

B. Insurance. At an annual cost of over \$200,000, the Executive Council with the assistance of private insurance agents, and the technical advice of the Department of Insurance, administers fire insurance and coverage of vandalism and windstorms on approximately \$50,000,000 of state property. The insurance coverage is split between 21 three-year policies with seven expiring each year. Each of the seven members of the Executive Council is made responsible for an equal share of the annual insurance coverage to be obtained; he names a key insurance agent from his district, and works with him in the distribution of the business among the agents in his area. There is no statutory control over this allotment; it could be, in theory, retained by the key agent. The Governor and Executive Council designate a master key agent to coordinate the work of the key agents, and to be responsible for the over-all administrative work involved in the placement of the insurance.

C. Pardons. "The granting of pardons, reprieves, and commutations is the prerogative of the Governor with advice and consent of the council. The staff of the State Parole Board makes the necessary investigations in each case where petitions for relief from punishment for offenses are submitted. Reports of such investigations are transmitted to the Governor and council by the State Parole Board without recommendations although the law states that such recommendations shall be made. The Governor and council hold hearings on such petitions and after deliberation approve or withhold approval of the requests. The pardon authority of the Governor and council is exercised cautiously and few reprieves, commutations, or pardons are granted."

There are about 150 applications for pardon heard yearly. Hearings are not closed. The Legislative Research Committee has recommended that the council should not serve as a pardon board.

D. Administrative Functions. The council may approve or withhold approval of a multitude of proposed executive actions. Its interests cover a broad field including the determination of proper specifications for the flooring of the state-house annex, approval of out-of-state travel, salary authorizations for personnel not employed under the personnel law, purchase of real estate etc. A 31 page, single-spaced, digest of the provisions of the Constitution and the Public Laws of the State of Maine pertaining to the functions of the council has been prepared by the Citizens Committee.

E. Other Functions. It is claimed that the council also serves a political function of representation. A councilor represents a district, can see his constituents frequently and on his bi-weekly trips to Augusta can take care of their state business for them. This view can be challenged because of the method of selection of councilors. A councilor is nominated at the Republican caucus of the county entitled to a councilor that year; he is then elected by the majority party of the legislature; because the majority party has usually been Republican, we usually have an all Republican council.

In the past the council has had other duties. Before the creation of a State Highway Commission, the council controlled the construction of highways. Until the passage of the Personnel Act, the council served as an employment agency for the State.

Membership The method of selecting councilors has been noted above. Because of the rotation of councilors among counties, many can serve only one term. Dr. Vose has presented some interesting background figures on membership. In the period from 1919-1938, one-half of the councilors had no legislative experience, and 75% were college men. In the period from 1939-1958, 37 out of 47 had legislative experience, and 50% were college-trained. Since 1939, no councilor has been elected to the legislature after his council term; council membership has not been a stepping-stone to higher office.

The Future Proposals concerning the future of the council are the following: 1) abolition and transfer of functions; 2) retention and transfer of some functions; 3) change in method of selection, possibly popular election in designated districts; and 4) retention as is. A very close scrutiny of the present powers and functions of the council should be made before any decision is reached.

Prepared by

The League of Women Voters of Maine
November, 1958

Price 3¢ each

THE EXECUTIVE COUNCIL IN MAINE

The work of the Citizens Committee for the Study of State Government has focussed interest on the Executive Council in Maine, and thoughtful citizens find themselves confronted with many questions about the Council. What is it, what is its role in state government today, how is it selected and is it a fair method of selection, in the many other states which do not have a council, how are its functions handled? The following material may not answer all of these, but does attempt to assemble in one paper some background and facts about the Council. The material is drawn from the PAS Report, the LWV paper, "The Maine Constitution and Its Need for Revision", and from notes taken on an oral report presented by Dr. Clement Vose to the subcommittee of the Citizens Committee which is studying the Executive Council.

Background Only three states have executive councils -- New Hampshire, Massachusetts, and Maine. The councils resulted from distrust of the executive authority by early constitution framers. When one recalls their experience during the years preceding the Revolution, this is not difficult to explain. Royal governors were agents of the King and came to be identified with oppression. Consequently, these early constitution framers sought to restrict the powers of their governors.

Massachusetts has an eight member Council with the Lieutenant Governor serving as an ex-officio, but voting, member. They are elected for a two year term directly by the people from eight districts. They confirm appointments, hear pardon applications, approve contracts, all in a routine, advisory capacity. They meet weekly for an hour.

New Hampshire has a five man council elected biennially by the people. They hear pardons, confirm appointments and visit institutions.

What is the Executive Council in Maine? * "The state constitution provides that the Executive Council shall be a seven member group, that councilors shall be elected by the legislature biennially, that councilor vacancies shall be filled from the same districts in which vacancies occur with replacements appointed by the Governor with the advice and consent of the council, that councilors shall not hold other political offices, and the proceedings of the council shall be recorded and shall be available to the legislature.

Councilors are paid the sum of \$1,250, plus travel expenses for their meetings in the period during which the legislature convenes, and for council meetings at other times they are paid \$20. per meeting plus actual expenses. The council usually meets with the Governor twice each month except that it holds meetings almost continuously while the legislature is in session."

The districts from which the seven councilors are selected are shown in an exhibit on page 6 of the PAS report, along with the schedule adopted by the legislature (by special resolve) to provide council representation in sequence over a period of years for each of the 16 counties in the state.

* Quotation marks indicate direct quotes from PAS report.

"The prerogatives of the council are succinctly stated in the state constitution which reads as follows in Section I of Part Second of Article V: "There shall be a council, to consist of seven persons, citizens of the United States, and residents of this state, to advise the Governor in the executive part of the government, whom the Governor shall have full power, at his discretion, to assemble; and he with the counsellors, or a majority of them may from time to time, hold and keep a council, for ordering and directing the affairs of state according to law." Based on liberal interpretations of its constitutional prerogatives and backed by various and sundry statutes, the Executive Council participates actively in the administration of the affairs of the state government."

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Prepared by

The League of Women Voters of Maine
November, 1958

Price 3¢ each

To Mr. John C.

March 20, 1959

that the Secretary of the Senate Purchase
5000 copies of the pamphlet entitled,
"How a Bill Becomes a Law in Maine" prepared
by the League of Women Voters of Maine.

copy

IN SENATE CHAMBER

MAR. 20 1959

READ AND PASSED

CHESTER T. WINSLOW

Briggs
~~Woodcock~~;
Aroastock
~~Penobscot~~

A Short Bibliography on the BASIC PRINCIPLES of GOVERNMENT

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Now look at the "Principles" of the League of Women Voters

Principles of the League of Women Voters
The League of Women Voters is a national organization of women who are interested in the government of their country. It was founded in 1910, and since that time it has been working for the improvement of the government of the United States. The League is made up of women who are interested in the government of their country, and who are working for the improvement of the government of the United States. The League is a non-partisan organization, and it is not affiliated with any political party. The League is a national organization, and it has branches in every state of the United States. The League is a democratic organization, and it is based on the principles of democracy. The League is a woman's organization, and it is made up of women who are interested in the government of their country. The League is a national organization, and it has branches in every state of the United States. The League is a democratic organization, and it is based on the principles of democracy. The League is a woman's organization, and it is made up of women who are interested in the government of their country.

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LEAGUE OF WOMEN VOTERS OF MAINE

WORKSHOPS - October 7 and 8, 1959

THE UNIT AND THE MEMBER

INTRODUCTION

This material is not meant to replace the Local Leaders' Handbook. It represents the specific plan of a specific league for getting and keeping members. It does not apply completely to any other league. It is intended to be used at workshops or meetings of committee chairmen as a starting point for making lists of the duties of various chairmen and committee members. Included are lists for membership, unit organization, publications and bulletin chairmen as they are all needed to get and keep members. The resource chairman is also included because her role is most important to the unit and keeping members.

This is not a perfect plan nor a final plan. It has been developed over a period of years and is still evolving. A set outline is apt to stifle initiative. It is best if each group of chairmen thinks through its own plan - but do have a plan!

Lastly there is a list of booklets on group discussions for the unit organization chairman.

THE JOB OF THE UNIT ORGANIZATION CHAIRMAN

(How Units were organized in the Orono League in 1958-59)

The Unit Organization Chairman took the following steps in organizing units:

1. In August recruited a hostess, two discussion leaders, and a unit secretary for each of the units planned.
2. Made each of above key people aware of her role in relation to the total unit and total League organization. Gave them a list of their responsibilities (memos) to use as check list of duties. Provided unit secretaries with recording and evaluation sheets.
3. As year progressed passed on to the units through unit secretaries the information Board wanted disseminated to units. Also took to the Board questions, suggestions, comments, problems the units wanted the Board to be aware of.
4. Worked closely throughout year with Membership and Publication Chairmen to integrate new members into the units and keep publications flowing.
5. Organized a training session for members interested in techniques of group discussion.

Hostesses, discussion leaders and unit secretaries are all considered members of the Unit Organization Committee. The unit secretaries are also considered members of the publications and membership committees.

Hostesses, discussion leaders and unit secretaries form a team whose job it is to keep units functioning smoothly. The following lists are given to each so that her responsibilities are clear to her.

MEMO TO HOSTESSES

1. Introduce new people to other group members as they come in.
2. Ask group at first meeting to decide if refreshments are wanted. At each meeting ask for two people to bring refreshments next time if so decided.
3. Before meeting call people who have volunteered to bring refreshments and remind them to do so.
4. Try to arrange chairs in such a way that all group members can see each other when seated.

MEMO TO UNIT SECRETARIES

1. Have recorder's and evaluation sheets ready for meeting.
2. At meeting fill out top of recorder's sheet -- date, unit, leader, topic, members present, guests, etc. Discussion leader will appoint a recorder to record actual discussion.
3. Describe any publications you have for sale. Publications chairman will provide you with these.
4. Remind people that dues are payable through you or directly to treasurer.
5. Announce date, time, place and topic of next meeting.
6. Distribute and collect evaluation sheets at end of meeting. Discussion leader, resource committee and you will probably want to look over these sheets for suggestions.
7. Recorder's sheets should be turned in to Unit Organization Chairman.
8. Keep list of people who regularly attend your unit and call them (or get a committee to call them) if there are any changes in meeting plans, etc.
9. Give to membership chairman list of any guests and name of members who brought them.

MEMO TO DISCUSSION LEADERS

1. Attend briefing meetings on topics for which you will be leader. These meetings are called by resource chairman.
2. At unit meetings:
 - a. Sit as part of the group but where you can be seen by everyone.
 - b. Introduce newcomers to the total group.
 - c. Introduce resource people.
 - d. Ask unit secretary if there are any announcements.
 - e. Ask someone in group to be recorder. (Recording sheets available from unit secretary.)
 - f. In your own words (or ask resource person to do so) summarize briefly previous discussions on present topic.
 - g. Summarize often as discussion progresses.
 - h. Allow time for final summary by recorder at the end of session and for filling out evaluation sheets to be passed out by unit secretary.
 - i. Check comments on evaluation sheets for suggestions.

THE JOB OF MEMBERSHIP - CHAIRMAN AND COMMITTEE

Membership is, in general, the job of every League member. It is the specific focus of the Membership Chairman and her committee. This is underlined because membership is the largest detail job done continuously over the year in League organization (excepting the President's, of course). It is an Organization job as opposed to the other two main areas of League activity - Resource and Action. Its main area is within the League and it works most closely with the Unit Organization Chairman.

Membership and Unit Organization are the Siamese Twins of the Board. They and their committees intermingle jobs until even they can't be sure where one takes off and the other begins. They all live League lives sworn to unrelenting zeal and sensitivity - and their symbol is the telephone. They maintain the life lines of the local league: communication between the Board and the membership, between the League and the rest of the community, between Resource and the members. In short they are the pulse-takers of the League in all its phases of activity.

I. RECRUITING NEW ACTIVE MEMBERS

A. New Members Meeting(s)

1. First League meeting of the fall (and post-Christmas) - open to all members and guests. A Kick-off for the year.
2. Preparation -
 - a. Each committee member responsible for contacting assigned portion of membership to, in turn, contact and bring prospects. All members expected to participate.
 - b. Each committee member combs assigned areas of community for newcomers (lists from churches, civic groups, etc.)
 - c. Each committee member gives Chairman progress reports on definites, pertinent information on them, who's bringing them, etc.
 - d. Bulletin Editor
 - Give her names of prospects as they come in to receive pre-meeting bulletin.
 - Submit Membership report for Bulletin (as do all Board Chairmen).
 - The first Bulletin is a NEW MEMBERS Bulletin. Speakers at meeting merely re-enforce information already given to prospect.
 - e. Publications Chairman
 - Discuss publications to be given away and displayed.
 - f. Name Tags (name and League status, i.e. Board job, member, guest)
3. Speakers -
 - a. Hostess - always the Membership Chairman, preferably in her home.
 - b. President - C.R.'s, League Board jobs, introduces representative chairmen:
 - c. A Resource Chairman - factual study, then action pattern
 - d. Unit Organization - discussion system, consensus
 - e. Treasurer - never hide dues - three levels of membership - national, state and local
 - f. Publications - explain subscription service, then give out free materials and show samples of others. Free general discussion starts
4. Results
 - Good grounding before being swamped with unit work; fair evaluation of amount of work involved, coffee, informality, general League conversation, big sister escort system, and infectious enthusiasm from hard-sell works on guests and members alike and makes for lasting active members.

