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JOHN ELIAS BALDACCI
GOVERNOR

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ROBERT E. MURRAY, JR.
COMMISSIONER

January 9, 2004

Senator Lynn Bromley, Senate Chair
Representative Nancy B. Sullivan, House Chair
Joint Standing Committee on Business, Research
and Economic Development
100 State House Station
Augusta, ME 04333-0100

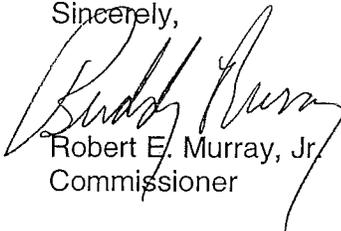
Re: Sunrise Review Report on LD 1551: "An Act to License Home Building and Improvement Contractors"

Dear Senator Bromley and Representative Sullivan:

I have enclosed the Department's "Sunrise Review" Report in response to LD 1551: "An Act to License Home Building and Improvement Contractors." The report includes several appendices which include relevant background information. Copies of the written submissions of interested parties in response to the Department's request for information are compiled in a single binder which is also being provided to the Committee.

I will be pleased to discuss the report with the Committee at your convenience. We have also provided copies of the report and appendices for each member of the Committee and several extra copies for members of the Committee's staff.

Sincerely,


Robert E. Murray, Jr.
Commissioner



**Report
Of the Commissioner of Professional and Financial Regulation**

**To the Joint Standing Committee on Business, Research and Economic
Development**

Sunrise Review of L.D. 1551

“An Act to License Home Building and Home Contractors”

January 1, 2004

*John Elias Baldacci
Governor*

*Robert E. Murray, Jr.
Commissioner*

Section I. PREFACE

A. Factors that Complicate Sunrise Review of LD 1551

This report differs in many respects from the standard sunrise report that typically follows a legislative proposal that creates a new licensing program for a previously unregulated profession. LD 1551, "*An Act to License Home Building and Home Contractors*," was introduced during the first regular session of the 121st session. The Business, Research and Economic Development Committee held a hearing on the bill in April, 2003 and subsequently voted to carry the bill over to the next Legislative Session. The Committee further directed the Department to conduct sunrise review on the bill pursuant to Title 5, Section 12015, and to submit a sunrise report to the Committee for its consideration by January 1, 2004.

At the same time the Committee voted to carry over LD 1551, it also voted to merge the concepts contained in LD 401 (adoption of a national plumbing code), LD 688 (adoption of a state rehabilitation code) and LD 1025 (creation of a state building code office) into LD 1025 and carry LD 1025 over to the Second Regular Session. It was the Committee's hope that the break between legislative sessions would provide groups and individuals interested in various aspects of these bills to develop consensus that would assist the Committee in identifying public support for a standardized building code and for a licensing program for building contractors.

Between April and September 2003 two separate working groups emerged. The first group identified itself as the "Building Code Working Group" and was comprised of local code enforcement officials, industry and code representatives, state officials, representatives of the insurance community and a variety of other interested parties and met on a periodic basis to discuss the pros and cons of various building codes that could be adopted and used in Maine. The findings of the Building Code Working Group are contained in a Report dated October 8, 2003. The report identifies the International Residential Building Code (IRC) as the building code preferred by many, but not all, participants. The report makes it clear, however, that the group did not address certain issues considered critical to the success and effectiveness of any adopted state building code. Critical issues that remain unresolved are 1) whether if adopted; the building code would be a mandatory or a voluntary; 2) whether the building code would be enforced at the local or state level; and 3) how any enforcement of an adopted code would be funded.

A second working group formed on an informal basis at the suggestion of the staff of the Attorney General's office and identified itself as the LD 1551 "Stakeholder Group." The objective of the group was to further debate and discuss the pros and cons of licensing residential building contractors and the merits of alternative approaches to regulation. The stakeholder group included residential builders, commercial builders, professional associations representing builders and contractors, representatives of insurance companies, lumber companies and municipalities and towns. Over the course of three months of periodic meetings, a number of revisions to the original bill were discussed;

however, it is apparent that consensus was not reached on many critical issues that form the foundation of an effective licensing program.

Having reviewed all available documentation from the Building Code Working Group and the LD 1551 Stakeholder Group, as well as the information received as a result of the Department's sunrise review process, it is the Department's view that meaningful sunrise review is more difficult than usual because three key foundational or seminal issues have not been resolved. Only after the three issues discussed below are resolved by the Legislature can the Department's sunrise review provide meaningful analysis and recommendations.

1. Established Statewide Building Code

In the context of developing a licensing requirement for any occupation or profession, one of the seminal issues to determine is the standard the licensing board must apply in measuring the licensees' level of competency. The threshold foundational issue critical to the question of licensing of home contractors is the absence of agreement or consensus on whether a state-wide building code should be adopted. In the Department's view, a state building code provides such a standard by which the public would be able to evaluate the conduct of potential licensees of a regulatory program. Without an adopted state building code that is understood by all parties who might be subject to licensing requirements, and which is enforced in a consistent manner, the state does not have the tools to advance its singular objective of protecting the public. The adoption of a statewide building code is also a pre-requisite to any consideration of a state licensing program. All professions and occupations that are regulated by the State rely on statutorily-defined scopes of practice and technical codes and standards to measure or evaluate the conduct of licensees.

The Department is aware that adoption of any state wide building code has been extensively debated for several years at the local level as well as by the Legislature. The questions of which code would be best for Maine and how the chosen code would be implemented and enforced continues to be a contentious issue on which complete consensus has not been reached. Although progress has been made, the conditional language and recommendations of the Building Code Working Group in its Final Report are evidence of the lack of full agreement on these issues.

Nonetheless, whether to adopt a statewide building code is a foundational issue that must be addressed and resolved. If left unresolved, disagreement surrounding code issues will become a barrier to meaningful consideration of any form of contractor regulation by the Legislature. The absence of a mandatory statewide building code implemented and enforced either at the local level or at the state level, we believe precludes consideration of licensure of home building contractors

2. Statutory Scope of Practice

The second key foundational issue that must be resolved is the “scope of practice” for any defined group of individuals that may be regulated. The statutory scope of practice provision is the hallmark of licensing statutes for all regulated professions and occupations. The scope of practice indicates to the public which services they seek will require the service provider to have obtained a state license and, to the contrary, which services will not require a license. The original version of LD 1551 would require licensure of a “home contractor” which includes any person who undertakes, offers to undertake or submits a bid to build a dwelling or perform any home improvement. However, the bill does not define which specific services performed by a home contractor are included in the “building” or “improving” of a dwelling.

Suggestions for amendments to LD 1551 made by the Stakeholder Group are equally unclear in terms of describing the actual conduct or activity that requires a license. For example, revised LD 1551 exempts a subcontractor providing window installation for a home contractor from licensure; however, the same subcontractor would have to obtain a license if he or she provided the same window installation service to a consumer directly. Thus, it is the relationship between a service provider and the consumer on a given day that determines whether a license is required, rather than the actual service or conduct itself.

In addition, the definition of “home improvement” includes the “structural repair, renovation or rehabilitation of construction or an addition to a dwelling.” Is this definition limited to what is generally thought of as carpentry type work? If so, what is the definition and scope of practice for a carpenter? The definition also includes “the removal, repair, replacement or installation of roofing, siding, insulation, windows or chimneys.” Does this mean that a person working on a foundation is not required to be licensed? What about drywallers, floor covering installers or other specialty service providers? What specific range of services is included in each category? Does “roofing” include replacing both boards and shingles or just shingles?

Without a clear statutory scope of practice adopted by the Legislature, neither potential licensees nor the public will be able to determine under what circumstances a license will be required. Currently, neither LD 1551 nor suggested changes to LD 1551 set forth in clear practical terms the specific conduct or activity that triggers licensing requirements. At the outset, regulation of a profession is the Legislature’s determination. More specifically, defining the actual conduct which will require such regulation, should not be delegated to a licensing board through the board’s rulemaking process.

3. Identified Funding Source

A third seminal issue that has not been resolved is the source of funding for any form of regulation. The cost of regulating a profession is typically borne by the licensees in that profession through the submission of dedicated license fees. In addition to licensing individual contractors, LD 1551 contemplates a required permitting and inspection process for each construction project but fails to identify a funding source other than “licensing fees” paid by “licensees.” A typical licensing program will build into the

license fee the direct costs of examination development and administration, dedicated personnel and associated equipment, as well as shared overhead costs including rent, legal service, and technology and shared staff. The permitting and inspection functions required by LD 1551 would not typically be included in the administrative cost of the licensing program. Those costs are not addressed in either the original bill or the revised bill.

As noted previously, the fact that the bill lacks specificity in defining what types of conduct would be regulated and under what specific circumstances makes it almost impossible to project both the number of potential licensees, and the total cost of the regulatory program. Comments of interested parties on this point are evidence of the lack of consensus on the objective of LD 1551. The Maine Municipal Association, for example, projects the costs of a regulatory program to be approximately \$3 million annually, based on the number of licensees it foresees. The Attorney General's consultant projects the cost of the program at \$8 million based on one required inspection for each of approximately 80,000 housing projects performed annually by an estimated 12,000 licensees. LD 1551 requires a series of three inspections per housing project which would put the actual cost of the program at \$24 million annually.

* * * * *

Given the factors including the on-going simultaneous discussions of various informal working groups on different but interrelated topics, the likelihood of the introduction of amendments to LD 1551, and the lack of consensus on interpretation of provisions in either the original bill or a revised bill, the question of whether and how building contractors should be regulated has become a moving target. To the extent that these seminal issues remain unresolved, meaningful discussion by the Legislature of whether regulation in this area should occur, and if so, what specific regulatory options should be considered remains difficult. Nonetheless, even though normally not part of a typical sunrise review report, the following section attempts to outline the spectrum of options or potential regulatory approaches which the Legislature could consider with regard to the issue of home contractor regulation in general.

B. Regulatory Options

LD 1551 focuses exclusively on *licensing* of home building contractors to provide new remedies for consumers who have expressed frustration with the business practices and work product of the contractors with whom they have established business relationships. Licensing is only one of several regulatory options. These following options are organized in terms of degree of regulatory burden, from least burdensome to most extensive.

- **No change:** This option leaves in place current licensing programs for certain regulated trades including plumbing, electrical installation, the work of oil burner technicians, propane and natural gas technicians, architects, and engineers. Various related safety and installation codes have been adopted at both the state and at the

municipal level. However, building codes adopted at the municipal level cover approximately 52 percent of the state's population, and provide for permitting, inspection and enforcement at the local level.

- **Certification:** “Certification” is a regulatory term that connotes a training and/or an examination process typically administered by a private trade or professional association for the benefit of its members. Obtaining certification status by the service provider is voluntary. The state has no enforcement or regulatory role. Certification is used to enhance the competency and/or stature of those certified within the profession or occupation. A contractor certification program could require an agency to administer an examination that would cover both construction-related subject matter and basic business management and law and certify those who passed. Since certification would be voluntary, it would not prohibit anyone from practicing as a general contractor. The certification program might be most effective if combined with the adoption of a statewide building code, with the exam testing the applicants' knowledge of the code. As described, certification is not typically a state function; and therefore, if not overseen by a state agency, no state expense would be incurred.

- **Registration:** The regulatory term “registration” implies that certain essential information about an identified group of individuals and entities is gathered and compiled by the state so that the public has some way of contacting the registrant if necessary. Registration is marked by the payment of a registration fee by the registrant but does not carry with it a set of standards or qualifications that must be met by the registrant before the registration is issued. It is usually the lowest level of regulation implemented by a state. In this context contractors could be required to register as a pre-requisite to practicing in the state. Registration would be mandatory but could be limited to contractors or extended to include specialty trades. Registration could be instituted as a preliminary step in a phased-in licensure program, or it could constitute an end in itself. Because registration is a function of the state, all costs associated with the registration program would be passed on to the registrants in the form of registration fees that would cover the cost of the program. These costs would include the direct costs of the program, including dedicated personnel costs as well as shared overhead costs that would include the cost of rent, technology and legal service.

- **Licensure:** Licensure is a designation used to describe the highest level of state regulation. Typically, the state grants licensure to an individual who has complied with a legislatively mandated set of minimum educational, experiential, and training and competency standards, and has paid the required licensing fee. Regulation through licensure encompasses the setting of eligibility standards, examination requirements, and a complaint process to resolve consumer complaints. The complaint process typically involves investigation of complaints and a disciplinary process whereby the licensing authority imposes discipline in situations where the licensee has violated state law or board rule. Effective licensing programs that protect the public require a clear public threat and a mechanism for protecting the public from that defined threat. The foundations for a licensure program almost always include adoption of minimum standards and a clearly defined statutory scope of practice. This level of state regulation

carries with it the highest level of state expense. The total cost of the program becomes the basis for a statutory fee cap, and license fees established through the Administrative Procedures Act rulemaking process.