B. Publicity of League Program

1. Bulletin
2. Public Relations - facets of League program have appeal to different people, bring them to have interest, perhaps joining, the League.

C. Year-round Work in Units

1. Committee member(s) in each unit encourages visitors and solicits names of prospectives from members.

II. KEEPING MEMBERS AND KEEPING THEM ACTIVE

A. Proper Placement

1. Card File
 - a. Questionnaire

Determines interests, skills, family situations, etc. Culls dead wood by forcing member to assess her interest in working for and past contributions, if any, to League.
 - b. Serves all Board members in putting whole membership to work. (There are certainly times when a member can do little more than stagger to units, but such behavior or less year after year indicates something's wrong. League, more than any other organization perhaps, has little place for inactive members. Their money's no good without their woman power.)
2. Units
 - a. Committee member in each unit works with Unit Secretary and Discussion Leader to try to keep good team work: discussion, suggestions about League, etc.

B. Good inter-communication

1. Between Board and Membership
 - a. Visitors to most Board meetings

Keeps Board on its toes.
Makes member feel she better understands the workings of the League and the tremendous work-load of the board.
 - b. Unit Secretaries report Board business at each following meeting of unit - and report unit reaction to Board
 - c. Information from Treasurer

Joinings and resignations announced with attempts to determine causes for the latter.
2. Between Community and Membership
 - a. Members kept informed of League positions on local issues and past actions (or lack of action) on them. Each can then explain to other members of the community and perhaps attract new blood.
 - b. Members serve on Boards of like-minded organizations (Planning Boards, etc.). This is in the nebulous area of "good community feeling" - has broad effects on League but comes in special province of membership in that good feeling essential to attracting interested women. Should never interfere with the local League standing for something, however unpopular, of course.

THE PUBLICATIONS CHAIRMAN

1. Maintains draw subscription service for all members who desire it and encourages all members to use it.
2. Orders materials for resource chairmen and other board members as directed.
3. Provides unit secretaries with material for units at least one unit in advance of the time material is to be discussed to be sold to those not on subscription service.
4. Provides unit secretaries with old material on program items which new members might like to buy to catch up to old members.
5. Shows League publications at new member meetings and gives each prospect a kit containing "Facts", "Know Your Town" and any other materials selected by publications and membership chairmen.
6. Takes a "lending shelf" of books, booklets, clippings, etc. to membership meetings and a shelf of "for sale" publications.

THE BULLETIN EDITOR

The local board has two ways to communicate with the members: 1) through the Organization chairman and unit secretaries; 2) through the local bulletin.

The bulletin:

1. Presents League status on all its program items
2. Introduces new items just before units to stimulate interest
3. Reviews old items before a new year of units
4. Indicates change of approach or emphasis on any program item
5. Announces units at which consensus must be reached
6. Presents results of consensus
7. Describes action being taken
8. Gives the members name, address, phone number and portfolio of each board member
9. Gives topic, time, place, hostess, discussion leader and unit secretary for each unit

The board of directors sets publication dates and suggests subjects to be covered.

The treasurer provides a mailing list of members.

The membership chairman provides a list of prospective members she wishes to receive the bulletin.

The editor and her committee rewrite, stencil, mimeograph and mail the bulletin.

THE RESOURCE CHAIRMAN

1. Appoints committee members - one or two for each unit
2. Discusses with board purpose and goal of study of her subject for the year
3. Plans work for committee and assigns reading or research to each
4. Asks publications chairman to order materials for committee and the members
5. Calls committee meeting to share learnings of each
6. Committee decides on presentation of material to units i.e. questions, outlines, visual aids, etc.
7. Sets briefing session for discussion leaders
8. Contacts public relations chairman to develop best publicity and widest interest
9. Contacts bulletin editor with material for bulletin to stimulate members' interest and reading
10. After unit - reviews recorders notes to see what additional work needs doing before next units
11. Helps unit organization chairman in reporting unit successes and failures to the board

The resource person in the unit:

1. Gives a background of League work on the subject if requested by discussion leader
2. Acts as a resource book - filling in gaps in knowledge of the members
3. Reports needs and wants of the members to resource chairman

* * * * *

SELECTED BIBLIOGRAPHY ON GROUP LEADERSHIP

Adult Education Association of USA
743 North Wabash Ave.
Chicago 11, Illinois

Leadership Pamphlets. each 60¢

- #1 How to Lead Discussion
- 2 Planning Better Programs
- 3 Taking Action in the Community
- 4 Understanding How Groups Work
- 5 How to Teach Adults
- 6 How to Use Role Playing
- 7 Supervision and Consultation
- 8 Training Group Leaders
- 9 Conducting Workshops and Institutes

League of Women Voters Pamphlets

Let's Have a Discussion. 10¢
Unit Organization in the League of Women Voters. . . . 10¢
Tips on Carrying out Programs. 15¢
Outline for Group Discussion 05¢

Lippitt, Gordon L. and Schmidt, Warren, My Group and I,
Arthur C. Crofts: Washington, D. C. 75¢

jean Orr

SUPPORT OF MEASURES TO IMPROVE
STATE PROBATION AND PAROLE
AND
THE STATE SCHOOL FOR BOYS

January 1960

League of Women Voters of Maine

THE BOY'S TRAINING CENTER

PHILOSOPHY

For 3-1/2 years the philosophy of the State School for Boys has been that which the 99th Legislature has now enacted in its new juvenile law. This law reads: "The State shall establish and maintain Training Centers to rehabilitate children committed thereto as juvenile offenders by the courts of the state. Toward this end the disciplines of education, casework, group work, psychology, psychiatry, medicine, nursing, vocational training and religion related to human relations and personality development shall be employed. The Training Center for boys shall be known as the Boy's Training Center."

Boys coming to the Training Center have learned to behave in ways unacceptable to the community. It is the duty of the school in so far as possible to rehabilitate these boys so they may take their rightful place in society. The total effort of the school to rehabilitate these boys is called "treatment". Successful treatment of boys with problems implies the best possible methods of diagnosis, treatment, placement, and after care.

PLANT FACILITIES

Present plant facilities of the Training Center include a large central building constructed in 1850 and now utilized as an all inclusive unit. Four cottages built in 1850 house the boys. Forty to fifty boys sleep on the third floor of these cottages in beds 12 to 18 inches apart. There is a central school building with six school rooms, a farm, and a recently constructed gymnasium. With the exception of the gymnasium, new construction at the State School for Boys has been almost nonexistent for the last seventy years.

Annual admissions to the school are on the increase. The total number of boys admitted for 1958-1959 was 267, with as many as 185 residing in the school at one time last December. The normal capacity of the school is 100 boys.

Overcrowding of plant facilities resulted in an accelerated release program which reduces the efficiency and effectiveness of the Training Center. The average stay of boys in the school has decreased from 14.8 to 6.3 months. The average length of residence for boys in other training schools according to national training school statistics is 13-1/2 months. Such short stays of residence result in youngsters returning to their communities with inadequate treatment and reflects the inadequacies of plant facilities.

TREATMENT PROBLEMS

Last year, for the first time in the State of Maine, clinical services became an integral part of the treatment program. In July, 1959, the school had the services of two psychiatrists for the purposes of staff consultation, plus one full time psychologist and one psychiatric social worker. During the past year this psychiatric social worker had a case load of 428 boys. The U.S. Department of Health, Education and Welfare recommends one social worker for each 30 boys in a residential training school setting.

The department of Education is divided into three divisions: Academic, Vocational and Physical Education. The classroom grades in the academic subjects consist of ungraded remedial, graded remedial, and grades 5 to 10. Education in a training

school requires special techniques which adapt educative processes to the interests, needs, and abilities of the children. Since the number of emotionally disturbed and scholastically retarded boys admitted to the Center is on the increase there is a desperate need for additional teachers trained in remedial work. Automotive mechanics, Manual Training and Building Trades are taught in the Vocational Division.

Boys should be considered for release on the basis of their response to program and their improved adjustment. Unfortunately it has been necessary to continue an accelerated release program based on available funds, plant facilities, rate of admittance and available beds. Placement and after care supervision help make the difference between successful adjustment or failure of the released boy. The new Juvenile Law allows the School to administer the release of boys, their placement and after care program. However, no funds were appropriated by the Legislature to hire the required personnel to operate an after care program, nor were funds allowed to take care of the necessary travel.

BUDGET

In October, 1958, the budget of the School was submitted with hopes of bringing it up to the minimum standards prescribed by the American Psychiatric Association, the U.S. Dept. of Health, Education and Welfare, and Maine State Dept. of Education. The budget was divided into two parts: Part 1, requested additional funds to maintain current services. In order to maintain current services for an increased population additional funds were necessary for extra personnel and equipment in medical maintenance, teaching and guidance services. Part 2 of the budget included expanded and improved services. The addition of seven training school counselors, three social workers and teachers would help bring the school up to the minimum requirements desired.

PERSONNEL

The 99th Legislature did not increase the number of employees from those on the payroll during the 1958-59 fiscal year. Seventy fixed time plus one part time employee were on the payroll as of June, 1959. The 99th Legislature appropriated funds to continue this same number of employees from July, 1959 to 1961.. Increased funds in personnel services were only to care for range changes and merit increases.

Contractual Services and Commodities were increased \$3600 for the 1959-61 fiscal period. The allowed increase was based on a 3% increase in the cost of living applicable to all State departments and an increase in the average population over the years 1957-58. This increase would not provide new or better services.

Capital

In 1957-58 Capital expenditures were \$13,434.. The 99th Legislature appropriated \$6140 for 1959-60.

CAPITAL OUTLAY & CONSTRUCTION

The 99th Legislature appropriated for the 1959-60 biennium \$6700 to repair the boiler in the heating plant. \$6,926,100 was requested. This would include the cost of such projects as an administration building, additional cottages, staff housing, an academic school, a vocational trades building and many others. The 99th Legislature appropriated \$156,895 for construction. Of that amount \$120,000 was returned to surplus.

The Bureau of Public Improvements reported to the 99th Legislature on the advisability of relocating the school. As a result, an act was created to study the relocation of the Boy's Training Center. \$90,000 of the \$120,000 in surplus was set up to pay for the survey.

COMMITTEE ON RELOCATION OF STATE SCHOOL FOR BOYS

Members of the Committee on the relocation of the State School for Boys consist of the following: one Senator to be appointed by the President of the Senate, one Representative to be appointed by the Speaker of the House, one member from the Department of Institutional Service to be appointed by the Commissioner of Institutional Service, one member from the Department of Finance and Administration to be appointed by the Commissioner of Finance and Administration, and one member from the Bureau of Public Improvements to be appointed by the State Director of Public Improvements. Additional information on this committee appears in the January 1960 Maine Voter.

CURRENT PROBLEMS OF THE PROBATION AND PAROLE ADMINISTRATION

In the spring of 1957, the League had the satisfaction of having its bill setting up a statewide system of probation and parole passed by the Maine legislature. (See "A Success Story" pub. by the State League.) Although the League is proud of this contribution toward improving services to youthful and adult offenders, it has the responsibility of supporting the new department in achieving better and expanded services.

The 1957 bill provided: a Probation and Parole Board to administer the law; the appointment of a professionally trained State Director of Probation and Parole; the division of the state into three administrative districts, each district to be served by a district supervisor, and several probation and parole officers. Under this law, Maine was able to have, for the first time, uniform methods and procedures in the administration of probation and parole, including pre-sentence investigation, supervision, casework, collection of fines and record-keeping.

The Case Load Problem

At the present time, the Department has, in addition to Director John J. Shea, 23 probation-parole officers, one part time officer, and three supervisors. Case loads vary depending upon the locality in which an officer is stationed, but the average case load is 175-180 cases per officer. In some instances, officers have in excess of 200 individuals under supervision. The National Probation and Parole Association recommends case loads of sixty.

In order to improve services, the Department asked for an increase in its budget for the years 1959-60 and 1960-61 to provide for the salaries of an additional 10 officers. However, the necessary funds were not appropriated.

Besides reduction of case loads, additional personnel would permit improved court coverage, greater attention to juvenile service, better coordination between the Dep't. and the Maine State Prison through the stationing of an officer there, engaged in specialized work, and the provision of resident officers in Washington and northern Penobscot Counties.

With caseloads presently about three times as high as the recommended standard, the Department expects a steady increase in the number of persons to be placed on probation or parole by the courts.

The Budget Problem

Departmental appropriations for the last year of the past biennium, together with the present biennium, are: 1958-59 \$224,614; 1959-60, \$231,278; 1960-61, \$233,185. This very slight increase in appropriations does not provide for any new officers or clerical personnel. In general, this increase will provide only enough funds for annual salary increments for members of the Department. All State employees begin their State service at minimum wage levels and receive small pay increases over a period of four-and-a-half years before reaching maximum pay. Thus, the above appropriations will only permit maintaining the present level of services.