Within the category of “licensure,” several sub-options might be considered, again, from least burdensome to most complex:

- Licensure of roofers: Between 2000 and 2002, the Attorney General’s Office reported that 107 of 457 or 23% of construction-related consumer concerned roofing.
- Licensure of contractors combined with registration of roofers (See “Registration” description above)
- Licensure of residential contractors and specified specialty construction trades
- **Licensure Plus**: Some states have combined contractor licensing programs with other components of a remedial program which provide disclosure of financial information as a condition of licensure and in some cases, to provide consumer remedies. These licensure models clearly increase costs associated with the program.
 - Licensure of residential contractors that includes financial requirements imposed on residential contractors Some states require a demonstration of financial stability and net worth as a condition of licensure.
 - Licensure of residential contractors that includes provision for a homeowner restitution fund
 - Licensure of residential contractors that includes a subcontractor recovery fund.

These and other combinations can be found in other states. As noted, the more complex the program, the more state expense is involved. However, until the basic elements of the desired program are established, the total costs of any program are speculative, at best.

C. Department’s Responsibility pursuant to the Sunrise statute

Consideration of any particular option discussed above will not be useful unless and until the three seminal issues previously outlined are resolved. The Department, however, is obligated to present its analysis of the statutory evaluation criteria pursuant to the Committee’s directive to conduct an independent assessment of LD 1551 as presented. Despite the complicating factors surrounding the bill, and the lack of clarity as to the bill’s specific purpose, Section II of this report sets forth the more formal “sunrise review.”

Section II. Sunrise Report on LD 1551 “*An Act to License Home Building and Improvement Contractors*”

Introduction:

Under current Maine law, building contractors are not required to obtain a state license to conduct business in the state. LD 1551, “*An Act to License Home Building and Improvement Contractors*,” was considered by the Joint Standing Committee on Business, Research and Economic Development (“the Committee”) during the First Regular Session of the 121st Legislature. The proposed legislation as printed would require building contractors of residential structures to obtain a license from the State and would establish a licensing board within the Department of Professional and Financial Regulation to regulate residential building contractors. In addition, the bill provides for adoption by the board of the International Residential Code as Maine’s state-wide building code. The Committee held a public hearing on LD 1551 and subsequently voted to carry the bill over to the Second Regular Session of the 121st Legislative Session to allow “sunrise review” to take place.

As noted in Section I of this report, after the First Regular Session ended, an informal group of interested parties led by representatives of the Attorney General’s Office met periodically between June and September, 2003 to attempt to further debate and discuss the pros and cons of licensing residential building contractors and the merits of alternative approaches to regulation. The informal group of stakeholders included residential builders, commercial builders, professional associations representing builders and contractors, representatives of insurance companies, representatives of lumber companies and representatives of municipalities and towns. The Department is not aware of the existence of an official amended version of LD 1551. For this reason, and because the public at large is aware only of the existence of LD 1551 as originally presented, this assessment is confined to the provisions of the original bill.

A. Sunrise Review

Pursuant to 5 MRSA § 12015(3), “sunrise review” must be undertaken whenever proposed legislation would license or otherwise regulate an occupation or profession that is not currently regulated in order to determine whether such regulation is necessary to protect the health, safety, and welfare of the public.

The sunrise review process consists of applying the evaluation criteria established by statute, 32 MRSA § 60-J, to the proposed system of regulation to determine whether the occupation or profession should be regulated.

Under the law, the sunrise review process may be conducted in one of three ways:

1. The Joint Standing Committee of the Legislature considering the proposed legislation may hold a public hearing to accept information addressing the evaluation criteria;
2. The Committee may request the Commissioner of Professional and Financial Regulation to conduct an independent assessment of the applicant's answers to the evaluation criteria and report those findings back to the committee; or
3. The Committee may request that the Commissioner establish a technical review committee to assess the applicant's answers and report its finding to the commissioner.

Copies of 5 MRSA § 12015(3) and a summary of the sunrise review process are included in Appendix A.

B. Charge from Committee

In a memorandum dated May 16, 2003, the Joint Standing Committee on Business, Research and Economic Development requested that the Commissioner of Professional and Financial Regulation conduct an independent assessment of LD 1551, "*An Act to License Home Building and Improvement Contractors*," in accordance with the state's sunrise review procedures and submit a report of findings to the Committee by January 1, 2004. A copy of the committee's request is attached as Appendix B.

C. Independent Assessment by Commissioner

The requirements for an independent assessment by the commissioner are set forth in 32 MRSA § 60-K. The commissioner is required to apply the specified evaluation criteria set forth in 32 MRSA § 60-J to responses and information submitted to, or collected by, the commissioner.¹ After conducting the independent assessment, the commissioner must submit a report to the committee setting forth recommendations, including any draft legislation necessary to implement the report's recommendations.

The commissioner's report to the Joint Standing Committee on Business, Research and Economic Development must contain an assessment as to whether answers to the evaluation criteria are sufficient to support some form of regulation. In addition, if there is sufficient justification for some form of regulation, the report must recommend an agency of state government to be responsible for the regulation and the level of regulation to be assigned to the applicant group. Finally, the recommendations must reflect the least

¹ In conjunction with its solicitation of written comments, the Department publicized and held a public meeting of interested parties at the Gardiner Annex on October 15, 2003 to allow participants to supplement their written submissions and provide new information. A list of participants at the public meeting is attached as Appendix C.

restrictive method of regulation consistent with the public interest. Copies of 32 MRSA §§ 60-J and 60-K are included in Appendix A.

D. Evaluation Criteria

As part of the independent assessment process, the commissioner must review the responses to the evaluation criteria submitted by the “applicant group” seeking licensure. In the absence of a typical applicant group, the Department has considered the input of all individuals and groups that submitted a written submission or participated orally at the October 15th public meeting.

The department’s analysis is structured utilizing the evaluation criteria set forth in 32 MRSA § 60-J, and is presented in this report as follows:

1. The evaluation criteria, as set forth in the statute;
2. A summary of the responses submitted by interested parties ; and
3. The department’s independent assessment of the response to the evaluation criteria.

Evaluation Criterion #1: Data on group proposed for regulation. A description of the professional or occupational group proposed for regulation, including the number of individuals or business entities that would be subject to regulation; the names and addresses of associations, organizations and other groups representing the practitioners; and an estimate of the number of practitioners in each group.

Responses:

Information submitted by the Attorney General’s Office indicates that under the broadest interpretation of LD 1551, as many as 12,000 individuals and companies would be required to obtain a state license to offer construction and improvement services for dwellings.² LD 1551 defines “home contractor” to mean a person who “undertakes, offers to undertake or submits a bid to build a dwelling or perform any home improvement.” Alternatively, the Attorney General’s Office suggests that a more limited interpretation of the bill might produce a licensee pool of about 10,500. This figure would not include “do-it-yourselfers” and subcontractors who work for general contractors.

The trade or professional organizations represent some portion of the potential licensees include the following: Maine Homebuilders and Remodelers Association (120-150 members), Mid-Coast Builders Alliance (100 members in mid-coast region), and Associated Constructors of Maine.

² *Economic Impact Analysis of Proposed Home Contractor Regulation,*” issued by Planning Decisions, Inc., page 4. (Attached as Appendix D).

Department assessment:

As noted in the Introduction, subsequent to the Committee's decision to carry over LD 1551 to allow for sunrise review, the Attorney General's Office continued to organize meetings of parties that had expressed interest in participating in further discussions of the bill and its impact on the public, on the interested parties and on the business community. During these meetings, questions were raised and debated with regard to the meanings of the core definitions that under normal circumstances would provide the basis for estimating the size of the licensee pool.

In part because the bill does not define the actual conduct or "scope of practice" that would require licensure, the number of potential licensees that may be subject to regulation cannot be reasonably estimated. In the absence of clear statutory definitions of the specific conduct and activity that would delineate the potential regulated community, and to avoid unproductive speculation, the Department relies on information provided the Attorney General's Office on this criterion. Planning Decisions, Inc. is a consulting firm retained by the Attorney General's Office to provide a cost/benefit analysis for purposes of sunrise review. In its report, Planning Decisions indicates that "approximately 12,000 firms doing nearly \$1.8 billion in sales could fall under the purview of LD 1551."³ Any revisions in the bill's definition of "home contractor," "general contractor," or "home improvement or repair" would presumably increase or decrease that estimate.

It is also worth noting that the total membership of the various trade and professional associations participating in these discussions is less than 400 as compared to the 12,000 licensees who would be subject to licensure.

Evaluation Criterion #2: Specialized skill. Whether practice of the profession or occupation proposed for regulation requires such a specialized skill that the public is not qualified to select a competent practitioner without assurances that minimum qualifications have been met.

Responses:

Individual consumers who submitted comments typically indicated that home builders and home improvement contractors need specialized skills. Generally, these consumers do not specify whether the skills needed are technical construction skills or financial and business skills or both.

Trade and professional groups generally assert that specialized skills are required in order to produce a structurally sound structure. Most commenters agreed that a competent builder needs knowledge and familiarity with the applicable building code and the ability

³ "Economic Impact Analysis of Proposed Home Contractor Regulation," issued by Planning Decisions, Inc., Table 3, **Indices of Construction Businesses Covered by LD 1551, 2001 values (est.)**, pg. 8, attached as Appendix D.

to comply with the provisions of that code. Some commenters stated that they consider the manufacturers' installation guidelines for their building materials are important.

Department assessment:

There is no doubt that "specialized skill" is required for at least some, if not all components of home construction. Despite this, the Department is not aware of any nationally accepted set of minimum qualifications or standards for home builders. Consumers generally attempt to educate and protect themselves from negative consequences by taking time to interview more than one builder, ask for names of several other clients who have contracted with the builder, and require the builder to supply information about his or her financial situation and past financial history. The consumer choosing a builder often has access to tangible work product of the builder and the testimony of prior clients as a guide. Whether consumers who have submitted comments actually performed this kind of personal research is not known. It should be noted that some consumers who responded to the Department's request for consumer input stated that they had done their homework and were pleased with the work of the builder they chose, but the second time they hired the same builder for another purpose, problems with the construction project developed and they became dissatisfied.

Evaluation Criterion #3: Public health; safety; welfare. The nature and extent of potential harm to the public if the profession or occupation is not regulated, the extent to which there is a threat to the public's health, safety or welfare and production of evidence of potential harm, including a description of any complaints filed with state law enforcement authorities, courts, departmental agencies, other professional or occupational boards and professional and occupational associations that have been lodged against practitioners of the profession or occupation in this state within the past 5 years.

Responses:

Most consumers provided information that they had experienced economic or financial harm; they paid a builder to perform a task but the builder failed to perform the work without returning their money, or performed the work in such a way that the consumer was caused to pay a second builder to complete the work to their satisfaction, thus increasing the cost of the project.

A smaller number of the consumers who responded indicated their opposition to a licensure program because of their belief that licensure would increase the cost of building and they saw no justification for any increase.

The Attorney General's representative submitted a listing of complaints received between 2000 and 2002 relating to home construction and improvement. Of the 447 complaints

received, 294 related to one or more of the building activities subject to licensure under LD 1551. About half of those related to “new construction” or “roofing.”

Department Assessment:

The issue raised by the proposed legislation, and this evaluation criteria in particular, is whether the public’s health, welfare and safety is jeopardized if residential builders and home improvement contractors are not regulated. The complaint information provided by the Attorney General’s office does not provide sufficient detail in terms of the specific facts and circumstances surrounding each complaint. Consistent indexing to provide complaint context would need to be developed and analyzed in order to draw any meaningful inferences relevant to this assessment.

Economic Harm: Consumer complaints of economic harm must be considered in the context of the residential building industry in Maine overall. The Department relies on information contained in Planning Decisions’ cost benefit report to put the threat to public safety or welfare in perspective. Table 5 of the report on page 12 indicates that the Attorney General’s Office assigned an adjusted total dollar value to the 100 complaints received in 2002 of approximately \$1.5 million. In comparison to the \$788 million spent on home improvement activity during the same period, the financial “damages” of \$1.5 million associated with these complaints represent approximately 2/10th of one percent of total expenditures. Obviously, the 100 complaints reported to the AG do not reflect the total number of complaints relating to home contracting work in Maine. Planning Decisions asserts that this relatively small percentage could be related to the reluctance of consumers to report problems.

Viewed from another perspective, the report estimates that there are approximately 80,000 housing projects in Maine each year. The 100 complaints submitted to the Attorney General in 2002 represent a problem rate of approximately 1/10th of one percent of total projects. Even assuming, as the report does, that not all consumers who could file a complaint actually did file a complaint; the likely rate of problems occurring with home contractor work in this state appears to be relatively low.

Physical Harm: Certain components of the building and construction industry that pose serious threats to public safety, including electrical installations and wiring, the installation of oil burning appliances and other heating equipment fueled by compressed gas, and the installation of boilers, pressure vessels, and elevators, have been identified as public safety issues and are already regulated by the State. Technicians who install and maintain these units are subject to the adopted state code in that particular trade or occupation including the National Electrical Code (NEC), various chapters of the safety and installation codes of the National Fire Protection Association (NFPA), and the American Society of Mechanical Engineers Installation and Safety Code for Elevators and Vertical Lifts (ASME) and boilers and pressure vessels.