Other Problems

The need for an Administrative Supervisor to assist the Director can best be demonstrated by a summary of the various duties and responsibilities of the Director. These include: appearance before the Governor and Council on pardon and commutation proceedings, presence at the institutions when parole eligibility hearings are held, visiting district offices on administrative matters, handling Interstate Compact parole matters, and department administrative detail which increases in proportion to the increase in case loads. During the Director's absence from his office, administrative detail, much of which requires promptness and dispatch, approaches a standstill. The appointment of an Administrative Supervisor would permit the Director to be relieved in part of some responsibilities relating to parole and concentrate on probation services, State Board activities, pardons and commutations, the development and refining of services to juveniles, recruitment, and in-service training.

An increase in travel allowance is needed to facilitate the work of the officers. Travel allowance includes travel within and out-of-state. As a member of the Interstate Compact, the Dep't. has a moral obligation to return parolees who have absconded; these "returns" are generally expensive and must be included in travel allowance. Travel within the State is extensive because of the size of the State and the subsequent dispersal of cases.

The Department also needs funds for rental of office space and office equipment. At present, the counties are cooperating with the Dep't. by providing office space and considerable equipment without cost to the State, with the understanding that payment of rent and replacement of some items of county-owned equipment will be forthcoming from the State. However, the Dep't. should have its own budget for office space and not be dependent on County Government.

TAXATION I N MAINE



Prepared by

The League of Women Voters of Maine

January 1960

ACKNOWLEDGMENTS

The League of Women Voters of Maine expresses appreciation to Professor Austin Peck, University of Maine Professor Guilio Pontecorvo Bowdoin College and Professor Walter Zukowski, Colby College for their critical help with this paper

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INTRODUCTION

1,

"A society defines itself by the taxes it pays and the purposes for which it determines to pay these taxes."¹ The people of Maine have decided over the years that it is a common responsibility of all citizens to provide adequate highways, education, protection, and health and welfare services. It is not now a question of whether these services should be provided, but only of how they should be supported and to what extent--how sufficient funds to meet the expenditures of the state can be fairly raised.

The League of Women Voters of Maine has, since its founding, been working for the improvement of government in the state and for the improvement of institutions operated by that government. The delegates attending the state convention in May, 1959 voted unanimously to adopt as State Current Agenda Item I, "The evaluation of possible tax sources in Maine". We decided to examine some of the problems of financing our state government: What taxes do we pay now? Are they equitable? Are they adequate? Can we afford higher taxes? Would it be to the best interests of the citizens to change our tax structure? What would be the most efficient and equitable method of providing the state government with sufficient revenues for its expenditures? These are some of the questions which will be discussed by the League of Women Voters of Maine in its two-year study of the state's tax problems.

The Total Tax Picture. More than two-thirds of the money collected in taxes throughout the country goes to the Federal Government, the remainder being divided about evenly between state and local governments. But the bulk of Federal income is devoted to defense in one way or another. About 70% of all governmental spending for civilian public services (schools, hospitals, roads, police and fire protection, parks, community development, welfare services, etc.) comes out of state and local taxes. When we are speaking of government services other than defense, we are referring to the items primarily paid for by state and town budgets, and concern for these services will be reflected by an examination of state and local finances.

State Taxes: a Pressing Problem. The 99th Legislature of Maine adopted a Resolve, "Providing that the Legislative Research Committee study the state and municipal tax structure of the State." The report of this committee is to contain recommendations for legislation believed necessary to correct any existing inequity. Maine, as is typical of most state governments at this time, must meet increased expenditures with increased revenue.

Three factors have contributed to increased expenditures on the state level throughout the country:

1 William A. Caldwell in New Jersey Voter, 1959.

2.

- 1) Costs have risen for virtually everything that governments have to pay for--salaries as well as supplies, from paper clips to steel for building bridges,
- 2) More services are now required to meet the needs of the nation's growing population. There is also added pressure for more state aid for education, etc., because local governments are also having difficulty in raising revenue to meet increased costs.
- 3) There has been an increase in federal grant-in-aid programs calling for matching funds from the states.

Three additional problems make the situation especially acute in
Maine:

- 1) The large area of the state, coupled with the small population, requires a heavy outlay per capita for highways and has also lead to a system of small schools, particularly in the northern and eastern sections of the state, which are frequently below the optimal size and are expensive to operate.
- 2) United States Census figures indicate that the number of persons in Maine under eighteen and over sixty-four is increasing in proportion to the eighteen to sixty-four age group. This means that the wage earners as a group represent a smaller proportion of the population and that the tax burden on this group, to provide schools for children and support for the aged, is increasing.
- 3) From the point of view of industry, Maine is handicapped by its distance from markets and many raw materials. In competition with other states for industry, Maine cannot afford the further handicap of offering second rate services in health, welfare, and particularly education to prospective industrial immigrants. The state must provide sufficient money to maintain or improve the present level of services.

The Economy of Maine. In describing the economy of Maine it is necessary to remember that the state is far from homogeneous. What holds true for Cumberland County will not necessarily apply to Aroostook. Certain generalizations, however, may be made for the state as a whole. Maine is rich in some natural resources, while lacking in others. Timber is the principal natural resource and the only industrial raw material available in the state. Mineral production is very low and there are no deposits of fossil fuels. Adequate fresh water is available, however, in many areas it is of low quality because of

pollution. Soils are generally poor, although in some areas they are well adapted to growing certain crops. Agriculture is further limited by the short growing season. Fishery resources are generally plentiful. Recreational resources are ideal. So far as human resources are concerned, most employers seem to feel that Maine is attractive from the point of view of both the availability and the character of its labor force.

Agriculture, forestry, and fisheries have gradually become less important to the economy of the state as a whole. The largest single source of employment in Maine is now manufacturing which accounts for almost 35% of total employment in the state. Increased industrial activity has brought with it increased demands for business services such as transportation, communications, finance, and repair as well as increased demands for personal services and consumer goods. This change has tended to relate Maine's economy more closely to that of the country as a whole and to make it especially susceptible to nationwide variations in business activity.

Principles of Taxation. In judging the taxes which now exist in Maine or changes in the tax structure which might be proposed, certain criteria should be used: equity, adequacy, and convenience. Too often a tax is judged by what Professor Taussig of Harvard called the cynical principle -- "Any tax is a good tax that yields a large return without causing much protest from the taxpayers, or at least from the payers who have political influence."

The first important principle to be considered in judging a tax or system of taxation is that of equity, or justice. An equitable tax is one which distributes the tax burden among the taxpayers as fairly as possible. An extension of this principle to include "ability to pay" would require that individuals in similar circumstances pay similar amounts.

When considered in the light of ability to pay, taxes may be characterized as "regressive", "proportional" or "progressive". A regressive tax is one which takes a greater per cent of a small income than of a large one. Sales taxes are generally considered to be regressive. A proportional tax takes the same per cent from each income no matter how large or how small. A state income tax with a flat rate of 2% would be a proportional tax. A progressive tax is graduated, in other words, scaled to take a greater per cent of a large income than of a small one. The federal income tax is a progressive tax since the rate of tax increases as the amount of income to be taxed increases. Opponents of the graduated income tax argue that it is impossible to compute ability to pay and that it is unjust to take a greater proportion of one income than of another. Those in favor of progressive taxes argue that taking more from higher incomes distributes the tax burden more fairly. They also point to the advantages of equalizing the economic opportunities in society through taxing the wealthy more heavily, which causes a redistribution of income.

The degree of progressiveness or regressiveness may vary with each particular tax law. An income tax may be made more or less progressive by the use of exemptions and allowances; a sales tax may be made more or less regressive by omitting or including certain items.

The principle of equity is a very difficult standard to apply to any tax structure since ability to pay depends upon many more factors than the obvious one of income.

It is much easier to apply the standard of adequacy to a tax structure. The state should receive sufficient revenue to pay for the services it is expected to provide. Although a year by year matching of revenue to expenditures is not essential, a certain degree of stability is desirable to provide a reasonably dependable income to meet the fixed expenses of state government.

A tax should be convenient both to administer and to collect, and costs of collection and compliance should be as low as possible, consistent with effective enforcement. Evasion should be difficult, and compliance should be simple. This does not mean that a tax should be hidden so that the taxpayer does not recognize it. It is good for the taxpayer to be aware through direct taxes of his contribution to the cost of government, but he should not be continually irritated by excessively complicated bookkeeping in order to compute his tax obligations.

The purpose of this pamphlet is to arouse interest and provoke thoughtful discussion rather than to supply answers to Maine's tax problems. A close examination of the tax structure of Maine as it now exists and a comparison of Maine's taxes with the taxes levied by other states in similar circumstances must be made before any proposals for increased revenue can be considered. Existing taxes and possible new taxes must be studied carefully and judged by the accepted standards of taxation such as equity, adequacy, and convenience. There is no easy solution to any tax problem. Maine's tax structure can be improved only by the informed and interested effort of all her citizens.

The tax structure of the state of Maine is most easily understood in terms of the three types of operating funds through which state financial transactions are handled--the General Fund, the Highway Fund, and the various Special Funds. There are also non-operating funds, for example Trust and Agency Funds in which the state acts as trustee or agent for the public and Working Capital Funds which are self-reimbursing, with some revenue transferred to these from other funds.

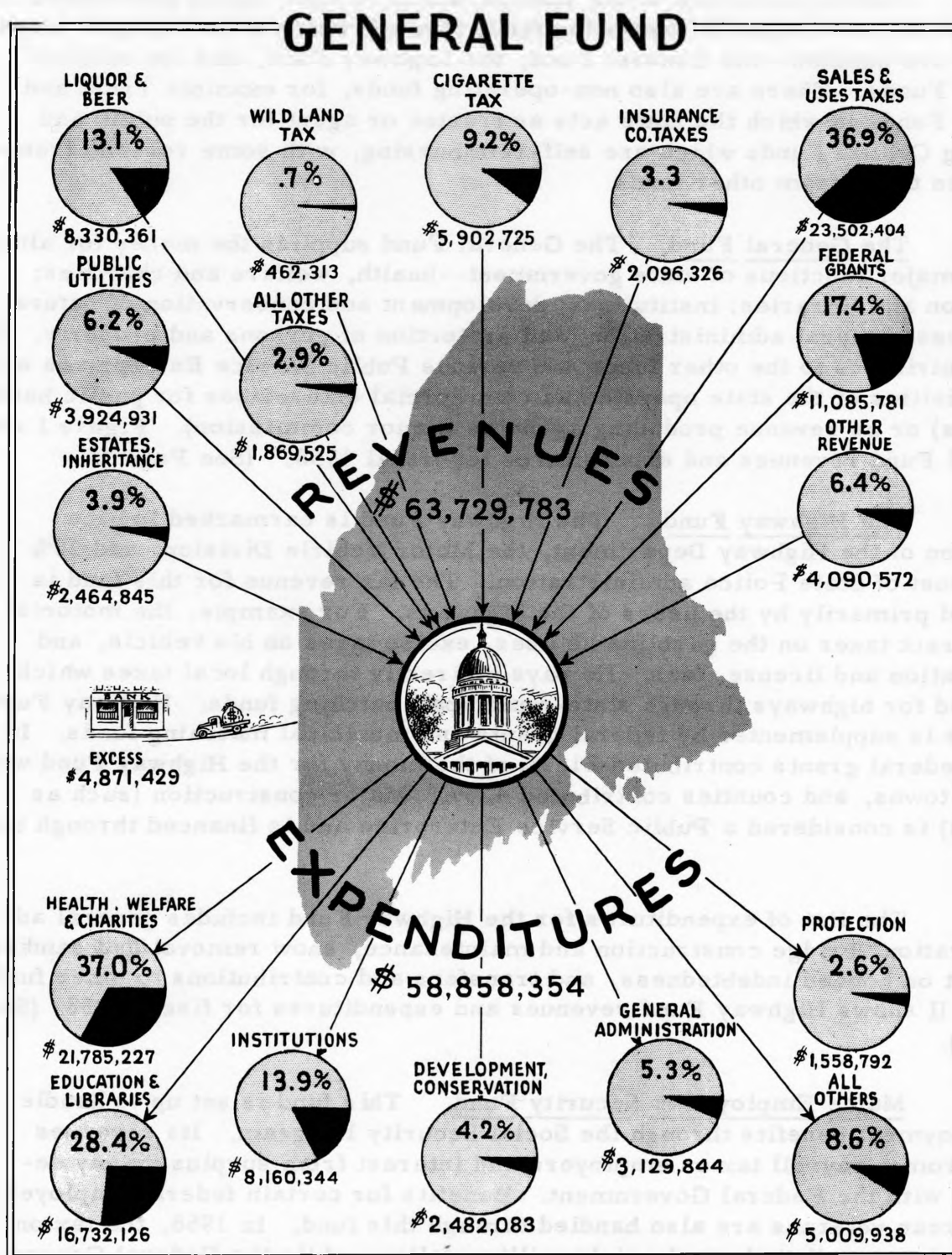
The General Fund. The General Fund supplies the money for almost all the major functions of state government--health, welfare and charities; education and libraries; institutions; development and conservation of natural resources; general administration; and protection of persons and property. It also contributes to the other funds and various Public Service Enterprises which are activities of the state operated as commercial enterprises for public benefit (bridges) or as revenue producing agencies (liquor commission). Figure I shows General Fund revenues and expenditures for fiscal 1958. (See Page 6).