With respect to construction of residential dwellings, towns and municipalities have jurisdiction over and responsibility for the construction process and the structural soundness of residential structures through operation of the local building permit and inspection process. The Maine Municipal Association provided information indicating that “approximately 73 communities having 53% of the state population have adopted building codes.” “Furthermore, most of these municipalities employ professional staff that inspects completed construction for compliance with the building code.”

The Department has received no information to demonstrate that regulation of residential construction currently in effect at the local or municipal level does not adequately protect the public from the risks of physical harm in those localities. It appears that at least for a significant portion of the state and state population, appropriate regulation is in place.

Evaluation Criterion #4: Voluntary and past regulatory efforts. A description of the voluntary efforts made by practitioners of the profession or occupation to protect the public through self-regulation, private certifications, membership in professional or occupational associations or academic credentials and a statement of why these efforts are inadequate to protect the public.

Responses:

Some trade associations representing building contractors submitted information about voluntary certification programs in which contractors may participate, including a voluntary certification program administered by the Department of Environmental Protection to certify contractors on erosion control practices, by the Department of Human Services, Division of Health Engineering which administers a voluntary certification program for septic system installers, by the Maine Concrete Technicians Certification Board to certify individuals who test qualities of concrete, by building material manufacturers and suppliers to train contractors in the intended use of their products, and by the Midcoast Builders Alliance and the Maine Home Builders and Remodelers Association for members relating to building and structural issues. The Department is also aware that certain community colleges in Maine offer building trade training but has no specific information on those programs.

Maine Municipal Association provided information with respect to considerable efforts of municipalities to regulate construction practices of the residential contractors. It asserts that “More than 70 municipalities, encompassing over half of the state population, have adopted building codes governing the construction of residential property. Furthermore, most of these municipalities employ professional staff that inspects completed construction for compliance with the building code.”

Department Assessment:

The Department views voluntary state and private certification programs to be important ways of protecting the public. More important, however, is the enforcement of

construction practices of residential contractors by municipalities that have adopted building codes. That is a significant factor in providing public protection at the local level.

Evaluation Criterion #5. Costs and benefits of regulation. The extent to which regulation of the profession or occupation will increase the cost of goods or services provided by practitioners and the overall cost-effectiveness and economic impact of the proposed regulation, including the indirect costs to consumers.

Responses:

Some consumers asserted that the cost of regulation would be minimal when compared to the money that a licensing program would save consumers.

Representatives of the building and construction industry believe regulation will increase the cost of doing business given the costs associated with a state administered licensing program that includes examination, licensure and continuing education that LD 1551 would require of many of their members as well as the additional costs associated with bonding and insurance. They assert that when their members' business costs increase, the increase is passed on to consumers who will ultimately bear the additional cost.

Maine Municipal Association focused on one component of cost associated with LD 1551—the costs associated with the adoption and enforcement of a state-wide building code. It asserts that a conservative estimate of the cost of code adoption and enforcement would be \$3 million and questions whether the adoption and enforcement of such a code would reduce consumer complaints.

Planning Decisions concluded that the only feasible way of analyzing the cost and benefit of a regulatory program is to calculate the current cost to consumers of “shoddy or unacceptable home construction activity” which it estimates to be roughly \$24 million annually. If the proposed program resulted in the elimination of \$24 million in unacceptable construction activity, and the actual costs of administering the licensing program amounted to less than \$24 million, there would be a net benefit that would justify regulation.

Department Assessment:

Because of the many unknown factors associated with the concept of contractor licensing, including the number of licensees, the number of building projects and the number of inspections or enforcement actions that might be required, there is no easy way to predict at this time what the actual cost of a licensure and enforcement program might be. Of particular concern is the bill's building permit and inspection component. Planning Decisions states that census information indicates that there are roughly 80,000 residential projects in Maine each year. LD 1551 requires three inspections to be performed for each project at various stages of construction. Using the report's estimate

that one inspection per project would cost \$8 million, a total of \$24 million would be necessary to pay for the cost of 240,000 inspections each year.

MMA's program cost estimate, although clearly offered as a conservative estimate in the absence of solid information about residential housing projects, is based on the number of potential licensees. It assumes that each licensee would have one project and be inspected once.

Although certain costs of a licensing program can be ascertained by examining the history of other programs that include similar components, the bill's lack of detail and specificity with regard to the size of the regulated community, and the level of the regulating entity's involvement in the permitting and inspection program makes any set of estimates speculative, at best.

Another significant element of the cost of state regulation of the residential building industry is the level of cost passed along to the consumer as a result of anticipated increases in labor costs. Planning Decisions, Inc. notes that "there is a difference of approximately \$4.00 per hour between average hourly wages of licensed and unlicensed trades people." In the event that state regulation was established, that wage differential would likely be borne by consumers in the form of increased construction costs. That level of increased costs, estimated by Planning Decisions to be in the range of \$40 million annually⁴ would need to be part of the consideration in performing the "cost-benefit analysis."

Evaluation Criterion #6: Service availability under regulation. The extent to which regulation of the profession or occupation would increase or decrease the availability of services to the public.

Responses:

Commenters, including some individual consumers thought that a new regulatory program for residential building contractors might weed out problem builders and considered that a benefit to the public. Other consumers thought that regulating residential builders would limit their choices and that problem builders would operate outside the state regulatory program. Small contractors stated their fear that they would be forced out of business financially because of increased costs associated with examination, licensure and continuing education, bonding and insurance.

Department Assessment:

In general, imposing licensing requirements where none exist typically results in a decrease in the number of service providers and in the availability of services. A decrease in the availability of services in the absence of compelling documented safety

⁴ "Economic Impact Analysis of Proposed Home Contractor Regulation," issued by Planning Decisions, Inc., pg. 5. (Appendix D).

issues and concerns or a clearly demonstrated countervailing benefit does not result in a benefit to the public. Moreover, it is unrealistic to presume that all unethical or unlicensed builders who do not obtain a license under the provisions of the bill would close their operations. Thus, even with licensing, there will still likely be some degree of poor contractor workmanship which will continue to occur.

Evaluation Criterion #7: Existing laws and regulations. The extent to which existing legal remedies are inadequate to prevent or redress the kinds of harm potentially resulting from non-regulation and whether regulation can be provided through an existing state agency or in conjunction with presently regulated practitioners.

Responses:

Some interested parties noted the existence of the Maine Home Construction Contract Law as being relevant to the Department's independent assessment. The Home Construction Contract statute offers consumers a civil remedy for violations of contract by the contractor. It requires that contracts for home construction or repair work in excess of \$3000 must be in writing and contain specific information including price, description of work, warranties and estimated completion date.

Department Assessment:

The Department agrees that the Home Construction Contract Act (10 MRSA ch. 219-A) provides consumers with the most effective civil remedy for breach of contract by a building contractor. Although Maine does not currently license home contractors, the Department notes the existence of a number of state laws set forth below that provide some degree of protection for the public in the home construction field.

- Home Construction Contract Act ,10 MRSA ch. 219-A
- Unfair Trade Practices Act, 5 MRSA ch. 10
- Mechanics Lien Law, 10 MRSA ch. 603
- Home Repair Fraud, 17-A MRSA ch. 37
- Registration of Transient Sellers (Door to Door Home Repair Services) 32 MRSA ch. 37
- Regulation of Construction and Improvements, 30-A MRSA ch.185
- Warranties for Sale and Installation of Solar Energy Equipment, 10 MRSA ch. 221
- Insulation Contractors, 10 MRSA ch.219
- Construction Contracts, 10 MRSA ch.201-A
- Oil and solid fuel technicians and installations, 32 MRSA ch.33
- Plumbers and plumbing installations, 32 MRSA ch. 49
- Electricians and electrical installations, 32 MRSA ch. 17
- Maine Manufactured Housing Installation and Warranty Law 10 MRSA ch. 9551
- Title 11, United State Bankruptcy Code

- Uniform Commercial Code/Contract Law, 11 MRSA

These statutory provisions and remedies are in addition to whatever civil remedies a consumer may attempt to obtain in the courts through a negligence or breach of contract claim.

Evaluation Criterion #8: Method of regulation. Why registration, certification, license to use the title, license to practice or another type of regulation is being proposed, why that regulatory alternative was chosen and whether the proposed method of regulation is appropriate.

Responses:

The Attorney General's Office favors licensure over any other method of regulation because "mere registration, certification, license to use the title, or any other form of regulation would inadequately protect consumers." Licensure, it asserts, "provides the consumer with assurance of minimal competence and access to a licensing board that can hold a contractor accountable for incompetence."

Department Assessment:

As noted in the discussion of regulatory options in Section I of this report, distinctions between registration, certification and licensure were not the focus of the consumer input the Department received. The term "registration" implies that certain information about an identified group of individuals and entities is gathered and compiled by the state so that the public has some way of contacting the registrant if necessary. Registration is marked by the payment of a registration fee but does not carry with it a set of standards or qualifications that must be met before the registration is issued. It is the lowest level of regulation that can be implemented by a state.

Certification is a term that connotes training or an examination process administered usually by a private trade or professional association. Obtaining certification status by the service provider is voluntary. The state has no enforcement or regulatory role. Certification is used to enhance the stature of those certified within the profession or occupation.

Licensure is a designation used to describe the highest level of state regulation. The state grants licensure to an individual who has complied with a legislatively mandated set of minimum educational, experiential, and training and competency standards, and has paid the required licensing fee. Regulation through licensure encompasses the setting of eligibility standards, examination requirements, and a complaint process to resolve consumer complaints. The complaint process typically involves investigation of complaints and a disciplinary process whereby the licensing authority imposes discipline in situations where the licensee has violated state law or board rule.

Effective licensing programs that protect the public require a clear public threat and a mechanism for protecting the public from that defined threat. In most regulated professions the foundation for licensure is a set of nationally accepted minimum standards and a clearly defined scope of practice. LD 1551 lacks both of these critical components of an effective licensing law.

Evaluation Criterion #9: Other states. Please provide a list of other states that regulate the profession or occupation, the type of regulation, copies of other states' laws and available evidence from those states of the effect of regulation on the profession or occupation in terms of a before-and-after analysis.

Responses:

None submitted on this criterion.

Department Assessment:

Licensing methodology for professions and occupations in other states is generally driven by the political climate in existence at the time a profession is first subject to regulation. Information obtained by the Department indicates that as many as 31 states have implemented some form of regulation of building construction, ranging from registration, certification, to complex licensing programs with tiers of regulation of residential, commercial and specialty license categories. Nineteen states do not license building contractors at the state level. (See Attached Appendix E) The majority of states that do license contractors provide for licensing of both residential and commercial contractors.⁵

Evaluation Criterion #10: Previous efforts to regulate. Please provide the details of any previous efforts in this state to implement regulation of the profession or occupation.

Responses: The Attorney General submitted an exhibit showing the history of legislative proposals to license building contractors.

Department Assessment:

The Department accepts the Attorney General's exhibit (Attached as Appendix F) as factual. None of the prior legislative attempts has resulted in enactment of laws which would regulate home building contractors.

Evaluation Criterion #11: Mandated benefits. Please indicate whether the profession or occupation plans to apply for mandated benefits.

⁵ "Contractor's State Licensing Information Directory," printed by National Association of State Contractors Licensing Agencies, 2003 Edition.

Responses:

This criterion is not relevant to the subject matter.

Evaluation Criterion #12: Minimal competence. Please describe whether the proposed requirements for regulation exceed the standards of minimal competence and what those standards are.

Responses:

None were submitted on this criterion.

Department Assessment:

LD 1551 does not specify minimum standards and qualifications to be eligible for licensure as a residential building contractor or home improvement contractor. The bill reserves for the proposed licensing board the authority to adopt rules establishing such license requirements.

The Department asserts that the formulation of licensing standards and qualifications is a function of the Legislature which should not be delegated to a licensing board. A board's role is to implement the standards adopted by the Legislature.

Evaluation Criterion #13: Financial analysis. Please describe the method proposed to finance the proposed regulation and financial data pertaining to whether the proposed regulation can be reasonably financed by current or proposed licensees through dedicated revenue mechanisms.

Responses: None submitted on this criterion.

Department assessment:

The proposal provides for a licensing program presumably funded through licensing fees paid by licensees. If the proposal includes permitting and inspection components, the overall cost of the program will be significantly higher. If it were determined that the permitting and inspection fees could not reasonably be borne by licensees, other dedicated funding sources to cover the cost of those components would have to be identified.

Licensing programs within the Department of Professional and Financial Regulation are dedicated revenue agencies and must be self-supporting through license fees paid by individual licensees. It is difficult to precisely determine the cost of establishing any new

licensing program. That task is made more difficult with respect to this proposal because of the unknown factors such as the number of potential licensees, the number of proposed sub-categories of licensure and lack of certainty with regard to the elements of permitting and inspections. For the purpose of this evaluation criterion, the Department has attempted to estimate the start-up costs and initial annual operating costs that would be associated with beginning a new contractor licensing program within the Office of Licensing and Registration. The assumptions used for this estimate do not include the cost of inspection and permitting enforcement functions. Any such requirements would impose significantly higher start-up and operating costs.

Total projected start-up costs including the cost of examination development, licensing system technology, personnel and related office equipment, and initial rulemaking total approximately \$1 million, of which about \$400,000 would be one-time costs. The projected on-going costs of this program would not be unlike the costs for other similar regulatory programs within the Office of Licensing and Registration. These costs would include those associated with personnel, board member per diem and travel, technology, investigation and enforcement, communications, equipment, rent, legal services, and general operating expenses totaling between \$620,000 and \$700,000 annually.

Typically, since no dedicated revenue is available to be used for this program, a general fund working capital allocation would be needed to defray program costs for the first two years covering start-up and operating expenses.

Section III. Recommendations of the Commissioner

State sunrise review law requires the commissioner to engage in a two-step evaluation process guided by 13 evaluation criteria. First, the commissioner must evaluate the information provided by the applicant group in support of its proposal to regulate or expand regulation of a profession. Second, the commissioner must recommend whether the committee should take action on a proposal. If the commissioner's recommendation supports regulation or expansion, the report must include any legislation required to implement that recommendation. The recommendation must reflect the least restrictive method of regulation consistent with the public interest.

The Department concludes that any attempt to regulate building contractors must be preceded by the adoption of a mandatory statewide building code. A mandatory statewide building code is essential to provide the building and construction trade with the minimum standard against which construction trades will be measured.

With respect to any profession or occupation that is being considered for regulation by the state, the proponents of regulation bear the burden of providing the public with a clear

description of the type of conduct that warrants state oversight. This becomes even more important when the suggested regulation involves numerous subcategories of persons engaged in related but different conduct. A clear explanation of the conduct of individuals and businesses proposed for regulation has not been presented in any version of LD 1551. Other professional licensing in Maine and contractor licensing laws in all other states with contractor licensing programs specifically identify the actual conduct that merits the creation of a state regulatory program. There is no question that the work of defining the specific conduct that is subject to regulation is difficult. But when weighed against the significant cost of such a program to the State and the impact on the public in terms of increased construction costs and on small businesses in the form of new license fees, the work of defining actual conduct that triggers state oversight is necessary.

In conclusion, the case has not been sufficiently made that the potential benefit of having licensed home contractors justifies the burden associated with home contractor licensing, in terms of both increased cost to the consumer public and the increased cost to the regulated community.

APPENDIX A

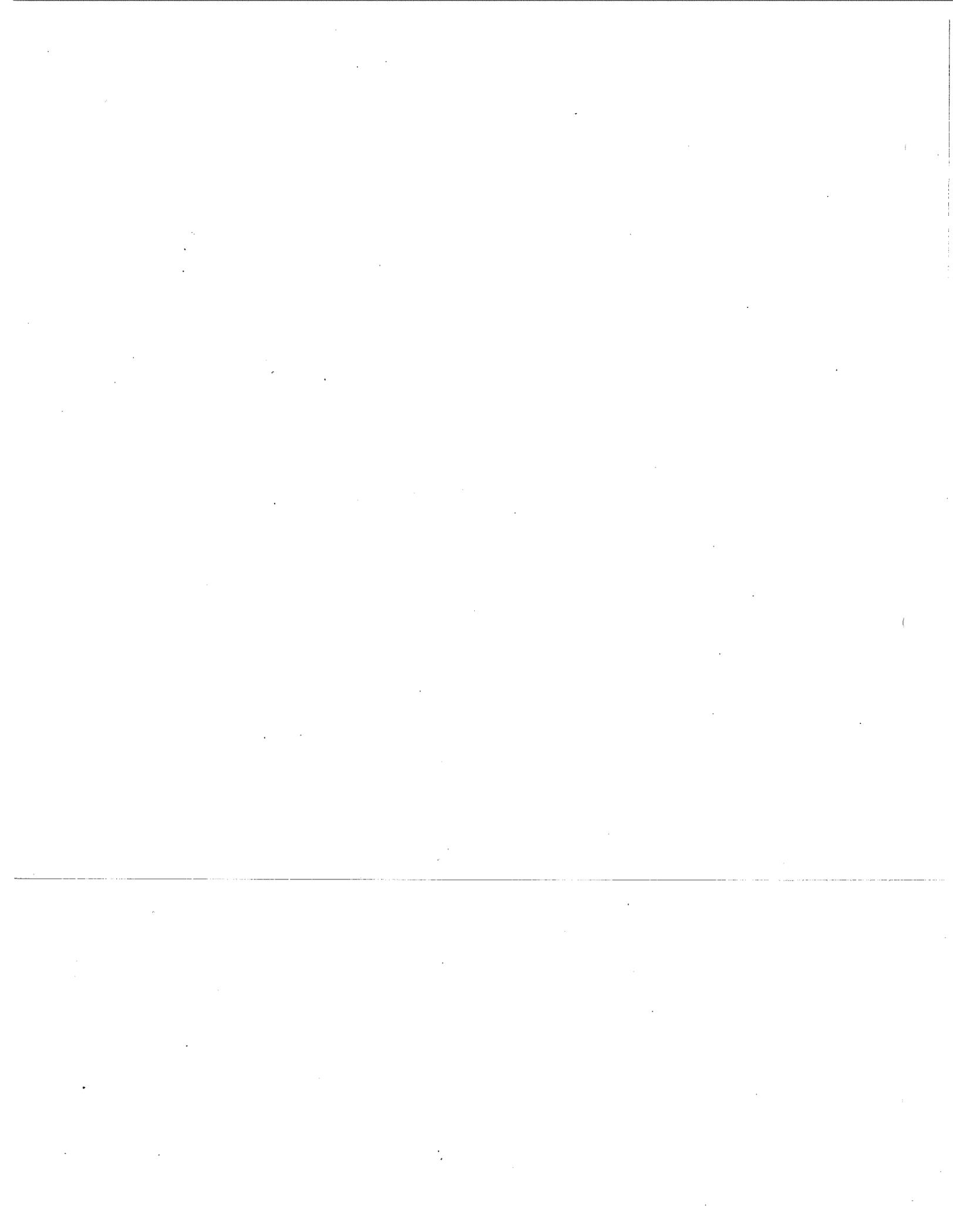
Title 5, §12015, New boards

Title 32, §60-J, Evaluation criteria

Title 32 §60-K, Commissioner's independent assessment

Sunrise Review Summary:

L.D. 1551 "An Act to License Home building and Improvement Contractors"



Title 5, §12015, New boards

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§12015. New boards

Any boards established on or after July 25, 1984 shall conform to the following provisions. [RR 1997, c. 2, §16 (cor).]

1. Membership; terms; vacancies. Each board may have no fewer than 3 members. Boards established after September 1, 2000 to regulate professions or occupations may have no more than 9 members, including at least 2 public members. Law establishing the board must provide for appointments, terms of office, qualifications and removal of its members. In the event of the death, resignation or removal of any member, the vacancy for that member's unexpired term must be filled in the same manner as that member's original appointment.

[1999, c. 687, Pt. B, §2 (amd).]

2. Sunset.

[1999, c. 668, §49 (rp).]

3. Sunrise review required. Any joint standing committee of the Legislature that considers proposed legislation to establish a board to license or otherwise regulate an occupation or profession not previously regulated or to substantially expand regulation of an occupation or profession currently regulated shall evaluate whether the occupation or profession should be regulated or further regulated. For the purposes of this section, "substantially expand regulation" means to add a new regulatory category or to expand the scope of practice for current practitioners. In order to evaluate this legislation, the joint standing committee shall, without a public hearing, briefly and informally review legislation referred to the committee that proposes a new occupational or professional board or substantial expansion of regulation and an applicant's answers pertaining to evaluation criteria as required by Title 32, section 60-J. Following this informal review, the committee shall:

A. Immediately hold a public hearing to accept information addressing the evaluation criteria listed in Title 32, section 60-J from any professional or occupational group or organization, any individual or any other interested party who is a proponent or opponent of the legislation;

[1995, c. 686, §1 (rpr).]

B. Request that the Commissioner of Professional and Financial Regulation conduct an independent assessment of the applicant's answers to the evaluation criteria listed in Title 32, section 60-J and report the commissioner's findings back to the committee by a specific date; or

[1995, c. 686, §1 (rpr).]

C. Request that the Commissioner of Professional and Financial Regulation establish a technical committee to assess the applicant's answers to the evaluation criteria listed in Title 32, section 60-J following the procedures of Title 32, chapter 1-A, subchapter II and report its findings to the commissioner within 6 months of establishment of the committee.

[1995, c. 686, §1 (rpr).]

D.

[1995, c. 686, §1 (rp).]

E.

[1995, c. 686, §1 (rp).]

F.

[1995, c. 686, §1 (rp).]

Title 5, §12015, New boards

G.

[1995, c. 686, §1 (rp).]

Any recommendation by a joint standing committee to the full Legislature for the establishment or expansion of jurisdiction of an occupational or professional regulatory board must include a written statement describing the manner in which the assessment of answers to the evaluation criteria was conducted and a concise summary of the evaluation.

[1995, c. 686, §1 (rpr).]

Title 32, §60-J, Evaluation criteria

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§60-J. Evaluation criteria

Pursuant to Title 5, section 12015, subsection 3, any professional or occupational group or organization, any individual or any other interested party, referred to in this section as the "applicant group," that proposes regulation of any unregulated professional or occupational group or substantial expansion of regulation of a regulated professional or occupational group shall submit with the proposal written answers and information pertaining to the evaluation criteria enumerated in this section to the appropriate committee of the Legislature. The technical committee, the Commissioner of Professional and Financial Regulation, referred to in this subchapter as the "commissioner," and the joint standing committee, before it makes its final recommendations to the full Legislature, also shall accept answers and information pertaining to the evaluation criteria from any party that opposes such regulation or expansion and from any other interested party. All answers and information submitted must identify the applicant group, the opposing party or the interested party making the submission and the proposed regulation or expansion of regulation that is sought or opposed. The commissioner may develop standardized questions designed to solicit information concerning the evaluation criteria. The preauthorization evaluation criteria are: [1995, c. 686, §2 (new).]

1. Data on group. A description of the professional or occupational group proposed for regulation or expansion of regulation, including the number of individuals or business entities that would be subject to regulation, the names and addresses of associations, organizations and other groups representing the practitioners and an estimate of the number of practitioners in each group; [1995, c. 686, §2 (new).]

2. Specialized skill. Whether practice of the profession or occupation proposed for regulation or expansion of regulation requires such a specialized skill that the public is not qualified to select a competent practitioner without assurances that minimum qualifications have been met; [1995, c. 686, §2 (new).]

3. Public health; safety; welfare. The nature and extent of potential harm to the public if the profession or occupation is not regulated, the extent to which there is a threat to the public's health, safety or welfare and production of evidence of potential harm, including a description of any complaints filed with state law enforcement authorities, courts, departmental agencies, other professional or occupational boards and professional and occupational associations that have been lodged against practitioners of the profession or occupation in this State within the past 5 years; [1995, c. 686, §2 (new).]

4. Voluntary and past regulatory efforts. A description of the voluntary efforts made by practitioners of the profession or occupation to protect the public through self-regulation, private certifications, membership in professional or occupational associations or academic credentials and a statement of why these efforts are inadequate to protect the public; [1995, c. 686, §2 (new).]

5. Cost; benefit. The extent to which regulation or expansion of regulation of the profession or occupation will increase the cost of goods or services provided by practitioners and the overall cost-effectiveness and economic impact of the proposed regulation, including the indirect costs to consumers; [1995, c. 686, §2 (new).]

6. Service availability of regulation. The extent to which regulation or expansion of regulation of the profession or occupation would increase or decrease the availability of services to the public; [1995, c. 686, §2 (new).]

7. Existing laws and regulations. The extent to which existing legal remedies are inadequate to prevent or redress the kinds of harm

Title 32, §60-J, Evaluation criteria

potentially resulting from nonregulation and whether regulation can be provided through an existing state agency or in conjunction with presently regulated practitioners;

[1995, c. 686, §2 (new).]

8. Method of regulation. Why registration, certification, license to use the title, license to practice or another type of regulation is being proposed, why that regulatory alternative was chosen and whether the proposed method of regulation is appropriate;

[1995, c. 686, §2 (new).]

9. Other states. A list of other states that regulate the profession or occupation, the type of regulation, copies of other states' laws and available evidence from those states of the effect of regulation on the profession or occupation in terms of a before-and-after analysis;

[1995, c. 686, §2 (new).]

10. Previous efforts. The details of any previous efforts in this State to implement regulation of the profession or occupation;

[1995, c. 686, §2 (new).]