The Highway Fund. The Highway Fund is earmarked for the operation of the Highway Department, the Motor Vehicle Division, and 50% of the cost of State Police administration. The tax revenue for this fund is supplied primarily by the users of the highways. For example, the motorist pays direct taxes on the gasoline he uses, excise taxes on his vehicle, and registration and license fees. He pays indirectly through local taxes which are used for highways through state-municipal matching funds. Highway Fund revenue is supplemented by federal grants and municipal matching funds. In 1958, federal grants contributed 21.1% of the money for the Highway Fund while cities, towns, and counties contributed 4.3%. Major construction (such as bridges) is considered a Public Service Enterprise and is financed through bond issues.

The list of expenditures for the Highway Fund includes general administration, bridge construction and maintenance, snow removal and sanding, interest on bonded indebtedness, and transfers and contributions to other funds. Figure II shows Highway Fund revenues and expenditures for fiscal 1958. (See Page 7).

Maine Employment Security Fund. This fund is set up to handle unemployment benefits through the Social Security Program. Its revenues come from a payroll tax on employers and interest from surplus money deposited with the Federal Government. Benefits for certain federal employees and Korean veterans are also handled through this fund. In 1958, the tax on employers contributed nearly eight million dollars while the Federal Government supplied about two million--one million as interest on deposited funds; one million in the form of federal grants. An additional revenue of about twenty-four thousand came from fines, forfeits, and penalties.

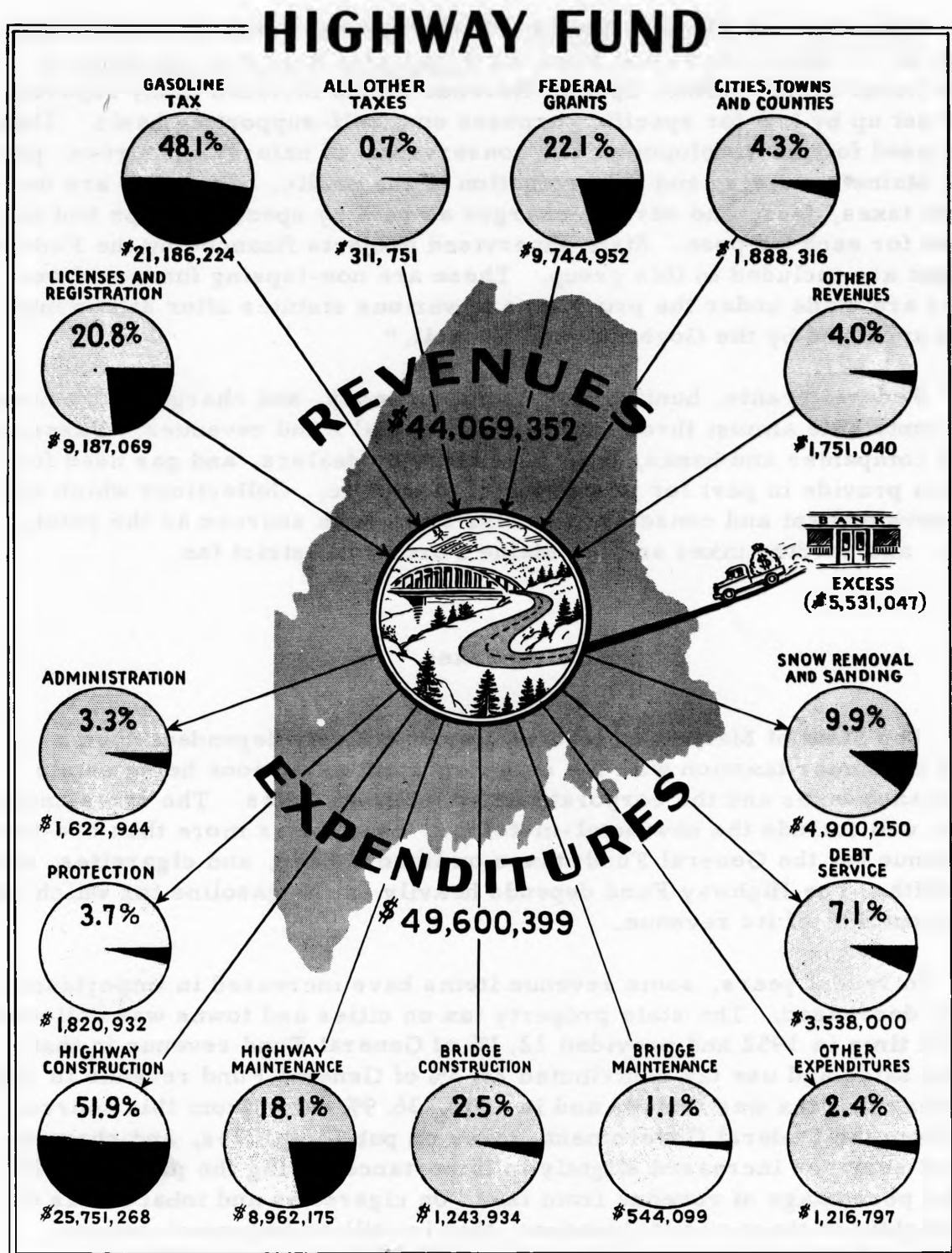
FIGURE I
General Fund Revenues and Expenditures for Fiscal 1958



Source: State of Maine Financial Report Fiscal Year Ending June 30, 1958

FIGURE II
Highway Fund Revenues and Expenditures for Fiscal 1958

7.



Source: State of Maine Financial Report Fiscal Year Ending June 30, 1958

Other Special Revenue Funds. These Special Funds are most easily explained by a direct quotation from the Finanacial Report of the State of Maine for fiscal 1958. "Other Special Revenue Funds included many separate activities set up by law for specific purposes on a self-supporting basis. These funds are used for the development and conservation of natural resources, promotion of Maine products, and the protection of the public. Revenues are derived from taxes, fees, and service charges as paid by special groups and are segregated for each purpose. State supervised projects financed by the Federal Government are included in this group. These are non-lapsing funds and expenditures are made under the provisions of various statutes after allotments have been approved by the Governor and Council."

Federal grants, hunting and fishing licenses, and charges for current services contribute almost three-quarters of Special Fund revenues. Taxes on insurance companies and banks, milk purchased by dealers, and gas used for aeronautics provide in part for protection of the public. Collections which are used for development and conservation come from such sources as the potato, blueberry, and sardine taxes and the Maine Forestry District tax

Maine Taxes

The State of Maine has become almost entirely dependent upon a system of consumer taxation with the only important exceptions being estate and inheritance taxes and the corporation capital stock taxes. The sales and use tax, which will include the new hotel-motel tax, contributes more than one-third of the revenue for the General Fund; taxes on liquor, beer, and cigarettes, more than one-fifth. The Highway Fund depends heavily on the gasoline tax which contributes about 48% of its revenue,

In recent years, some revenue items have increased in importance, some have decreased. The state property tax on cities and towns was collected for the last time in 1952 and provided 12.1% of General Fund revenue in that year. The sales and use tax contributed 24.3% of General Fund revenue in 1952, the first year this tax was levied, and in 1958, 36.9% came from this source. Revenue from the Federal Government, taxes on public utilities, and charges for current services increased slightly in importance during the period 1952 to 1958. The percentage of revenue from taxes on cigarettes and tobacco has decreased slightly in these years; however, this is still an important source.

Sales and Use Tax. The Maine sales and use tax, adopted in 1951 at the rate of 2% and increased to 3% in 1957, is a tax paid by retailers on the sale of tangible, personal property for consumption or use. Taxable sales include

- 1) conventional and installment sales,
- 2) storage of tangible personal property
- 3) sale and distribution of gas, water or electricity by any public utility,
- 4) fuels used in commercial or industrial activities

The list of exemptions includes food sold for consumption off the premises, medicine by prescription, some ships' stores, seed, feed, fertilizer, bait, pesticides, fungicides, weed killers, defoliants, litter, funeral services, cigarettes (subject to other taxes), boats sold to non-residents for delivery out of state, fuel for home heating, and sales to volunteer fire departments. Since its adoption, this tax has become the most important producer of revenue for the General Fund.

Liquor and Beer Revenue. The revenue from the sale of liquor and beer contributed 13.1% of the revenue for the General Fund in 1958. The State Liquor Commission operates as a Public Service Enterprise turning over its net revenues to the General Fund. Liquor and wine are sold by the commission through state stores, or by private dealers who purchase their supplies through the commission at 10% less than the price charged by the state stores. Other operating income for the commission is obtained from liquor licenses, malt beverage licenses, malt beverage filing fees and malt beverage excise taxes. Licenses are issued for the manufacturing, distilling and bottling of liquor and for the sale of liquor in hotels, restaurants and taverns. The excise tax on malt beverages requires a license for each principal place of business and each additional warehouse.

Cigarette Tax. The cigarette tax contributed 9.2% of General Fund revenues in 1958. Cigarettes are taxed at a rate of 2 1/2 mills per cigarette. Stamps are sold by the assessor to licensed distributors at 3 1/2% off face value.

Estate and Inheritance Tax. Estate and inheritance taxes are a reasonably important though somewhat undependable source of state revenue. Because of this undependability, unexpectedly large revenues from these taxes have occasionally been used by the state to finance capital improvements. The inheritance tax is graduated from 2% to 18% on all inherited property in the state. There are various exemptions of specified sums for particular classes of relatives. Estate taxes are levied in addition to the inheritance tax.

Gasoline Tax. The gasoline tax was the biggest single contributor to the revenue of the Highway Fund in 1958. Gasoline and use fuel taxes together contributed about twenty-one million dollars; gasoline taxes alone provided about twenty million or 48.1% of the total revenue. The tax amounts to 7 cents per gallon on motor vehicle fuel; 6 cents on fuel for motor boats and tractors, which is refundable. Eight mills of the tax on motor boat fuels goes into the Special Revenue

Fund for research in the Department of Sea and Shore Fisheries.

Licenses. Various licenses also contribute to state revenue and should not be neglected in a discussion of state financing. The Highway Fund receives 20.8% of its income from motor vehicle fees and drivers' licenses. In addition to this, it also receives the money from Beano licenses, motor truck application fees, use fuel licenses, and outdoor advertising permits. The revenue from the various types of liquor licenses contributes to the General Fund. The Department of Health and Sanitation receives revenue from the licensing of plumbers, hairdressers, barbers, and others. Hunting and fishing licenses contribute to the Inland Fisheries and Game Department as do licenses for taxidermists, game breeders and trappers, guides and bait dealers. The Department of Sea and Shore Fisheries issues licenses for commercial fishing, the operation of weirs, lobster and crab fishing and for the interstate transportation of lobsters, and dealer's licenses for clams, quahogs, crabs, and lobsters.

Business Taxes. Special taxes on business in Maine are of two types-- gross receipts taxes on public utilities and insurance companies, and capital stock taxes on corporations. In fiscal 1958 taxes on public utilities accounted for 6.2% of General Fund revenue and those on insurance companies provided 3.3%. The public utilities taxed on gross receipts in Maine are express companies (railroad and vessel), telephone and telegraph companies, and railroads. Electric power, water, and motor express companies are not taxed on gross receipts.

Express companies pay 4% of gross receipts on business done in the state, including a proportional part on all express business coming from or going to other states or countries.

The tax on telephone companies is graduated from 1 1/2% to 7% of gross receipts, and telegraph companies pay a flat 6% of gross operating revenue within the state.

The railroad tax is graduated from 3 1/4% to 5 1/4% of gross transportation receipts and the rate is determined by the ratio of net income to gross transportation receipts.

Insurance companies are taxed at the rate of 1% on gross premiums of domestic companies. Foreign companies are taxed 2% on gross premiums.

Corporations in Maine pay an organization fee at the time of incorporation and an annual franchise tax. These taxes are graduated and are based on the value of capital stock and the number of non - par - value shares. Trust companies and national banking institutions are taxed annually on the value of shares of stock minus the value of real estate, vaults and safe deposit

plant within the state. Savings banks and trust companies are taxed semi-annually on average deposits.

Wild Land Tax. Since the passage of the sales and use tax, the state has relinquished the use of the property tax to local governments. Although under present law the state property tax must still be assessed, it is retained by cities and towns for local purposes. However, the state still receives revenue from a 7 1/4 mill property tax on wild lands. These lands fall into three categories: unorganized towns and territories (which have never had a local government), deorganized towns and plantations (areas in which local governments have been discontinued), and land in places not incorporated where the land is not exempt from taxation and not liable to be assessed in any town. Taxes on these lands are assessed and collected by the state since there is no existing local government. In 1958, real estate in unorganized wild lands was valued at about seventy-six million dollars, and the tax revenue from these lands amounted to about four hundred and sixty thousand dollars or .7% of the General Fund income.

Local Taxes. Local governments in Maine depend almost entirely for their revenues upon real estate, personal property, and motor vehicle excise taxes. Towns, cities, and plantations also receive income from miscellaneous items such as poll taxes, police fees, fines and parking meters, and electrical, building, and plumbing inspectors' fees.

The state receives a small income from miscellaneous taxes and fees which are collected locally. Revenue from dog licenses and hunting and fishing licenses is turned over to the state. Half of the money from plumbing licenses and inspection fees is also returned to the state for use in health and sanitation. The excise tax on motor vehicles or aircraft which are owned by foreign corporations or non-residents and which are not housed in a place where a local tax may be collected by a municipality is paid to the state.

Towns, cities, and counties contributed only 2.43% of the total state revenue in 1958. This amounted to less than three million dollars; of this, hunting and fishing licenses accounted for over one and a half million.

Other Sources of Revenue

Bond Issues. Technically bond issues have no place in a study of the tax structure of Maine, since the revenue derived from this source is not the result of taxation. They are, however, an important part of the financial structure of the state, and as such must be considered.

A bond is simply a promissory note given by the state to a bank, individual, corporation, or investment house which has lent money for a specific purpose. Highways, bridges, and capital improvements are among the items for which bonds have been issued in Maine. In some cases the revenue from bonds may be augmented by federal and municipal matching funds or by appropriations from the state.

Bonds are repaid in two ways:

- 1) from taxes
- 2) from revenues of the specific projects for which the bonds were issued.

For example, the funds acquired from rental of the new housing project at the University of Maine are expected to retire the bonds issued for their construction. Until bonds have been redeemed, interest on them must be paid annually. In 1958, the legislature appropriated \$438,000 for interest. As of June 30, 1958, the state's bonded debt was over thirty-two million dollars, and at the referendum held in October, 1959, the voters of the state authorized the legislature to issue bonds in the amount of almost thirty-one million dollars, for a total potential debt of approximately sixty-three million dollars.

Federal Grants. A major source of revenue in Maine, which is not derived from taxes, is federal money, sometimes known as grants-in-aid. In fiscal 1958, Maine received 21% of total operating funds from the Federal Government. This amounted to almost twenty-four and one-half million dollars. Of this revenue, over eleven million dollars was allocated for General Fund expenditures.

Federal money for highway purposes amounted to almost ten million dollars in fiscal 1958, an increase of more than two and one-half million over the revenue of the previous year from this source. The greater proportion of this money was matched in varying degrees by the state.

The Special Revenue Funds received about three and one-half million dollars in federal grants to be used for education, public health, school lunch program, administration of the Maine Employment Security Commission and other specified purposes.

Maine's economy does not match exactly that of any other state because of such variables as geography, distribution of population and degree of industrialization. However, Maine forms an integral part of a national economy which uses a common currency, provides similar opportunities for education and fairly uniform living standards. Comparisons of Maine's income and taxes with those of other states, therefore, will show Maine's relative ability and effort to support state government,

The relative effort which the people of a state are making to provide government services may be measured by comparing per capita tax collections among states. Data on per capita personal income are an indication of ability to pay for state government expenditures, as well as expenditures of all types. According to United States Department of Commerce figures for fiscal year 1958 the national average per capita state tax collection was \$88.03. Maine's per capita state tax collection for the same period was \$83.88, placing the state 27th in the nation in per capita collections. Figures on per capita personal income for the calendar year 1958, supplied by the Department of Commerce, indicate that the national average per capita personal income in that year was \$2057; Maine's was \$1704, placing the state 34th with respect to per capita personal income.

Shay and Peck (1958) point out that Maine was more adversely affected than the average state in the recession during parts of 1957 and 1958. They attribute this to the prime importance of manufacturing as a source of personal income in Maine and to the fact that Maine's textile industry is declining and is therefore, especially vulnerable to changes in the demand for finished products. There was one additional aspect in the fall of income in Maine during this period which reached beyond the effects of the general recession. Productive capacity in the newsprint paper manufacturing industry in Maine exceeded demand during parts of this period, and the industry has not yet completely recovered. In 1956, a year of greater national prosperity, Maine ranked 28th, with a per capita personal income of \$1641 compared to the national average of \$1958.

States Comparable in Per Capita Personal Income. The relative effort of Maine to support state government may be indicated by comparing Maine's tax collections with those of states having similar per capita personal incomes. Six states, including Maine, which have been similar in per capita personal income since 1950 (according to the Department of Commerce publication Survey of Current Business and its supplement Personal Income by States since 1929) are used for comparison in this study. Table I shows per capita personal incomes, per capita state tax collections, and per capita total state and local tax collections in 1958 for these six states.

TABLE I

Per capita personal incomes, per capita state tax collections, and per capita total state and local tax collections in 1958 for six comparable states.

State	Per capita personal income (dollars)	Per capita state tax collections (dollars)	Per capita state and local tax collections*
Utah	1753	94.12	167.47
Vermont	1745	100.89	189.64
Oklahoma	1740	109.21	160.84
Maine	1704	83.88	172.26
Idaho	1701	82.60	163.06
Virginia	1674	67.10	107.02
Average	1719	89.63	160.05

*Estimates based on United States Department of Commerce figures,

Source: United States Department of Commerce, Survey of Current Business August, 1959.

United States Department of Commerce, Compendium of State Government Finances in 1958.

The average per capita state tax collection for these six states was \$89.63, with Maine and Idaho slightly lower than this average. Virginia was substantially below Maine, while Vermont, Oklahoma and Utah had collections above the average and well above Maine's.

Per capita state tax collections do not give a complete picture of the tax burden. Local collections must also be considered to determine Maine's total state and local tax collections as compared to those of other states. Per capita local tax collections in Maine in 1958 are estimated at \$88.38, making the total state and local per capita collection \$172.26. This is very close to the national average of \$173.63 for total per capita collections. The average per capita state and local tax collection for the six states was \$160.05 with Maine and Utah above this average and Vermont well above the average and above Maine. Oklahoma and Idaho were below Maine and slightly above the average, while Virginia was considerably below the average and below Maine.

Maine's effort to support state government, as indicated by per capita state tax collections is less than the average of all states and of the six-state group; however, Maine's effort to support state and local governments, based on total per capita tax collections is close to the average of all states and above the average of the six-state group. It should be remembered that Maine's ability to pay, based on per capita personal income, is less than the average in both cases.

Comparison of New England States. Although the New England states have historical and, to some extent, geographical and economic similarities, they are not similar in per capita personal incomes. Massachusetts and Connecticut have had per capita incomes ranging among the twelve highest in the nation for many years. Since 1950, Rhode Island's per capita income has dropped in relation to that of other states from eleventh to twentieth, while New Hampshire's has remained in the low and middle twenties. Maine's per capita income has fluctuated between the high twenties and middle thirties, while Vermont's has remained among the low and middle thirties.

The per cent of personal income collected as taxes also varies among the New England states. Table II shows per capita incomes, per capita total tax collections and these collections expressed as per cent of income in 1958 for the New England states.

TABLE II

Per capita personal incomes, per capita total tax collections, and per cent of personal income spent on state and local taxes in 1958 for New England states.

State	Per capita personal income (dollars)	Per capita state and local tax collections*	Per cent of per capita personal income spent on state-local taxes*
Connecticut	2817	196.78	6.98
Massachusetts	2394	210.81	8.79
Rhode Island	1966	169.50	8.63
New Hampshire	1885	160.34	8.67
Vermont	1745	189.64	10.86
Maine	1704	172.26	10.11

*Estimates based on United States Department of Commerce figures.

Source: United States Department of Commerce, Survey of Current Business, Aug. '59.
United States Department of Commerce, Compendium of State Government Finances in 1958.

Maine and Vermont in that year had the lowest per capita personal incomes of the New England states and the highest per cent of personal income collected for state and local taxes. These two states collected about 10% of per capita personal incomes as taxes, more than Massachusetts, Rhode Island and New Hampshire, which collected between 8.6% and 8.8%, and well above Connecticut which collected about 7% and had the highest per capita personal income in the nation in 1958.

Major Sources of State Tax Collections. In fiscal 1958, states collected revenues from six general types of taxes: sales, income, licenses, property, estate and gift, and other taxes (including severance, poll, document and stock transfer and other types). The per cent of all state tax income collected from each of the various levies is shown in Table III. (See page 17).

It is interesting to note where Maine stands in relation to the national average in the per cent of collections from various sources. General and selective sales and gross receipts taxes account for 76% of Maine's total state tax collections compared to the national average of 58.6%. Licenses in Maine provide 19% of state tax revenue; in the nation, 14.7%. Maine derives no revenue from income taxes. The national average from this source is 17.2%. Property, estate and gift, and other taxes provide the remaining 9.5% of the national average and 5% for Maine.

State Tax Collections, by Major Source: 1958¹

State	Total (in Dollars)	Sales Taxes			(As percentage of total revenue)					
		Total	General	Selective	Licenses	Individual Income	Corporation Net Income	Property	Estate and Gift	Other Taxes ²
Total	\$14,905,089,000	58.6	23.3	35.1	14.7	10.2	6.6	3.6	2.4	3.5
Alabama	230,276,000	73	32	40	8	13	5	5	1	
Arizona	111,155,000	62	32	30	9	7	17	4		
Arkansas	141,184,000	71	34	37	13	5	7	4	4	4 ^a
California	1,673,873,000	62	36	26	9	9	10	7	3	6
Colorado	165,414,000	53	26	27	14	15	7	8	3	1
Connecticut	218,786,000	70	33	37	10	....	14	4	6	....
Delaware	52,012,000	28	....	28	28	39	....	3	1	1
Florida	437,171,000	76	31	45	17	....	....	3	1	3
Georgia	317,437,000	78	40	38	7	8	6	4	4	....
Idaho	53,278,000	39	....	39	26	21	7	5	2	4
Illinois	731,985,000	81	43	38	16	....	....	4	3	....
Indiana	370,664,000	81	46	35	12	....	....	5	2	6
Iowa	237,098,000	60	32	28	21	12	1	3	3	....
Kansas	168,322,000	65	32	33	15	9	3	5	1	1
Kentucky	207,384,000	49	....	49	9	23	8	8	2	4
Louisiana	382,503,000	59	22	37	8	8	4	4	1	20 ^c
Maine	78,762,000	76	30	46	19	....	....	2	3	4
Maryland	251,074,000	54	18	36	11	20	8	5	2	4
Massachusetts	415,185,000	37	....	37	25	26	7	4	4	4
Michigan	794,220,000	68	40	28	17	....	....	6	1	8
Minnesota	319,777,000	35	....	35	15	29	8	5	2	12 ^a
Mississippi	162,585,000	72	36	36	8	4	8	2	4	6 ^a
Missouri	279,647,000	62	37	25	18	15	4	4	1	4
Montana	56,538,000	49	....	49	13	16	4	9	3	7 ^a
Nebraska	84,765,000	56	....	56	11	....	....	30	4	3
Nevada	36,878,000	78	28	50	15	....	....	6	....	1
New Hampshire	35,003,000	57	....	57	24	4	....	6	4	4
New Jersey	289,106,000	58	....	58	35	....	....	1	6	....
New Mexico	107,210,000	65	36	29	15	5	4	5	4	9 ^b
New York	1,501,397,000	30	....	30	13	24	17	4	3	3
North Carolina	373,750,000	56	20	36	13	15	12	2	1	4
North Dakota	55,803,000	61	27	34	21	7	2	5	4	4
Ohio	693,065,000	75	32	43	18	....	....	6	1	....
Oklahoma	246,491,000	58	21	37	17	5	4	....	2	14 ^a
Oregon	184,977,000	22	....	22	18	44	19	4	2	4
Pennsylvania	888,172,000	57	23	34	19	....	16	4	6	2
Rhode Island	69,870,000	74	30	44	12	....	10	....	4	....
South Carolina	184,826,000	72	29	43	8	9	9	1	....	4
South Dakota	45,002,000	79	30	49	17	....	1	4	1	1
Tennessee	269,294,000	71	34	37	17	2	7	....	2	1
Texas	669,485,000	47	....	47	19	....	....	5	2	28 ^a
Utah	79,061,000	62	31	31	10	14	8	2	1	3
Vermont	37,330,000	42	....	42	22	25	6	1	2	2
Virginia	256,869,000	41	....	41	16	24	11	5	1	2
Washington	372,141,000	82	55	27	8	....	....	7	3	4
West Virginia	160,746,000	85	51	34	13	....	....	4	1	4
Wisconsin	371,012,000	31	....	31	13	31	15	7	3	4
Wyoming	36,506,000	56	25	31	24	....	....	19	1	....
Number of states using tax	48	48	33	48	48	31	33	45	47	39
Alaska ^a	23,089,000	31	....	31	20	34	5	4	4	10 ^a

¹ Figures are for fiscal year 1958. Percentages are rounded.² Includes severance, poll, document and stock transfer and other taxes.³ In four states (Alabama, Louisiana, Missouri and New Mexico) corporate income taxes are included with individual income taxes.⁴ Less than one-half of one percent.⁵ Represents mainly severance taxes on the extraction of natural resources like oil or iron ore.⁶ Alaska was not a state during 1958. Source of figures was Comptroller's Report, Territory of (now State of) Alaska.

SOURCE: U. S. Bureau of the Census.

In the search for major sources of revenue to meet increasing expenditures a state has two choices: 1) increase in rates or scope of present taxes and 2) imposition of new taxes. In Maine, changes in sales and gross receipts taxes or business and industry taxes or use of income taxes could produce substantial increases in revenue. Any proposal for major increases should consider the attitudes of the people of the state and the effects of increased taxes on the business climate.