11. Mandated benefits. Whether the profession or occupation plans to apply for mandated benefits;

[1995, c. 686, §2 (new).]

12. Minimal competence. Whether the proposed requirements for regulation exceed the standards of minimal competence and what those standards are; and

[1995, c. 686, §2 (new).]

13. Financial analysis. The method proposed to finance the proposed regulation and financial data pertaining to whether the proposed regulation can be reasonably financed by current or proposed licensees through dedicated revenue mechanisms.

[1995, c. 686, §2 (new).]

PL 1995, Ch. 686, §2 (NEW).

Title 32, §60-K, Commissioner's independent assessment

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§60-K. Commissioner's independent assessment

1. Fees. Any applicant group whose regulatory proposal has been directed to the commissioner for independent assessment shall pay an administrative fee determined by the commissioner, which may not exceed \$500. The commissioner may waive the fee if the commissioner finds it in the public's interest to do so. Such a finding by the commissioner may include, but is not limited to, circumstances in which the commissioner determines that:

A. The applicant group is an agency of the State; or

[1995, c. 686, §2 (new).]

B. Payment of the application fee would impose unreasonable hardship on members of the applicant group.

[1995, c. 686, §2 (new).]

[1995, c. 686, §2 (new).]

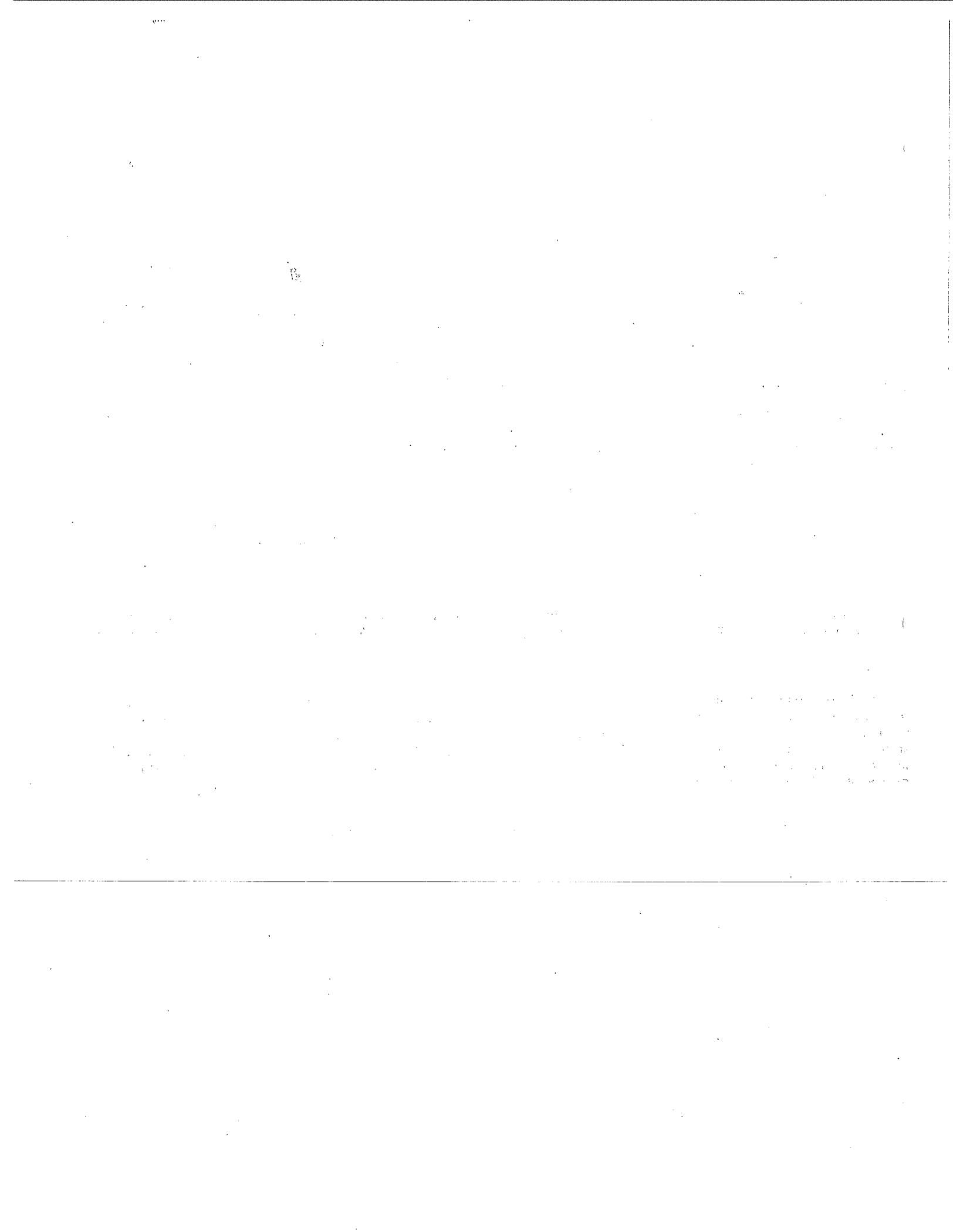
2. Criteria. In conducting the independent assessment, the commissioner shall apply the evaluation criteria established in section 60-J to all of the answers and information submitted to the commissioner or otherwise collected by the commissioner pursuant to section 60-J.

[1995, c. 686, §2 (new).]

3. Recommendations. The commissioner shall prepare a final report, for the joint standing committee of the Legislature that requested the evaluation, that includes any legislation required to implement the commissioner's recommendation. The commissioner may recommend that no legislative action be taken on a proposal. If the commissioner finds that final answers to the evaluation criteria are sufficient to support some form of regulation, the commissioner shall recommend an agency to be responsible for the regulation and the level of regulation to be assigned to the applicant group. The recommendations of the commissioner must reflect the least restrictive method of regulation consistent with the public interest.

[1995, c. 686, §2 (new).]

PL 1995, Ch. 686, §2 (NEW).





121st MAINE LEGISLATURE

FIRST REGULAR SESSION-2003

Legislative Document

No. 1551

H.P. 1137

House of Representatives, April 10, 2003

An Act To License Home Building and Improvement Contractors

Submitted by the Department of the Attorney General pursuant to Joint Rule 204.

Reference to the Committee on Business, Research and Economic Development suggested and ordered printed.

Millicent M. MacFarland
MILLICENT M. MacFARLAND
Clerk

Presented by Representative COWGER of Hallowell.
Cosponsored by Senator BRENNAN of Cumberland and
Representatives: BERUBE of Lisbon, DUDLEY of Portland, DUPLESSIE of Westbrook,
KOFFMAN of Bar Harbor, ROGERS of Brewer, SULLIVAN of Biddeford, SUSLOVIC of
Portland, Senator: BROMLEY of Cumberland.

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

Sec. 1. 5 MRSA §12004-A, sub-§20-A is enacted to read:

<u>20-A. Maine Home</u>	<u>Public Members 32 MRSA §15343</u>
<u>Contractor Licensing</u>	<u>Legislative</u>
<u>Board</u>	<u>Per Diem</u>
	<u>Other Members -</u>
	<u>No Compensation</u>
	<u>Authorized</u>

Sec. 2. 32 MRSA c. 135 is enacted to read:

CHAPTER 135

MAINE HOME CONTRACTOR LICENSING ACT

§15341. Short title

This chapter may be known and cited as "the Maine Home Contractor Licensing Act."

§15342. Definitions

1. Applicant. "Applicant" means a person who applies for a home contractor's license or a home contractor salesperson.

2. Board. "Board" means the Maine Home Contractor Licensing Board as established in this chapter.

3. Commissioner. "Commissioner" means the Commissioner of Professional and Financial Regulation.

4. Contract. "Contract" means an agreement between an owner and a home contractor or a home contractor salesperson to build a dwelling or perform any home improvements.

5. Department. "Department" means the Department of Professional and Financial Regulation.

6. Dwelling. "Dwelling" means any building that contains one or 2 dwelling units.

7. Dwelling unit. "Dwelling unit" means a single unit providing complete independent living facilities for one or more persons, including permanent provisions for living, sleeping, eating, cooking and sanitation.

8. Employee. "Employee" has the same meaning as provided in Title 26, section 591, subsection 1.

2 9. Home contractor. "Home contractor" means a person who
undertakes, offers to undertake or submits a bid to:

4 A. Build a dwelling; or

6 B. Perform any home improvement.

8 "Home contractor" includes a person covered by paragraphs A or B
10 who is operating as a subcontractor for another home contractor.

12 10. Home contractor salesperson. "Home contractor
14 salesperson" means any person who negotiates or offers to
16 negotiate a contract for home contractor services with an owner
18 or who solicits or otherwise endeavors to procure by any means
19 whatsoever, directly or indirectly, a contract for home
20 contractor services from an owner.

22 11. Home contractor services. "Home contractor services"
24 means those services, including home improvement, performed by a
26 home contractor salesperson or a home contractor licensed under
28 this chapter.

30 12. Home improvement. "Home improvement" includes, but is
32 not limited to:

34 A. The repair, replacement, remodeling, removal,
36 renovation, alteration, conversion, modernization,
38 improvement, demolition, rehabilitation or sandblasting of
40 or addition to any dwelling;

42 B. The construction, replacement, installation or
44 improvement of buildings, garages, carports, porches, patios
46 or decks, if their use is incidental to that of a dwelling;
48 or

 C. The removal, repair, replacement or installation of
roofing, siding, insulation, solar energy systems, security
systems, doors, windows or central heating or air
conditioning systems.

13. Licensee. "Licensee" means a person who is issued a
license to do business in this State as a home contractor or a
home contractor salesperson.

14. License number. "License number" means a number issued
by the board to a person who is issued a license to do business
as a home contractor or a home contractor salesperson.

2 15. Lien. "Lien" means any legal claim on or security
4 interest in real property created by consent or by operation of
6 law.

8 16. Owner. "Owner" means any owner, lessee or any person
10 who orders, contracts for or purchases home contractor services
12 or the person entitled to enforce the performance of the work of
14 a home contractor.

16 17. Person. "Person" means any natural person,
18 corporation, partnership or other business entity.

20 §15343. Board; organization

22 The Maine Home Contractor Licensing Board, as established in
24 Title 5, section 12004-A, subsection 20-A, administers the
26 provisions of this chapter to protect the public with respect to
28 the practice of home contracting.

30 1. Board membership. The board consists of 7 members as
32 follows:

34 A. Two public members who are appointed by the Attorney
36 General;

38 B. One home contractor licensed under this chapter, having
40 at least 5 years of experience as a home contractor,
42 appointed by the Governor;

44 C. One municipal code enforcement officer, appointed by the
46 Governor;

48 D. One engineer or architect, licensed under this Title,
50 appointed by the Governor;

E. One representative of the fire service in this State,
 appointed by the Governor; and

F. One representative of the property and casualty
 insurance business who is a resident of this State,
 appointed by the Governor.

2. Terms; removal. The term of office of each member is 4
 years, except as provided in this subsection and members are
 eligible for reappointment. If there is a vacancy for any cause,
 the appointing authority shall make an appointment immediately
 effective for the unexpired term. Members may be removed for
 cause by the officials who appointed them. In order to provide
 staggered expiration dates of terms, the duration of initial
 terms is as follows:

2 A. The fire service representative in this State for 2
3 years;

4 B. One public member for 3 years;

6 C. One public member for 4 years;

8 D. The insurance representative for 2 years;

10 E. One home contractor for 3 years;

12 F. The municipal code enforcement officer for 4 years; and

14 G. The engineer or architect for 2 years.

16 3. Meetings; quorum. The board shall meet at least once a
18 year and at such other times as the board determines necessary.
19 A majority of the members of the board constitutes a quorum for
20 the transaction of business under this chapter.

22 4. Election of officers. The board shall annually elect a
23 chair and other officers as the board determines necessary.

24 §15344. Rules

26 The board may establish guidelines and rules by which this
28 chapter is administered. Except as otherwise indicated, rules
29 adopted pursuant to this chapter are routine technical rules as
30 defined in Title 5, chapter 375, subchapter 2-A. The board may
31 adopt rules:

32 1. Professional qualifications. To be applied in
34 determining whether professional qualifications meet the license
35 qualifications under this chapter:

36 2. License qualifications. Relating to the qualifications
38 of an applicant for a license authorized under this chapter that
39 ensure that an applicant is sufficiently trustworthy and
40 competent to practice as a licensee under this chapter:

42 3. Standards of practice. Consistent with the standards
43 set forth in this chapter and the building code adopted in this
44 chapter governing the practice of home construction or home
45 improvement and the sales of home contractor services in order to
46 establish standards of practice that serve the public interest.
47 These may be in addition to the rules established under this
48 chapter; and

50 4. Other. To enforce other rules that are necessary for
51 the performance of the board's duties under this chapter.

2 §15345. Fees

4 The Director of the Office of Licensing and Registration,
6 pursuant to Title 10, section 8003, subsection 2-A, paragraph D,
8 may establish by rule fees for purposes authorized under this
10 chapter in amounts that are reasonable and necessary for their
12 respective purposes, except that a fee may not exceed \$350
14 annually.