The Sales Tax

In recent years the sales tax has become increasingly important in the finances of many state governments. Despite a history of theoretical and popular opposition, it has been adopted because of its ability to raise substantial and relatively stable revenue.

The effects of a sales tax in relation to different income groups are referred to as regressive because this tax takes a larger proportion of a small income than of a larger income. Opposition to the tax exists primarily because the burden falls most heavily on those least able to pay--the low income groups which spend higher percentages of their income on consumer goods and save lower percentages than those in the higher income groups. There is general agreement, however, that this regressiveness can be lessened by judicious exemptions of necessities, such as food, and by less reliance on the tax in the overall tax structure.

The first sales tax was introduced in 1932, and by 1937 twenty-four states were using this new source of revenue in an attempt to meet the financial problems caused or intensified by the depression. No new sales taxes were introduced between 1937 and 1947. After World War II, the sales tax movement was revived, and by 1958 thirty-three states were using this form of taxation.

The sales tax is also used by some local governments. Over 1,000 cities and counties have adopted sales taxes since New York City first imposed the tax in 1934.

Characteristics of the sales and gross receipts tax. Sales and gross receipts taxes fall into two principal categories, general and selective.

A general sales and gross receipts tax applies a common rate to a defined class of commodities or services such as "tangible personal property sold at retail". A widely-used classification system, ranging from the most restricted to the broadest tax base, divides the general sales tax into levies on:

- 1) retail sales--usually imposed upon sales of tangible property at retail for consumption or use, but may

include public utility services, admissions, transient rentals, storage, etc.

- 2) general sales--applies, in addition to retail sales, to wholesale, extractive, and manufacturing industries.
- 3) gross receipts--includes personal and professional services in addition to retail, wholesale, extractive, and manufacturers' sales.
- 4) gross income--in addition to the three tax types listed above, includes receipts from non-business activities such as wages and salaries.

Of the thirty-three states using general sales taxes in 1958, twenty-nine, including Maine, tax retail sales. Two of these twenty-nine use retail sales and gross receipts taxes at different rates. Two states impose taxes on general sales, one on gross receipts and one on gross income. The average yield in the thirty-three states using general sales taxes is approximately one-third of total tax collections.

A single tax rate is the general rule with rates ranging from 2% to 4%. The most common rate is 3%. The trend in recent years has been upward.

General sales tax exemptions fall into three main classes: 1) specified transactions, such as casual or isolated sales, interstate commerce, and sales for resale; 2) specified commodities, such as food; 3) sales to and by specified associations and public and private corporations. Although exemptions of consumer goods reduce revenue and increase administrative problems, some, such as the exemption of food, tend to relieve the regressive nature of the tax and distribute the overall burden more equitably. Eight states, including Maine, exempt food.

State sales tax administrative costs range from about 1/3% to 2 1/2% of collections; the average figure has been about 1 1/2%. These figures do not include the compliance expenses of retailers. The efficiency of collecting the tax is difficult to assess, but it is generally agreed that there is no significant amount of evasion.

A selective sales and gross receipts tax applies a specified rate to particular commodities or services such as motor fuel, tobacco and liquor. All states levy various selective or excise taxes which have become important in state finances since the 1920's. Three-quarters of the states, including Maine, impose special gross receipts taxes on certain public utilities. These levies are paid by the utilities companies but may well be passed along to

consumers; in fact, the Supreme Court of the United States (in *Galveston Electric Company vs. City of Galveston*, 1922) has ruled that all taxes, including income and profit taxes, may be considered as business expenses, in determining the fair return on investment which is used as a basis for setting rates.

State collections from sales taxes. General and selective sales and gross receipts taxes have rapidly become the leading sources of revenue for state governments. In 1936, 14% of total state tax collections came from the general sales tax and by 1958 the figure had risen to almost 24%, even though fifteen states were not using this kind of tax. Selective sales taxes provide even greater amounts of state income. In 1958 these taxes accounted for over 35% of the total revenue collected by all the states. The most important selective tax is that on motor fuels which contributed almost 20% of total state taxes in 1958. Altogether, general and selective sales and gross receipts taxes provide three-fifths of all state tax collections.

The Sales Tax in Maine. The Maine tax structure relies heavily on sales taxes, both general and selective. In 1958, 76% of Maine's total tax revenue came from this source; the sales and use tax accounted for 30% of total collections.

The imposition of Maine's sales and use tax in 1952 converted the General Fund from a deficit to a surplus basis. Revenue from the tax has increased yearly from 1952 to 1958. In 1957, the Legislature increased the sales tax rate from 2% to 3%. From 1957 to 1958 the total state revenue from taxes increased 11.6%, while the revenue from the sales and use tax showed an increase of 37.3%.

Revenue from the sales and use tax could be increased in several ways: an increase in rate; limitations on exemptions, such as food and some aspects of motor vehicles sales and transfers; an extension of the tax base to include virtually all transactions (a gross receipts tax). The inclusion of food in the tax base could increase revenues by eight and one-half million dollars on the basis of 1957 retail food sales, and a redefinition of automobile sale and transfer liability would raise perhaps two million dollars or more (Hogan, 1957). A gross receipts tax can produce substantial and stable amounts of revenue. Because of its broad base, rates can be relatively low, but exemptions tend to increase.

The Income Tax

A state individual income tax has sometimes been proposed as a possible source of revenue for Maine, either as a substitute for the general sales tax or in addition to it. In 1950, when the state Legislature was considering new sources of revenue to replace the property tax, the Maine League of Women Voters supported a combination of income tax and sales tax. Because the Legis-

lature felt that there was widespread objection in Maine to an income tax, it adopted a state sales and use tax. Perhaps the time has come to re-examine the use of the income tax as a source of revenue. If Maine is to find increased revenue, income taxes are a possible new source, since Maine's present tax structure is built to a large extent on sales taxes.

State Individual Income Taxes. The first successful state individual income tax was levied by Wisconsin in 1911, two years before the institution of the federal income tax. By 1958, thirty-one states had adopted this method of taxation. This number may be compared with the thirty-three states levying general sales and gross receipts taxes. However, the importance of the income tax as a source of state revenue is considerably less than that of the general sales tax. Of total revenue collected by all states, 11% comes from individual income taxes, while 24% comes from general sales taxes. Only twelve states raise more than 15% of their total revenue from individual income taxes, and no state equals the Federal Government, which raises more than 50% by this method. The states which make the most use of the income tax are Oregon (44% of total revenue), Delaware (39%), New York (34%), and Wisconsin (31%).

Corporation Net Income Tax. Closely related to the individual income tax is the corporation net income tax. Of the thirty-one states using individual income taxes, all except New Hampshire use corporation income taxes. There are two reasons for the coupling of these taxes: individuals receiving income from small shops or businesses could evade an individual income tax by incorporating their businesses; and out-of-state consumers who are not reached by a state's individual income tax may contribute to a corporation income tax through the products they buy.

The structure of corporation income taxes is similar to that of individual income taxes; however, rates are lower, and there is almost no graduation of rates. Twenty-seven of the thirty-three states using the corporation income tax in 1958 apply a flat rate. Of the total revenue collected by all the states, less than 7% comes from corporation income taxes.

Structure and Administration of Income Taxes. The structure of the individual income tax varies widely from state to state. Exemptions and deductions differ; rates may be graduated, flat, or varied according to type of income. Most of the thirty-one states follow to some degree federal income tax structure. They allow exemptions for the taxpayer and his wife and deductions for dependents. Three states do not allow exemptions and deductions but have very low rates and collect less than 5% of their total revenue from individual income taxes. In general exemptions are much higher in the state income tax structure than in the federal. Of the thirty-one states with income taxes, eighteen allow exemptions of \$1000 or more for a single person and \$2000 or more for a married couple. Deductions are somewhat less than those allowed by the federal tax.

It is in the tax rate that the chief difference between the state and federal income tax structure appears. State tax rates are much lower, ranging from 1% to 11% and are much less steeply graduated than federal tax rates. Two states have a flat rate on earned income. Sixteen states range from 1% or 2% at the bottom to 6% in the top income brackets. Even where the tax rate is graduated, the progressive rates usually apply only to a narrow range of income brackets. In eighteen states graduated rates stop at net incomes of \$10,000 or less. Because of these wide variations in the structure of state income taxes, any proposal for adopting an income tax in Maine must be discussed first in terms of structure.

Administration of the income tax, like its structure, varies from state to state. Some states use either withholding or the federal pay-as-you-go system; others use withholding on salaries and wages of non-residents only. In all states where withholding has been adopted, collections have increased, but administrative costs have also gone up. One argument for using withholding is in increased taxpayer morale as a result of fewer evasions.

In all states income tax reporting may be checked by federal income tax returns. Costs of administering income tax collection are difficult to assess but in general costs are greater where the tax is new or the yield is low than where the tax is an established major source of revenue. Individual income tax collection is more expensive than corporation income tax collection. The greatest administrative problems arise from treatment of non-resident individuals and multi-state corporations. State laws show no general agreement in their solutions to these problems.

Pros and Cons of State Income Taxes. The chief argument for using an income tax is that it satisfies the principle of equity in taxation. Income is commonly considered a measure of ability to pay. Furthermore, an income tax by allowing exemptions and deductions, can be adjusted to accommodate the circumstances of the taxpayer, such as size of family, disability, or old age. By allowing such exemptions a proportional, or flat rate, income tax becomes a progressive tax. The use of graduated rates increases the progressive nature of the tax. Families with incomes below minimum subsistence level can be relieved entirely of the tax burden.

There are several arguments against the adoption of state income taxes. Certainly an important one for Maine is that such taxes might affect adversely our industrial economy. Many citizens feel that the imposition of a corporation net income tax would damage our position in relation to other states competing for new industry. Competition in this field is keen, and many factors besides taxes are involved so that there is no simple answer to this problem.

Other arguments have been used against the adoption of state income

taxes. Revenue from income taxes is "cycle-sensitive", yielding more revenue in prosperous years, less in depression years. While stability is helpful in government budgeting, flexibility allows a higher tax yield when individuals and corporations are best able to pay and provides a check on inflation. However, from the state's point of view, such flexibility may not be wholly desirable. During depression years, state expenses for welfare may rise causing a need for increased rather than decreased revenue. This situation might be corrected by a system of reserve funds.

The exact form of an income tax law is an important factor to be considered since arguments concerning this form of tax often hinge upon the precise wording of the law. The income tax as adopted in two-thirds of the states now using it includes provision for "double deductibility". In other words, the taxpayer may deduct federal income tax payments as expenses when calculating his state income tax as well as deduct his state income tax as expense when calculating his federal tax. From the point of view of individual citizens this provision is certainly desirable; however, for the state the practice may be objectionable because it reduces revenue from the tax.

Income taxes have been declared unconstitutional in several states due to the form of the particular laws and the state constitutions involved. In Illinois for example, an income tax law was declared unconstitutional because the courts held that income was property and according to the state constitution all property must be taxed at a uniform rate. A valid income tax law in Illinois would have resulted in a definitely regressive form of taxation unless a constitutional amendment were adopted.

All these factors should be considered in discussing a proposal for a state income tax in Maine.

The Effects of Taxes on Industry

Good tax policy should interfere as little as possible with the production of goods and services. Although industry should be required to pay its fair share of the tax burden, there is a point at which high taxes may discourage industrial growth. Taxes are usually a small part of operating costs; however, a change in taxes, with other costs remaining the same, could cause a substantial reduction in profits. Certainly in industries which are highly competitive, a larger state and local tax burden than that imposed on competitors in nearby states will affect profits and limit incentive and the ability to expand.

Some states compete for industry with "tax concessions", and although some industries may move out if the tax climate changes, some remain if only from inertia. Many times this device may determine the choice of location if

other alternatives are marginal.

Effects on Location. Taxes are one of many factors considered by industry in evaluating the desirability of a business location. Other factors are fuel, power and water, availability of markets, production materials and building sites, availability and quality of labor, living conditions and climate. The importance given to any of these factors depends on whether a region, state or community is being considered and on whether the evaluation is being made by a new company choosing a location for initial operations or by an existing firm considering relocating or establishing a branch plant.

A study of one hundred six manufacturing establishments which were set up in New England in the post World War II period (Ellis, 1949) indicates that for these firms decisions on the regional level were affected chiefly by personal considerations, market availability, and production relationships. On the community level, building sites and labor supply were dominant. For new firms, personal considerations determined by the background of the men responsible for the new firm dominated on the regional level. Production relationships and market considerations were more important for branch plants and companies considering relocating.

The point at which taxes may be an important factor in industrial location decisions is in the choice of a particular state within the desired region. If other factors are not dominant at this level, taxes may determine the choice. Since state tax structures are difficult to compare directly, taxes are usually evaluated as a part of the general business climate of a state. Tax reputation is an important part of the subjective quality referred to as business climate, and states compete for favorable reputations. The total tax bill which industry pays based on sales taxes and corporate income taxes, levies on property, inventory and machinery, and licenses and fees is an important criterion of a state's tax reputation. The presence of a sales tax adds to a state's favorable reputation because it is supposed that if the consumer carries a considerable share of the tax burden, business will be taxed reasonably. A good tax reputation is also created by the absence of a corporate income tax. The attitude of political leaders and the voters of a state is an important intangible element in the business climate. If industry is considered a welcome source of jobs and prosperity and if tax laws are interpreted and applied reasonably the climate will be favorable.