16 §15346. Duties; powers

18 The board has the following duties and powers, in addition
20 to those otherwise set forth in this chapter.

22 1. Consent agreements. The board may execute a consent
24 agreement that resolves a complaint or investigation without
26 further proceedings pursuant to Title 10, section 8003,
28 subsection 5, paragraph B. The consent agreement may not resolve
30 any private rights of action created under section 15362.

32 2. Denial of license. The board may not refuse to issue or
34 renew a license for a reason other than the failure to pay a
36 required fee unless the applicant has been afforded an
38 opportunity for an adjudicatory hearing consistent with the
40 board's rules.

42 3. Hearings. The board shall conduct hearings in
44 accordance with Title 5, chapter 375, subchapter 4 to the extent
46 applicable. The board after hearing may impose disciplinary
48 sanctions pursuant to Title 10, section 8003, subsection 5,
50 paragraph A-1. In addition, the board pursuant to Title 5,
 section 10004 may revoke or suspend a license.

4. Investigation. The board shall investigate or cause to
 be investigated all complaints made to the board and all cases of
 noncompliance with or violation of this chapter.

5. License qualification. The board shall evaluate a
 person's qualifications for licensure under this chapter.

§15347. Licensing; general qualifications

1. License required. A person who acts as a home
 contractor or home contractor salesperson as defined in this
 chapter must be licensed under this section. The board may grant
 the following licenses:

A. Home contractor; and

 50

2 B. Home contractor salesperson.

4 2. Applications. Applications for home contractor or home
6 contractor salesperson licenses must be submitted to the board on
8 forms prescribed and furnished by the board and must contain the
10 information and be accompanied by the attachments required by
12 rule of the board, together with the prescribed fee.

14 3. Criminal history information. Pursuant to Title 5,
16 chapter 341, the applicant shall provide criminal history record
18 information.

20 §15348. Insurance

22 A licensee must have insurance covering personal injury
24 arising as a result of licensed activities in an amount not less
26 than \$300,000 per individual and \$500,000 per occurrence and
28 insurance covering property damage arising as a result of
30 licensed activities in an amount not less than \$50,000. The home
32 contractor shall provide satisfactory evidence to the board at
34 the time of registration and annual renewal that the insurance
36 required by this section has been procured and is in effect.

38 §15349. Exemptions to licensing

40 A license is not required under this chapter for a person
42 who:

44 1. Home contractor; home contractor salesperson. Acts as a
46 home contractor or home contractor salesperson, but who does not
48 receive \$1,400 or more from any one owner in a calendar year;

2. Labor; services. Performs labor or services for a home
 contractor as an employee;

3. Trade; profession. Holds a license for a trade or
 profession and who is acting exclusively within the scope of the
 profession for which the person is licensed;

4. Representative. Is an authorized representative of the
 United States Government, the State or any incorporated
 municipality, county or other political subdivision of this State
 who is acting within the scope of that representative's
 authorization;

5. Ownership interest. Performs work on a property in
 which that person has an ownership interest or a lessee
 performing work on the lessee's leased property;

2 6. Certified vocational school program. Is a student
4 enrolled in a certified vocational school program in which the
 student works under the direct supervision of a licensed home
 contractor;

6 7. Public utility. Is a public utility operating under the
8 regulations of the Public Utilities Commission in construction,
 maintenance or development work incidental to the public
 utility's business; or

10 8. Supplies; materials. Only furnishes materials, supplies
12 or equipment without fabricating them or consuming them in the
 performance of the work of the home contractor.

14 §15350. License limitation

16 A license issued under this chapter may be issued to a
18 person or a business entity. If the applicant is a corporation,
20 partnership, limited liability company or other business entity,
22 a qualifying natural person within the entity must be designated
24 on the application and the entity's license must be terminated
26 immediately if that individual no longer holds the qualifying
28 relationship with the entity. If a corporation, the qualifying
 natural person must be a responsible managing officer or a
 responsible managing employee who holds a license as a home
 contractor under this chapter. If a partnership or other entity,
 the qualifying natural person must be a responsible general
 partner or a responsible managing employee who holds a license as
 a home contractor under this chapter.

30 §15351. Changes and circumstances

32 A licensee shall report a change of address or name or other
34 material change in the condition or qualifications set forth in
36 the original application no later than 30 days after the change.
38 Upon proper notice, the board's records must be changed and a new
 license issued for the unexpired term of the current license if
 appropriate.

40 §15352. Denial of license

42 The board may deny a license if an applicant:

44 1. Fails to submit completed application. Fails to submit
46 a completed application within 30 days after being notified of
 the materials needed to complete the application;

48 2. Untrustworthy; incompetent. Fails to provide
 satisfactory proof that the applicant is trustworthy and

2 competent to conduct home construction or improvement in a manner
3 that safeguards the interests of the public;

4 3. Suspension or revocation of license. Has had a
5 professional or occupational license suspended or revoked for
6 disciplinary reasons or an application rejected for reasons
7 relating to untrustworthiness within 3 years prior to the date of
8 application; or

10 4. Conviction of crime. Is subject to disqualification
11 based on the applicant's criminal record pursuant to Title 5,
12 chapter 341.

14 §15353. Home contractors; license

16 1. Professional qualifications. An applicant for a home
17 contractor license must have at least 2 years of trade experience
18 or comparable educational training, as established by rules of
19 the board under section 15344.

20 2. Examination. An applicant must pass an examination
21 approved and adopted by the board, which must include a test of
22 proficiency in the building code under section 15358.

24 3. Waiver. The board may waive the requirements of
25 subsections 2 and 3 for an applicant who for at least 3 years
26 has held a valid license as a home contractor issued by a
27 jurisdiction outside of the State if the board determines that
28 the licensing requirements of the other jurisdiction are
29 substantially similar to those of this State and the board in the
30 other jurisdiction certifies that the licensee is in good
31 standing. The out-of-state applicant is subject to all other
32 requirements of this chapter.

34 4. Financial responsibilities. An applicant must
35 demonstrate proof of financial responsibility as determined by
36 rule of the board. The applicant must file with the board
37 information that includes, but is not limited to:

40 A. A complete statement of the general nature of the
41 applicant's contracting business or the applicant's duties;

42 B. All outstanding judgments against the applicant in
43 actions arising out of the field of home construction or
44 improvements or other construction work;

45 C. Any pending litigation that the applicant is involved in
46 arising out of the field of home construction, home
47 improvements or other construction work; and

50

2 D. Any file of a petition in bankruptcy.

4 5. Continuing education required. As a prerequisite to
6 renewal of a home contractor's license, applicants must complete
 continuing education requirements pursuant to rules adopted by
 the board.

8 6. Renewal. Licenses expire annually on December 31st or
10 on a date the commissioner determines. The board shall issue a
12 renewal license upon receipt of the written request for renewal,
14 the annual fee and evidence of satisfactory completion of the
16 continuing education requirement pursuant to subsection 5.
 Licenses may be renewed up to 90 days after expiration upon
 payment of a late fee in addition to the renewal fee. A person
 who submits an application for renewal more than 90 days after
 the license expiration date is subject to all requirements
 governing new applicants under this chapter.

18 §15354. Home contractor salesperson; license

20 1. Professional qualifications. An applicant for a home
22 contractor salesperson's license must have at least 2 years of
24 trade experience or comparable educational training, as
 established by rules of the board under section 15344.

26 2. Examination. An applicant must pass an examination
28 approved and adopted by the board, which must include a test of
 proficiency in the applicable building code under section 15358.

30 3. Waiver. The board may waive the requirements of
32 subsections 2 and 3 for an applicant who for at least 3 years has
34 held a valid license as a home contractor salesperson issued by a
36 jurisdiction outside of the State if the board determines that
38 the licensing requirements of the other jurisdiction are
 substantially similar to those of this State and the board in the
 other jurisdiction certifies that the licensee is in good
 standing. The out-of-state applicant is subject to all other
 requirements of this chapter.

40 4. Financial responsibilities. An applicant must
42 demonstrate proof of financial responsibility as determined by
44 rule of the board. The applicant must file with the board
 information that includes, but is not limited to:

46 A. A complete statement of the general nature of the
 applicant's contracting business or the applicant's duties;

48 B. All outstanding judgments against the applicant in
50 actions arising out of the field of home construction or
 improvements or other construction work; and

2 C. Any pending litigation that the applicant is involved in
4 arising out of the field of home construction, home
 improvements or other construction work.

6 5. Continuing education required. As a prerequisite to
8 renewal of a home contractor salesperson's license, applicants
 must complete continuing education requirements pursuant to rules
10 adopted by the board.

12 6. Renewal. Licenses expire annually on December 31st or
14 on a date the commissioner determines. The board shall issue a
 renewal license upon receipt of the written request for renewal,
16 the annual fee and evidence of satisfactory completion of the
 continuing education requirement pursuant to subsection 5.
18 Licenses may be renewed up to 90 days after expiration upon
 payment of a late fee in addition to the renewal fee. A person
20 who submits an application for renewal more than 90 days after
 the license expiration date is subject to all requirements
 governing new applicants under this chapter.

22 §15355. Prohibited acts

24 The following acts are prohibited and are unfair trade
26 practices:

28 1. Fraud.

30 A. A substantial misrepresentation in the procurement of a
32 home construction or home improvement contract or any false
 promise that influences, persuades or induces an owner to
 engage in a home construction or home improvement contract;

34 B. Any fraud in the execution or alteration of any
36 contract, mortgage, promissory note or other document
 incident to a home improvement transaction;

38 C. Presentation of oneself falsely or impersonation of a
40 licensed home contractor or home contractor salesperson;

42 D. Entrance into a home construction or home improvement
 contract with the intent of:

44 (1) Damaging the property of an owner;

46 (2) Doing work on the property of an owner without the
 owner's prior authorization;

48 (3) Misrepresenting that the home contractor or
50 another person is an employee or agent of the Federal

2 Government, the State, a political subdivision of the
3 State or any other governmental agency or entity; or

4 (4) Misrepresenting that the supplier of building
5 materials or another person is an employee or agent of
6 any public or private utility;

7 E. Creation or confirmation of an owner's impression that
8 is false and that the home contractor or home contractor
9 salesperson does not believe to be true;

10 F. Promises of performance that the home contractor does
11 not intend to perform or knows will not be performed;

12 G. Use or employment of any deception, false pretense or
13 false promise to cause an owner to enter into a home
14 construction or improvement contract; and

15 H. To act as a home contractor or home contractor
16 salesperson under a name other than that stated on the home
17 contractor or home contractor salesperson's license;

18 2. Licensure.

19 A. Misrepresentation of a material fact by an applicant in
20 obtaining or attempting to obtain a license;

21 B. Use or attempted use of a license that has expired or
22 that has been revoked;

23 C. Offer to make or making any home construction or
24 improvement without having a valid license under this
25 chapter;

26 D. Advertisement in any manner that a licensee is licensed
27 under this chapter unless the advertisement includes an
28 accurate reference to the appropriate current license number
29 consisting of and limited to a form as prescribed by rule by
30 the board; or

31 E. Aiding or abetting an unlicensed person to violate the
32 provisions of this chapter, or knowingly combining or
33 conspiring with an unlicensed person, allowing one's license
34 to be used by an unlicensed person or acting as an agent,
35 partner, associate or otherwise of an unlicensed person with
36 intent to violate the provisions of this chapter;

37 3. Violation of rules.

38 A. Violation of any rule adopted by the board;

2 B. Violation of a requirement under this chapter; or

4 C. Failure to notify the board of any change of address
6 within 10 days of the change.

8 4. Payments demands; taxes.

10 A. Demanding or receiving payment for home contractor
12 services before the home improvement contract is signed; or

14 B. Failure to pay all taxes associated with home
16 contracting and home contracting sales;

18 5. Negligence.

20 A. Abandonment of or willful failure to perform without
22 justification any home construction or home improvement
24 contract or project engaged in or undertaken by a contractor
26 or deviation from or disregard of plans or specifications in
28 any material respect without the consent of the owners; or

30 B. Failure to perform under a home construction or home
32 improvement contract.

34 §15356. Penalties; injunction

36 A person who violates section 15347 is subject to the
38 provisions of Title 10, section 8003-C.

40 §15357. Grounds for disciplinary action

42 After a hearing pursuant to section 15346, subsection 3, the
44 board may refuse to issue or renew any license or impose
46 disciplinary sanctions pursuant to Title 10, section 8003 if the
48 licensee is found to have committed one or more of the following:

50 1. Criminal record. Subject to Title 5, chapter 341, any
criminal history record information as described in Title 5,
section 5301, subsection 2;

2. Conduct. An act or conduct that constitutes deceit,
misconduct, misrepresentation, fraud, incompetence or gross
negligence in acting as a home contractor or home contractor
salesperson;

3. False statement. Procuring or attempting to procure a
license under this chapter by knowingly making a false statement,
submitting false information or making a material
misrepresentation in an application filed with the board;

2 4. Aiding and abetting. Aiding and abetting a person in
conduct that constitutes a violation of this chapter;

4 5. Rule violation. Violating a rule adopted by the board
6 or a provision of this chapter; and

8 6. Unprofessional practice. An act or conduct that
constitutes or demonstrates unprofessional practice.