* * *

"A society defines itself by the taxes it pays" is the first clause in our introductory sentence. How does our society in Maine measure up to the three criteria of taxes? Are we equitable, are we adequate providers? Is the administration and collection of our taxes convenient? Thoughtful citizens in Maine might well consider these questions.

DISCUSSION QUESTIONS

25.

1. What are the particular economic problems of your section of the state? How do they compare with what you know of conditions in other sections of Maine?
2. What inequalities in state government services might result from Maine's geographical population distribution?
3. What do you consider to be an equitable tax structure? Is Maine's tax structure equitable?
4. Do equity, adequacy, and convenience always go together?
5. Should each tax be equitable, adequate and convenient or should these standards be applied only to the total tax structure?
6. Does Maine depend too heavily upon consumer taxation?
7. How "regressive" is Maine's sales and use tax law? Should more items be included in the tax?
8. Is Maine's sales and use tax adequate? Convenient?
9. Should the state property tax law be abolished or changed since it has become less important as a revenue producer?
10. Are Maine's business taxes equitable?
11. To what extent should bond issues take the place of current taxes?
12. Should the people of a state with lower than average per capita income spend more, the same, or less of their income in taxes than the people of a state with higher per capita income?
13. Can the people of Maine afford higher taxes?
14. Is Vermont a better state to compare with Maine on tax matters than New Hampshire? What is the best state to use for comparative purposes?
15. Could changes in Maine's tax structure help the state increase its per capita personal income?
16. What do you learn from comparing the sources of revenue of Maine with those of Utah, Vermont, Virginia, Idaho and Oklahoma? (Consult Tables I and III).
17. Should Maine increase present tax rates or add new taxes?
18. What advantages does a sales tax have over an individual income tax in a state with many vacation residents?
19. Should some taxes be regressive so that all citizens would contribute to the maintenance of government?
20. Should Maine have an individual income tax as well as a sales tax?
21. How would state income taxes affect the future industrial development of Maine?
22. What economic advantages can Maine offer prospective industrial immigrants? Does Maine now have a favorable tax climate to attract new industry?

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NOTES ON THE REPORT OF DR. JOHN SLY
ENTITLED PUBLIC REVENUES AND THE ECONOMY OF MAINE

by

Professor James B. Storer
Bowdoin College

Part I of the report is merely a historical summary of past State of Maine revenue and expenditure programs, which draws heavily upon Jewett's "Financial History of Maine".

The following notes relate to Part II of the report which concerns "the economy we live in".

1. A basic criticism I have of the report can be focused upon the following quote:

"Maturity brings caution....Maine's historic picture has been stability rather than growth, and its tax and finance policy has fitted rather well with its actual and potential requirements. Whether it is called "conservatism" or "prudence" Maine has shown an awareness of its limitations and its population growth and distribution, past, current and projected, show no reason to depart from its established policy." (page 35)

The philosophy implied in this quote provides no basis for growth nor would it provide a way to break out of the present circle in which Maine finds itself. Rather, the philosophy is apparently one of complete acceptance of Maine's low income, inadequate public service and inadequate growth.

2. The bulk of the material on the Maine economy seems to be a re-working of the obvious available information on the State. There is little or no analysis of the various segments of the economy, particularly as they relate to the problem of providing an adequate tax base in which to finance the increasing needs of the State Government nor is there any attempt to analyze the growth prospects of various industries either in terms of the local or national economy. For instance, the shoe and leather industry is accepted as one that does much to compensate for the losses in textiles and which stabilizes the economy. Yet, there is no discussion of the wage structure in the industry, the nature of its employment, and some of the other important aspects of this industry.

3. There is some discussion of the tourist industry but again, aside from mentioning the questionable figures concerning the industry, there is no effort made to consider it in any more substantial fashion. There is no consideration, for instance, of the kind of employment that is generated by this industry, its temporary nature, and the many small employers that comprise the industry.

4. Almost entirely neglected is any discussion of the agricultural or fishing sector of the Maine economy.

5. In no place is there any treatment of investment in Maine over the last few years which might provide some clue to the future income earning capacity of the State. In this respect, use has not even been made of the availability of material in the "Maine Census of Manufacturers". There is some discussion of the impact of the military expenditures in the State, though on Page 45 the relationship between these expenditures and the increase in employment in construction is not brought out.

6. There are several factual errors and contradictions in the report of one sort or another. On Page 36, it is stated that "Forest products have long been the dominant industry" while on Page 37 it is stated that "From the historical standpoint, textiles have been the predominant industry in the State". On Page 34, the major industrial area of Bangor, including Millinocket, is described but in the listing of products no mention is made of the manufacture of paper. Aside from the Bangor area, the southwestern portion of Maine, including the 4 industrial centers of Biddeford-Saco, Brunswick-Bath, Auburn-Lewiston, and Greater Portland is emphasized together with the counties Kennebec and Lincoln. There is, however, no discussion of the separate problems of these areas nor even specific mentioning of the Augusta-Waterville area.

7. The errors and omissions in the report stem in part from the obvious conclusion that no one thoroughly acquainted with the Maine economy had much to do in its preparation.

August 2, 1960

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OF THE LEAGUE OF WOMEN VOTERS OF MAINE

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PUBBICATIONS OF THE LEAGUE OF WOMEN VOTERS OF MAINE

(see last page for easy postage chart to figure postage on publications)

VOTERS SERVICE

VOTERS MANUAL revised April 1960. Includes Who May Vote, How to Become a Registered Voter and Facts about national, state and county offices. 26pp

25¢

NOMINATING A CANDIDATE FOR PRESIDENT February, 1960. Flyer explaining the election of delegates to the national convention from Maine.

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HOW A BILL BECOMES A LAW February, 1959. Flyer with picture explanation. Excellent for distribution during legislative year.

3¢ ea.

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THIS IS YOUR LEGISLATURE January, 1959/ Flyer explaining committees, procedures, method of introducing bills, etc.

2¢

EXECUTIVE COUNCIL November, 1958. Three page paper covering background, classification of powers, administrative and other functions, method of choosing councilors.

3¢

LEGISLATIVE PROCEDURE I N MAINE January 1957. Ten page paper covering how the legislature is apportioned, story of a bill in the legislature, legislative committees and personnel, etc. Now out of print but can be ordered if time is allowed for printing.

20¢

MAINE CONSTITUTION - METHODS OF REVISION October, 1956. Thirteen page paper devoted to methods of amending and revising our constitution.

5¢

(postage included)

WHATS THE STORY ON LEGISLATIVE REAPPORTIONMENT IN MAINE October 1954. Eleven page paper to help citizens determine whether the constitutional provisions for apportionment provide for fair representation of all citizens in Maine to the state legislature. Now out of print but can be ordered if time is allowed for reprinting.

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SUFFRAGE AT 18 September, 1954. Six page paper dealing with question of age requirements for suffrage.

5¢

(postage included)

EXECUTIVE COUNCIL November, 1958. Three page paper covering background, classification of powers, administrative and other functions, method of choosing councilors.

* YOU CAN VOTE, summaries of state registration and voting laws, June 1960, compiled by the Democratic National Committee, 2001 Connecticut Avenue, N.W., Washington 6, D.C.

State has one copy available for reference; request your own from Dem. Nat. Committee.

* ABSENTEE VOTERS MANUAL, a summary of state laws covering registration and voting by absentee ballot in primary and general elections, compiled by Republican State Committee for the District of Columbia, 1625 Eye St., N.W., Washington 6, D.C.

State has one copy available for reference; request your own from Rep. Nat. Committee.

GOVERNMENT - GENERAL:

BIBLIOGRAPHY on Basic Principles of Government. This was compiled in 1959 at the request of the state convention for use by local leagues in working out their own plans for a study of the principles of good government. One page.

2¢
(postage included)

ORGANIZATION - GENERAL:

* FILMSTRIP "YOUR VOTE IS THE KEY" Film in full color accompanied by script. Can be shown in any standard film projector. Describes history, program and operation of League. Useful for membership and community meetings.

write state president to secure on loan.

MAINE LEAGUE BY-LAWS, amended 1955

UNIT AND THE MEMBER 6pp mimeographed paper worked up for 1959 workshop. Covers job of unit org. chairman, membership, chr. job, keeping members and keeping them active.

5¢

FINANCE:

* Training program for finance workers, 1955 recording, 33 1/3 rpm, 14 minutes, questions and answers on "What to Say to the Contributors"

write state president to secure on loan.

* Slides and text, "The Voice of the League" (1954 convention finance slides)

" "

STATE PROGRAM MATERIALS:

WATER:

Water Resources Chart

10¢

MAINSTREAM March, 1960. Thirty page study of 25¢ each, or
how Maine uses and manages its water resources. 20¢ each in
The most complete book on Maine's water re- quantities
sources and water problems currently available. of 100 or more

FACT SHEET printed as a supplement to Mainstream
in August, 1960. Eight pages, mimeographed. 4¢

PROBATION AND PAROLE:

SUPPORT OF MEASURES TO IMPROVE STATE PROBATION AND
PAROLE AND THE STATE SCHOOL FOR BOYS January,
1960. Four page pamphlet covering the Boys'
Training Center, its plant facilities, treat-
ment problems, budget and personnel, current
problems of probation and parole administration. 5¢ or
An every-League-member must. 30 for \$1.00

YOUTHFUL OFFENDERS January, 1958. This thirty
page book, now in its third printing, includes
a review of Maine's training and correctional
institutions, and an introduction to other re-
lated services now existing or proposed. 20¢

SUCCESS STORY Two page paper on the successful
establishment of a statewide probation and
parole system in Maine. n/c **

PROBATION IN THE STATE OF MAINE October, 1956
Fourteen page pamphlet including history of
probation, essentials of good probation, and
probation in Maine. n/c **

PAROLE IN THE STATE OF MAINE December, 1955
A twenty page mimeographed pamphlet giving
a history of parole, and discussing parole
in Maine. n/c **

TAXATION:

TAXATION IN MAINE January, 1960 A twenty-seven
page study of some of the problems of financing 25¢ or
our state government. 20 for \$4.50

DR. SLY'S SPEECH which was delivered at the April,
1960 Maine League Council meeting. A bird's eye
view of the entire Sly study. 5¢

DR. SLY'S FIRST REPORT to the Legislative Research
Committee, June, 1960 "Public Revenues and the
Economy of Maine" n/c **

NATIONAL PROGRAM MATERIALS:

Four films are on file and can be borrowed, the following three from the state league and the fourth from the South Portland League.

- * MUTUAL SECURITY tape, 1957. speakers are Dulles and Stevenson, 14 minutes.
- * THE YEARS OF CRISIS, a tape, 1956, CBS news correspondents join Edward Murrow to analyse year's news developments.
- * KILL ONLY THE IVY a loyalty-security film running about thirty minutes, 1957, but rated fair.
- * BRIDGE UNESCO BUILDS, a filmstrip, may be borrowed by writing to Mrs. Lovejoy, So. Portland president, 63 Thirlemere Ave., South Portland.

Our Foreign Policy chairman recommends to local leagues the following publications:

WORLDVIEW a journal of religion and international affairs published monthly by the Church Peace Union. Cost is \$2.00 yearly and subscription may be obtained by writing Worldview, 170 East 64th St., New York 21, N.Y.

ECONOMIC WORLD is published monthly and is supported by contributions. Excellent publication. Write Economic World, 1028 Connecticut Ave., N.W., Washington 6, D.C.

LOCAL LEAGUE PUBLICATIONS:

- * STUDY OF THE LEWISTON PUBLIC LIBRARY, September 1959 to June 1960 is a thirty page mimeographed study which would be excellent for any year planning a similar local item. On loan only from the state.

THIS IS ORONO: Orono's Know Your Town can be ordered direct from Mrs. John Nolds, 25 College Heights, Orono. 30¢
(postage included)

THIS IS ORONO TOWN GOVERNMENT is a 16 page book describing Orono's structure and the services it performs. Order as for above. 30¢
(postage included)

LEAGUE LINGO Order as above from Orono. 30 for \$1.25
(postage included)

GENERAL

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SOUTH PORTLAND, MAINE is the Know your Town book which may be ordered from Mrs. Lovejoy (see "Bridge Unesco Builds" under National Program for address) 20¢
20 pages. (postage included)

THIS IS ROCKLAND, MAINE is Rockland's 12 page Know Your
Town. Order from Miss M. Johnson, 6 Talbot St.,
Rockland.

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(postage included)

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30¢
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PUBLICATIONS

LEAGUE OF
WOMEN
VOTERS

OF ILLINOIS

MARCH 1960

67 E. MADISON ST.
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PUBLICATIONS SERVICES

The publications listed in this catalogue are available at the office of the League of Women Voters of Illinois, 67 East Madison Street, Chicago 2, Illinois. They are for sale at nominal prices to League members and to the public.

The League publishes factual material on government structure and services, and helpful information on and analyses of current issues of importance to the voter.

THE ILLINOIS VOTER Published six times a year. Subscription (included in League membership dues), \$1.00. Features legislative highlights, roll-calls, and evaluations of those issues chosen by the League for special study.

LEGISLATIVE NEWSLETTER Published during the biennial legislative session, in odd-numbered years. Subscription, \$1.00.

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67 East Madison Street, Chicago 2, Illinois

Central 6-0315

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Cracker Barrel Quiz Games - 1956	5¢ each, set 35¢
Memory teasers, excellent for program use. Contents: #1 Local Services of Government; #2 Election and Voting Procedures; #3 Political Party Organization; #4 The Federal Government; #5 Illinois Government; #6 American History; Suggested Outline of Procedure (how to play the game)	
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An aid in following the fate of a bill	
Instructions on How to Set Up School for Judges of Election - 1954	5¢
Legislative Etiquette - 1959	5¢
Tips on being effective	
The Parties and the Primaries - 1956	35¢
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Voting and Registration Requirements - 1960	5¢
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State League Program and Explanation - Illinois Voter, May-June, 1959	10¢
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A Constitutional Convention for Illinois - Nov. 1959 Background for workshops, bibliography, 11 pages	25¢
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CONSTITUTIONAL CONVENTION TAPE (running time 13½ min.,
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National Municipal League staff is interviewed by
Mrs. Henry Connor and Mrs. Walter T. Fisher. He dis-
cusses the need for a new state constitution and suggests
ways of working toward a constitutional convention. Tape
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Administration of Elections in Illinois - March, 1960 Supervision of Elections in Illinois and other states, chart, bibliography, 14 pages	30¢
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Some Recommendations of the Pollack Commission ...	5¢

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Introduction to the Study of Taxes in Illinois - Nov. 1959	25¢
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Article, fiscal trends in 71st General Assembly, Illinois taxes compared to that of other states	

ILLINOIS REVENUE TAPE (running time 15 min., 7½ ft. per second, single track). Mrs. Philip S. Jaynes interviewed Mr. Bert Vandervliet, tax economist of Illinois Agricultural Association, and Mr. Richard Wattling, chairman of committee on state and municipal revenue of Chicago Association of Commerce and Industry, after the 1959 Program Conference. She poses questions on such topics as severance tax, sales tax, income tax, and assessment procedures. To be used with "Introduction to Study of Taxes in Illinois." Tape may be obtained from State Office.

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Memo on Real Estate Taxes under 1956 Revenue Amendment-1956	2¢
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What about the Proposed Amendment, Pro and Con, Questions and Answers - 1956	10¢
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Analysis of Proposed Revenue Amendments, introduced in the 71st General Assembly - 1959	10¢
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. S.B. 831, Textbook Censorship - 1959 2¢

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The Illinois League's Program on Housing, 1924-1954 5¢

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Basic concepts and problems of personnel management

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(See Publications Catalog of the League of Women Voters of U.S. - free)

Water Resources

Benefits - Costs - Repayments - 1957 2¢
Formula to gauge feasibility of a resource development

Brief Outline for Water Conservation - 1958 2¢

The Citizen and the Water Problem, address by Gilbert F.
White - 1957 (IWV of Chicago) 10¢

Definitions and Explanations of Conservation Terms - 1957 5¢

First Hoover Commission, a Summary of Important Sections
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The Hydrological Cycle - 1957	5¢
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President's Materials Policy Commission, a Summary of Recommendations - 1957 (LWV of Chicago)	2¢
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Questionnaire for Reporting Consensus on League Yardsticks - December 1959	10¢
River Basin Reports..January, 1959: 1. Great Lakes St. Lawrence Seaway; 2. Illinois River; 3. Wabash River	30¢
Some Water News of the Chicago Metropolitan Area - 1959	10¢

Trade

The Illinois Trader - 1956	75¢
Figures and attitudes on exports and imports in Illinois, based on a survey made with professional help by Illinois Leagues in the fields of business, agriculture and mining. A valuable reference book	

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GUIDE FOR LOCAL AGENDA CHAIRMEN, A KIT - 1959	\$ 1.00
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Guide for Program Planning - 1957	2¢
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Quiz on Let's Talk League Kit	15¢
Sample Membership Questionnaire - 1957	2¢
Suggestions for using Let's Talk League Kit	5¢
Thirty Years of Faith and Works - 1952	25¢, 10% discount on 50, 20% on 100
The proud record of the Illinois League from its inception to 1950, written with charm by a former president	

Units

Are You a Good Discussion Leader? - 1956	5¢
How to Tell if Your League has a Chic Shape - 1958	5¢
Criteria for judging unit effectiveness	
Timing a Unit Meeting - 1957	2¢
Unit Report Form - 1958	2¢
Valuable tool for communication between members and board	
Yardstick for Unit Meetings - 1959	2¢

KNOW YOUR COMMUNITY BOOKLETS

Booklets prepared and published by local Illinois Leagues since 1955 giving facts on government units, voting and election dates and other information. Only a few highlights of each are given here.

Presenting Arlington Heights, 1956. Printed, 27 pp., drawings, village and school district maps. Features a candidates' calendar for filing petitions, with information on where to file, number of signatures, timing.

Aurora Know Your Town, 1959. Printed, 51 pp. History, organization, financing and services of city, election calendar. 25¢

Inside Barrington, 1955. Printed (2 colors) 35 pp., school and fire district maps, finance charts, separate village directory. Extensive section on schools. 50¢

This is Batavia, 1957. Offset, 18 pp. Flip-type booklet for easy reference, with condensed information and names of officials listed under each section. Foreword by mayor and League president.

This is Your Town, Belleville, 1958. Printed, 48pp. (8 pp. advertising). Photographs, architect's sketch. Informal approach, extensive section on city finances. 50¢

Know Your Town, Carbondale, 1956. Printed, 40 pp. Separate maps of local taxing districts, Carbondale (with township precinct boundaries); drawings, charts. Election facts given in question and answer form.

Know Your Towns, Champaign - Urbana, 1955. Printed, 72 pp. Charts, maps, drawings. Dovetailed treatment of government services in two towns; also data on University of Illinois. 50¢

Key to Chicago Government, 1958. Offset, 63 pp. Charts and many human interest photographs, tying facts to people. 50¢

The Key to Our Local Government - Chicago, Cook County, Metropolitan Area (in preparation)

Spotlight on Your Schools: A Survey of the Elementary Schools of Dist. No. 170, Chicago Heights, 1956. Offset, 39 pp. Includes glossary of school terms, charts, drawings, chapter of league recommendations and comparisons, inclusive map (separate) of Community Facilities Plan prepared by Plan Commission. 50¢

This is Cook County, 1958. Offset, 80 pp., handbook on Cook County's complicated government. Prepared by CCC of LWV; published by Citizen Information Service. 50¢

Danville, Digest of Local Government, 1959. 31 pp., mechanics of government, charts, pictures. 50¢

DeKalb: the Community and its Government, 1955. printed, 40 pp. Drawings, ward and precinct maps. Extensive section on voting, elections, political organization. 50¢

Know Your County (DuPage), LWV of Downers Grove, 1955. 64pp. (22 pp. advertising), printed. Township election district map, historical foreword. 50¢

Downers Grove Today, 1957. Printed, 52 pp. Drawings, charts, separate map of village with various districts. Section on village and school finance. 50¢

Know Your Town - Edwardsville, 1959. 17 pp., flip-page form, straightforward, easy-to-use. City services, voters service information, general community information. 25¢

What Makes Elgin Tick, 1956. Printed, 16 pp. Facts on 6 government units, including township and county; maps, chart, spot drawings. 15¢

Elmhurst Today, 1959. 76 pp. History, city government, city services, taxes, schools, county and township government, elections, recreation. Also has list of churches, board meetings open to public, public officials, and city organizations.

This is Evanston, 1959. Printed, 100 pages. Map of Evanston, with ward and precinct boundaries, school maps and pies, drawings. \$1.00

Flossmoor - see Homewood

Here's Geneva, 1958 (by Chamber of Commerce and the LWV). Printed, 24 pp., maps of Geneva Township, city of Geneva. Condensed treatment of government, services, elections.

This is Glen Ellyn, 1959. Printed, 52 pp. Drawings, charts, maps of school, park, election districts, county.

This is Glencoe, 1956. Printed, 48 pp. Informal style, cartoon-type drawings, village map, section on the library. \$1.00

So You Live in Glenview, 1959. 48 pp including map of village and other maps and charts. 50¢

This is Your Community - Hinsdale-Clarendon Hills, 1957. Printed, 50 pp. Published in cooperation with Chamber of Commerce. A coordinated study of two closely-knit villages, with photographs, charts, maps of school districts, polling places, village (attached), separate list of public officials. 75¢

Presenting Homewood and Flossmoor, 1959. Printed, 79 pp. History, village governments, facilities and districts shared, maps and charts.

Presenting Jacksonville, 1955. Printed, 32 pp. Drawings, charts, map of city with ward and precinct boundaries, map of Morgan County (attached). 25¢

Key to Kewanee, 1955. Offset, 38 pp. Drawings, attached map of Kewanee with election precincts, separate list of public officials. Outline form, large, boldface type.

Your Community - LaGrange, 1959. LaGrange, LaGrange Park, LaGrange Highlands. Map of parks and playgrounds, public schools, village precincts, historical map. Candidates calendar for filing petitions and election calendar. Very complete, printed, 55 pp., index. 50¢

Living in Lake Bluff, 1960. Printed, 50 pp. (10 pp. advertising). Maps of legislative, school, precinct districts, caucus areas. Information from precinct to national level.

Facts for Lake Foresters, 1956. Printed, 64 pp. (24 pp. advertising).
Maps, chart. Similar to Lake Bluff in content and treatment.

Lake Forest, 1957. Mimeographed 22 pp. survey of the community,
detail on finances.

Here is Madison County, 1955. Offset, 42 pp., published by LWV of
Alton. Map of county, chart of county officials. All aspects of
county government.

Northbrook Profile, 1956. Offset, 64 pp. (4 pp. business directory,
index). Photographs, drawings, charts, non-governmental
information about community. 50¢

Know Oak Lawn, 1956. Printed, 49 pp., village, school, precinct,
zoning maps. 50¢

Oak Park and River Forest, 1958. Printed, 50 pp., half-tones of
village activities. Brief description of gov't units, directory
of organization, section on elections. 25¢

This is Park Ridge, 1955. Printed, 47 pp., drawings, village and school
district maps. 35¢

Peoria: Guidebook of Local Government, 1957. Printed, 31 pp., large
size. Maps of Peoria County, drawings and charts. Information
organized on basis of 7 taxing bodies affecting Peoria citizens. 40¢

Blueprint of Quincy, 1959. Printed, 48 pp., handbook of township, city
and county government and services, includes charts and maps. 50¢

Spotlight on Riverdale, 1958. Offset, 49 pp. Charts, maps, drawings,
candidates' calendar for filing petitions. Extensive treatment
of all government services, put into perspective by a complete
historical introduction. 50¢

Rock Island County Government, 1958. Offset, 55 pp. Maps, chart of
county government. Thorough coverage of all phases of county
government.

Rock Island - Its City Government, 1958. Mimeographed, 22 pp. Map of
ward and precinct lines. Information on functions performed by
the government of the city of Rock Island. General information
on elections. 80¢

This is Skokie, 1959. Printed, 63 pp. (2 pages advertising). Street
map, precinct map, photographs, charts, election calendar. 40¢

Public Health Appraisal of Stephenson County, 1955. Made by LWV of
Freeport. Mimeographed, 12 pp. Sanitation, resources, disease
control. 10¢

Villa Park - The Garden Village, 1959. Offset, 70 pp. Informal
drawings, maps and graphs, Public services, voters service
information, general community information, advertising. 60¢

Wheaton Profile, 1956. Printed, 64 pp. (10 pp. business directory).

Prepared by the LWV of Wheaton, published by the Chamber of Commerce. Maps of election, park, school, and sanitary districts, small village map showing growth, newspaper-type headlines. 25¢

Our Local Governments (Will County), 1960. Study of local governments in Will County, including Joliet. Printed, 60 pp., drawings, school and fire district maps, charts, zoning and subdivision control, urban renewal and public housing, elections, planning. 50¢

Spotlight on Wilmette, 1955. Printed, 73 pp., map of village with school districts, park district, charts, illustrations. Heading in wide margins. 75¢

Your Winnetka Guide, 1955. Printed, 36 pp. Larger than average format. Photographs, school district map, chart. Sub-headings in wide margins, footnotes on League policy and program. Included in folder with other pamphlets: village fiscal report, public schools, park district, Chamber of Commerce booklet. \$1.00

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INFORMATION ON ORDERING

League members should order through their publications chairman. A white invoice will be enclosed with the material which should be turned over to the local league treasurer. Local leagues are billed at the end of the month. Orders may also be placed directly with the state office.

If possible, use regular order blanks, available free of charge. If these are not used, the following information should be supplied: name and address of person to whom material is to be sent, name of person ordering (preferably publications chairman), league to which she belongs, title of publication and quantity needed.

Some local league Know Your Town booklets may be purchased from the state office, which also has a file of loan and reference copies.

A list of publications of the Citizen Information Service of Metropolitan Chicago may be obtained free from their office, 67 East Madison Street, Chicago 2. It includes selected national as well as non-League items.

National publications must be ordered from the national office, League of Women Voters of the United States, 1026 17th Street, N.W., Washington 6, D.C. A catalogue and order blanks are available free from that office.

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