10 §15358. Building code

12 1. Building code designated. A dwelling constructed or
14 improved on or after the effective date of this Act must be
constructed or improved in accordance with the International
16 Residential Code, which is subject to amendment under subsection
2. The board shall adopt the 2003 edition of the International
18 Residential Code at its first meeting. The board may adopt
subsequent editions of the International Residential Code and
20 designate the effective dates of such subsequent editions. When
the board adopts a subsequent edition, it shall state clearly
22 whether amendments adopted to a previous edition under subsection
2 are applicable to the subsequent edition.

24 2. Amendments to building code. The board may adopt
26 amendments to the International Residential Code provided such
amendments are more stringent than the code and upon finding that
28 such amendments are in the best interests of the consumers in the
State.

30 3. Preemption. The fire safety codes and standards adopted
32 pursuant to Title 25, sections 2452 and 2465, the electrical code
adopted pursuant to section 1153-A and the plumbing code adopted
34 pursuant to section 3403-B preempt the chapters of the
International Residential Code that cover the same aspects of
36 dwelling construction or improvement.

38 The International Residential Code designated in this section
also preempts provisions of municipally adopted codes that are
40 less stringent than the provisions of the International
Residential Code that cover the same aspects of dwelling
42 construction or improvement.

44 4. Code enforcement. The board shall ensure that dwellings
46 are constructed and improved in accordance with the building code
under this section. The board may not shift the costs associated
with enforcing the building code to municipalities.

2 5. Inspections. The board may contract with municipalities
3 or with qualified private building inspectors to enforce the
4 building code established in this section.

6 A. Contracts between the board and private inspectors or
7 municipalities must include terms that:

8 (1) Prohibit conflicts of interest;

10 (2) Specify the scope of work to be performed;

12 (3) Provide, at a minimum, for the inspection of the
13 foundation, frame and completed structure;

14 (4) Specify terms and schedule of payment;

16 (5) Designate means of resolving disputes arising
17 under the contracts; and

18 (6) Allocate liability for nonperformance of
19 contractual obligations.

22 B. As soon as possible after each inspection of a dwelling,
23 the board shall provide a written notice of approval of the
24 portion of the construction as completed or shall specify
25 any deficiency or failure to comply with the applicable code.

28 §15359. Required contract provisions

30 A home construction or home improvement contract is not
31 valid or enforceable against an owner unless it:

32 1. Compliance. Is in compliance with Title 10, chapter
33 219-A;

34 2. Writing. Is in writing and legible;

36 3. Signed. Is signed by the owner and the home contractor
37 or a home contractor salesperson on behalf of a home contractor;

38 4. Entire agreement. Contains the entire agreement between
39 the owner and home contractor;

40 5. Transaction date. Contains the date of the transaction;

42 6. Contractor data. Contains the name, street address and
43 the license number of the home contractor;

2 7. Start and complete dates. Contains the approximate
starting date and completion date of the home construction or
home improvement project;

4
6 8. Licensed contractor or sales person. Is entered into
with a licensed home contractor or licensed home contractor
salesperson;

8
10 9. Notice. Provides a notice in at least 14-point bold
typeface that gives the toll-free telephone number of the board
and states:

12 STATE LAW REQUIRES THAT HOME CONTRACTORS AND HOME CONTRACTOR
14 SALESPERSONS BE LICENSED BY THE MAINE HOME CONTRACTOR LICENSING
16 BOARD IF THE TOTAL PRICE OF THE JOB IS \$1,400 OR MORE, INCLUDING
LABOR AND MATERIALS.

18 LICENSED HOME CONTRACTORS AND HOME CONTRACTOR SALESPERSONS ARE
20 REGULATED BY LAWS DESIGNED TO PROTECT THE PUBLIC. YOU MAY CONTACT
22 THE BOARD TO FIND OUT WHETHER THE HOME CONTRACTOR OR HOME
24 CONTRACTORS SALESPERSON HAS A VALID LICENSE. THE BOARD HAS
COMPLETE INFORMATION ON THE HISTORY OF LICENSED CONTRACTORS,
INCLUDING ANY SUSPENSIONS, REVOCATIONS, COMPLAINTS AND RESOLUTION
OF COMPLAINTS.

26 IF YOU HAVE A COMPLAINT AGAINST A HOME CONTRACTOR OR HOME
28 CONTRACTOR SALESPERSON, YOU MAY CONTACT THE BOARD AT THE
30 TOLL-FREE NUMBER TO OBTAIN A COMPLAINT FORM AND FURTHER
INFORMATION. YOU MUST FILE ALL COMPLAINTS WITHIN 6 YEARS OF THE
DATE OF THE HOME CONSTRUCTION OR HOME IMPROVEMENT CONTRACT.

32 10. Description of work. Includes a description of the
work to be performed and the materials to be used and a set of
34 specifications that can not be changed without the written
approval of the owner;

36
38 11. Amount due. Includes the total amount due under the
contract;

40 12. Down payment. Includes the amount of any down payment,
which can not exceed 1/3 of the total contract price;

42
44 13. Progress payments. Includes a schedule of all progress
payments, if any progress payments are required, showing the
46 amount of each payment and the state of completion of the work to
be performed before the progress payment is made;

48 14. Release. Includes a statement that upon satisfactory
payment being made for any portion of the work performed, the
50 home contractor shall, prior to any further payment being made,

2 furnish to the person contracting for the home construction or
4 improvement a full and unconditional release from any claim or
6 mechanic's lien for that portion of the work being performed;

8 15. Copy of contract. Includes a notice in at least
10 14-point bold typeface that the owner should not sign the
12 contract if there are any blanks and that the owner is entitled
14 to a copy of the contract at the time the owner signs it;

16 16. Right of cancellation. Includes a notice of any 3-day
18 right of cancellation;

20 17. Collateral. Includes a description of any collateral
22 taken to secure the contract;

24 18. Permits. Informs the owner that it is the
26 responsibility of the home contractor to obtain all necessary
28 permits to perform the work;

30 19. Subcontractors. Includes the names, license numbers
32 and complete street addresses, of all subcontractors, as defined
34 in section 15342, subsection 9, on the project;

36 20. Financing. Complies with all applicable state or
38 federal credit laws if the contract includes financing the work
40 to be performed;

42 21. Recovery. Includes a statement that any holder of the
44 contract is subject to all claims and defenses that the owner
46 could assert against the contractor and that recovery may not
48 exceed the total contract price; and

22. Contract language. Is written in both English and
another language if a language other than English is used in the
negotiation or explanation of the contract or the work to be
performed.

38 §15360. Prohibited contract provisions

40 The following provisions, if included in a home construction
42 or home improvement contract, are void and unenforceable:

44 1. Hold harmless clause. A hold harmless clause;

46 2. Waiver. A waiver of federal, state or local health,
48 life safety or building code requirements;

3. Judgment clause. A confession of judgment clause;

APPENDIX B

SENATE

LYNN BROMLEY, DISTRICT 30, CHAIR
CHRISTOPHER HALL, DISTRICT 16
EVIN L. SHOREY, DISTRICT 4

JAMES ADOLF, LEGISLATIVE ANALYST
PATRICK NORTON, LEGISLATIVE ANALYST
JOHN MURPHY, COMMITTEE CLERK



STATE OF MAINE

HOUSE

NANCY B. SULLIVAN, BIDDEFORD, CHAIR
LILLIAN LAFONTAINE O'BRIEN, LEWISTON
GUY J. DUPREY, JR., MEDWAY
EDWARD PELLON, MACHIAS
NANCY E. SMITH, MONMOUTH
SUSAN M. AUSTIN, GRAY
ROBERT A. BERUBE, LISBON
LAWRENCE E. JACOBSEN, WATERBORO
CHRISTOPHER RECTOR, THOMASTON
WILLIAM T. ROGERS, JR., BREWER

ONE HUNDRED AND TWENTY-FIRST LEGISLATURE

COMMITTEE ON BUSINESS, RESEARCH AND ECONOMIC DEVELOPMENT

To: Robert E. Murray, Jr.
Commissioner, Department of Professional and Financial Regulation

From: Senator Lynn Bromley, Chair
Representative Nancy B. Sullivan, Chair
Joint Standing Committee on Business, Research and Economic
Development

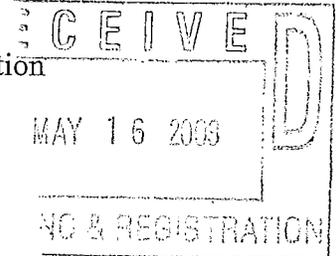
Re: **Sunrise Review of LD 1551**

Date: May 16, 2003

Pursuant to 32 MRSA c. 686, the Joint Standing Committee on Business, Research and Economic Development requests that you perform "sunrise review" concerning LD 1551, "An Act to License Home Building and Improvement Contractors." Specifically, the Committee requests that you perform an independent assessment of the bill in accordance with 32 MRSA § 60-K, and that you report your findings to the Committee by January 1, 2004.

Thank you for your attention to this matter.

c. ✓ Anne L. Head, Director, Office of Licensing and Registration



APPENDIX C

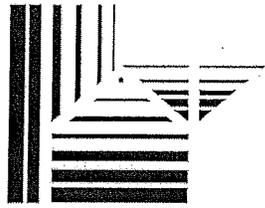
**Sunrise Review Public Meeting
L.D. 1551 *An Act to License Home Building
and Improvement Contractors*
October 15, 2003**

ATTENDEES:

NAME	AFFILIATION
Dow, Chuck	Attorney's General Office
Harrington, Ken & Jean	consumers
Pilecki, Michael & Christine	consumers
Stevens, Everard	One Beacon Insurance Co.
Soltan, Charlie	Maine Association of Insurance Companies
Arata, Kelly	American Insurance Association National Association of Independent Insurers Mid-Coast Building Alliance
Pierson, David	Maine Homebuilders & Remodelers Association
Mathieu, Sandy	Home Builders Association of Maine
Ruffing, John & Marcia	consumers
Cowger, Rep. Scott	State legislator and L.D. 1551 sponsor
Clement, Janet	consumer
Lewis, Dabney	Town of Boothbay Harbor code enforcement officer
Koepke, David	contractor
Norris, Barry	Town of Union building inspector
Bastey, John	Maine Building Officers Association
Austin, Jeff	Maine Municipal Association

APPENDIX D

Project Report



**PLANNING
DECISIONS**

Research & Planning

Final Draft

**Economic Impact Analysis of Proposed Home
Contractor Regulation**

**For: Maine Attorney General
State House Station 6
Augusta, Maine 04333**

November 12, 2003

**From: Planning Decisions, Inc.
22 Cottage Road, P.O. Box 2414
South Portland, ME 04116-2414**

Table of Contents

I.	Background, Approach, Summary of Findings	p. 3
II.	Value of Home Construction in Maine	p. 6
III.	The Cost of Unacceptable Home Construction in Maine	p.11
IV.	The Cost of Home Contractor Regulation in Maine	p.15
V.	Summary: The Cost-Benefit Comparison	p.23
	Appendix: Home Construction Complaints Lodged with the Maine Attorney General's Office	p.27

I. Background, Approach and Summary of Findings

Background

The Maine Attorney General's Office has proposed legislation to regulate home contractors (LD 1551 Maine Home Contractor Licensing Act). One of the requirements of any proposed new licensing scheme is that those making the proposal submit information pertaining to specified "evaluation criteria" to the appropriate committee of the Legislature (32 M.R.S.A., Chapter 1-A, Section 60-J). One of these "evaluation criteria" is a cost/benefit analysis of the proposed regulation. It requires that those making the proposal submit information on "the extent to which regulation or expansion of regulation of the profession or occupation will increase the cost of goods or services provided by practitioners and the overall cost-effectiveness and economic impact of the proposed regulation, including the indirect costs to consumers." The purpose of this report is to present the findings of this cost/benefit analysis.

Approach

The approach taken in this study is to answer five questions:

1. What is the dollar value of home construction/renovation undertaken in Maine in recent years?
2. What percentage of this activity is fraudulent, shoddy or otherwise of a nature that the regulations proposed here are intended to eliminate?
3. What will be the costs of creating, implementing and enforcing the regulations proposed here, both to state and local governments in creating and implementing the regulations and to those regulated in meeting the standards specified in the regulations?
4. What percentage of the undesirable construction activity specified in item #2 will be eliminated by the proposed regulations? and
5. How does the benefit of the proposed regulation specified in item #4 compare to the cost specified in items #2 and #3?

Summary of Findings

Extrapolations from data obtained from the Bureau of the Census indicate:

- ✓ that construction activity in Maine in 2001 involved over 17,000 businesses making sales of nearly \$2.7 billion and that of these approximately 12,000 businesses doing approximately \$788 million in home construction/repair/renovation activity would likely fall under the regulations proposed in LD 1551;
- ✓ that the \$788 million investment in home construction and improvement made by Maine consumers involved nearly 80,000 projects, including the construction of nearly 6,000 new homes and the repair and improvement of an additional 73,000 homes.

Anecdotal evidence from the Maine Attorney General's Office and from surveys conducted by AARP indicates that shoddy and fraudulent home improvement activity is among the most frequently reported consumer complaints. However, no systematic study of the overall cost of this shoddy and/or fraudulent activity and of its percentage of total home construction and improvement activity has been undertaken either at the state or national level. The only systematic source of information on this topic is a survey conducted by the Maine State Housing Authority of users of its FixMe home improvement program. This survey found that respondents rated approximately 3% of home improvement activity as "unsatisfactory." Extrapolating these results to the state as a whole indicates "unacceptable" home improvement activity of approximately \$24 million.

The direct costs of implementing the home-contractor licensing program currently envisioned by LD 1551 will consist of four separate elements:

1. the cost to The Maine Home Contractor Licensing Board of establishing and administering the licensing examination;
2. the cost to the Board of maintaining license records and continuing education transcripts, of responding to complaints and enforcing any license violations;
3. the cost to the Board of conducting the home inspections necessary to enforce the building code accompanying this proposal; and
4. the cost to potential licensees of acquiring the knowledge and/or experience required to pass the licensing examination.

While the budgetary costs of such a program are likely to approach \$10 million, depending on the number of who seek licenses, the real cost of the program will be measured in the increased prices charged by licensed tradespeople to Maine homeowners.

Currently, there is a difference of approximately \$4.00 per hour between the average hourly wages of licensed and unlicensed tradespeople. Should regulation lead to this level of increase in the pay of currently unlicensed home construction contractors and tradespeople, the cost to Maine consumers could approach \$40 million. The actual cost will depend on the percentage of all affected firms that increase their prices and by what amount.

The net benefit/cost ratio of regulation will depend on the number of people seeking the license, the impact of the licensing requirement on their rate of pay and the effectiveness of the regulation in eliminating "unacceptable" home construction activity.

If the licensing program can reduce "unacceptable" activity by 60% while limiting the increase in costs to consumers in the form of higher pay for licensed contractors to approximately 7%, the program will break even. Increasing the effectiveness of the program by eliminating more than 60% of "unacceptable" activity would increase its benefit/cost ratio. Conversely, any decrease in benefit below 60% or increase in cost above 7% would result in a negative benefit/cost ratio.

The most important conclusion to be drawn from this analysis is not a simple benefit/cost ratio. Rather it is that policy makers developing the regulations proposed in LD 1551 should use the benefit/cost parameters presented here to explore various "What if..." scenarios to further refine proposed regulations.

II. The Value of Home Construction in Maine

The most detailed data on the magnitude of home construction and renovation activity in Maine comes from the 1997 Economic Census conducted by the U.S. Department of Commerce, Bureau of the Census. Table 1 shows these data.

Table 1
Indices of the Construction Industry, Maine, 1997

Description	All taxable firms		Employers		Non-employers	
	Establishments	Sales (\$1,000)	Establishments	Sales (\$1,000)	Establishments	Sales (\$1,000)
Construction	18,910	3,432,034	4,249	2,881,506	14,661	550,528
Building, developing, & general contracting	4,087	1,138,811	1,278	965,211	2,809	173,600
Land subdivision & land development	279	32,736	19	8,452	260	24,284
Residential building construction	3,364	627,147	970	488,335	2,394	138,812
Nonresidential building construction	443	478,929	288	468,425	155	10,504
Heavy construction	676	680,395	250	661,712	426	18,683
Highway, street, bridge, & tunnel	159	N	57	D	102	3,185
Other heavy construction	517	N	193	D	324	15,498
Special trade contractors	14,148	1,612,828	2,722	1,254,583	11,426	358,245
Plumbing, heating, & air-conditioning	1,438	319,653	552	277,376	886	42,277
Painting & wall covering contractors	1,521	68,307	186	43,355	1,335	24,952
Electrical contractors	1,211	248,579	391	223,144	820	25,435
Masonry, drywall, insulation, & tile	1,074	126,618	253	99,662	821	26,956
Carpentry & floor contractors	5,695	N	511	D	5,184	147,804
Roofing, siding, & sheet metal	383	105,779	67	94,280	316	11,499
Concrete contractors	333	74,876	188	69,160	145	5,716
Water well drilling contractors	71	N	48	D	23	1,824
Other special trade contractors	2,421	N	525	D	1,896	71,782

Source: U.S. Department of Commerce, Bureau of the Census 1997 Economic Census.
<http://www.census.gov/epcd/www/econ97.html>

In 1997 in Maine there were nearly 19,000 business establishments making just over \$3.4 billion in sales. Of these, only 4,249 or 22% were employers formally reporting payroll. Nearly 15,000 of the businesses were sole proprietors reporting no employees. While these businesses constituted 78% of the businesses, they accounted for only 16% of total construction sales.

Within the general category of Construction, the newly established North American Industrial Classification System (NAICS) has three sub-categories (highlighted in light gray in Table 1 above) and numerous more finely delineated sub-sub-categories. Not all of these businesses would be subject to the regulations proposed in LD 1551. Therefore the first step toward identifying the likely benefits of the proposal is to list the sectors to which it

would apply. Table 2 presents this list. It consists of Table 1 less land subdivision and development, non-residential construction, heavy construction and those specialty trades contractors explicitly excluded from LD 1551. Those specialty trade contractor categories that remain would not be *required* to be licensed under LD 1551, but individual contractors in these categories may *choose* to be licensed so as to be able to deal directly with homeowners. Table 2 represents a broad first estimate of those who may be covered by LD 1551. This total will be reduced later based on estimates of those contractors who will not seek to be licensed.

Table 2
Indices of Construction Businesses Covered by LD 1551, 1997 values

Description	All taxable firms		Employers		Nonemployers	
	Establishments	Sales (\$1,000)	Establishments	Sales (\$1,000)	Establishments	Sales (\$1,000)
Construction	10,518	1,213,619	1,801	898,548	8,715	325,071
Building, developing, & general contracting	3,364	627,147	970	488,335	2,394	138,812
— Land subdivision & land development	279	32,736	19	8,452	260	24,284
Residential building construction	3,364	627,147	970	488,335	2,394	138,812
— Nonresidential building construction	443	478,929	288	468,425	155	10,504
Heavy construction	676	680,395	250	661,712	426	18,683
— Highway, street, bridge, & tunnel	159	N	57	D	102	3,185
— Other heavy construction	517	N	193	D	324	15,498
Special trade contractors	7,152	586,472	831	400,213	6,321	186,259
— Plumbing, heating, & air conditioning	1,438	319,653	552	277,376	886	42,277
— Painting & wall covering contractors	1,521	68,307	186	43,355	1,335	24,952
— Electrical contractors	1,211	248,579	391	223,144	820	25,435
— Masonry, drywall, insulation, & tile	1,074	126,618	253	99,662	821	26,956
— Carpentry & floor contractors	5,695	354,075	511	206,271	5,184	147,804
— Roofing, siding, & sheet metal	383	105,779	67	94,280	316	11,499
— Concrete contractors	333	74,876	188	69,160	145	5,716
— Water well drilling contractors	71	N	48	D	23	1,824
— Other special trade contractors	2,421	N	525	D	1,896	71,782

Source: U.S. Department of Commerce, Bureau of the Census 1997 Economic Census.

<http://www.census.gov/epcd/www/econ97.html> Figures in italics (sales for carpentry & floor contractor employers) were estimated by applying the average sales per establishment for all specialty contractors to the number of establishments whose sales were not disclosed and then forcing these first estimates to equal the difference between the sum of those sales figures that were reported and the total.

Table 2 indicates that over 10,000 businesses doing over \$1.2 billion in sales in 1997 would have been or might choose to be covered by LD 1551. Of these, approximately 1,800 (17%) were employers reporting covered employees and over 8,700 were sole proprietors.

The next step in estimating the benefits of LD 1551 is to project these figures forward using more current data. Table 3 presents these data.

Table 3
Indices of Construction Businesses Covered by LD 1551, 2001 values (est.)

Description	All taxable firms		Employers		Non-employers	
	Establishments	Sales (\$1,000)	Establishments	Sales (\$1,000)	Establishments	Sales (\$1,000)
Total	12,071	1,792,411	2,128	1,292,480	9,943	499,931
Residential building construction	4,454	1,054,757	1,216	829,265	3,238	225,492
Masonry, drywall, insulation, & tile	1,290	187,260	287	142,138	1,003	45,122
Carpentry & floor contractors	5,790	384,713	490	178,189	5,300	206,524
Roofing, siding, & sheet metal	536	165,681	135	142,888	401	22,793

Source: U.S. Department of Commerce, Bureau of the Census 1997 Economic Census, County Business Patterns, 2001, Maine, Construction and Non-Employment Data, 2000.
<http://www.census.gov/epcd/www/econ97.html>

*Number of establishments is as reported in County Business Patterns, 2001. Sales are estimated by applying the sales to payroll ratio taken from the 1997 census figures to the 2001 payroll figures.

**The most recent published data for non-employers is for 2000. Data for 2001 are estimated by applying the average annual growth rates from 1997 to 2000 for each sector to the 2000 data.

Table 3 provides the best estimate possible from official sources of the value of home improvement related construction activity in Maine. It indicates that approximately 12,000 firms doing nearly \$1.8 billion in sales could fall under the purview of LD 1551.

While all of the firms listed here *could*, by the nature of the work they do, fall under the regulations proposed in LD 1551, not all of their sales would. First, to the extent that specialty contractors bill a general contractor who in turn bills the homeowner, counting both sales would constitute double counting. In such instances, only the general contractor would be required to hold a license under LD 1551, and only his/her sales would be counted toward the state total. Only those specialty contractors dealing directly with homeowners would have to be licensed under LD 1551, and only their sales would be counted in the state total of home construction sales.

In addition, much of the work of specialty contractors is done for commercial and government customers and thus is not home improvement activity as defined in LD 1551. For both of these reasons, the sales listed in Table 3, while as accurate a picture of the individual businesses as can be derived, do not accurately reflect the value of home improvement actually completed. To

estimate this figure, it is again necessary to extrapolate from U.S. Census figures.

The Census report Characteristics of New Housing estimates the value of new, single family, owner occupied homes (excluding the cost of land) constructed in 1997 at \$165 billion. A separate Census report, Expenditure for Residential Improvement and Repair estimates the value of improvements and repairs done to single family, owner occupied homes at \$94 billion.¹ Adding these figures indicates that new construction and repair and improvement of single family homes in the U.S. as a whole in 1997 amounted to \$258 billion. This accounts for 44% of the total national construction sales reported by the industries listed in Tables 1 and 2 above.

Applying this percentage to the estimated Maine total construction sales of \$2,682,415,000 yields an estimated level of home construction and improvement in Maine in 2001 of approximately \$1,180,000,000. Table 4 below estimates the division of this total between new construction and improvement/renovation.

Table 4
Estimated Volume of Home Construction Activity, Maine, 2001

Row	Item	Value
1	New Const. & Repair/Improvement (\$1,000)	\$1,180,000
2	Total Housing Units, July 1, 2001	659,221
3	Estimated One and Two Unit Dwellings	496,267
4	New Housing Units (July 2000 to July 2001)	5,812
5	Percent One and Two Units	80.0%
6	Number One and Two Units	4,650
7	Avg. Construction Cost per Unit	\$175,000
8	Total Cost of New One and Two Units (\$1,000)	\$813,680
9	Total Cost of Repair and Improvement (\$1,000)	\$366,320
10	Est. Avg. Cost of Repair/Improvement (\$1,000)	\$5,000
11	Est. Number of Repair/Improvement Proj's	73,264
12	As % of All One and Two Unit Dwellings	14.8%

Sources: U.S. Census Bureau Housing Units Estimates
<http://eire.census.gov/popest/data/household/HU-EST2002-01.php> and other sources listed in footnote 1.

¹ U.S. Bureau of the Census Characteristics of New Housing, 1997, Current Construction Reports C25/97-A and Expenditures for Residential Improvements and Repairs
<http://www.census.gov/const/www/c50index.html>

Row one starts with the total estimated single family, owner occupied new residential construction and repair/improvement total. Rows 2 through 6 present estimates of total housing units and one/two unit dwellings, both total number of units and new units constructed over the 2000/01 period. Row 7 presents an estimated construction cost for a new unit. Multiplying this figure by the 4,650 new units yields a total new construction value of \$813,680,000 presented in row 8. Subtracting this amount from the total in row 1, yields an estimated improvement/repair total of \$366,320,000. Assuming an average of \$5,000 per improvement/repair project indicates that a total of 73,264 were undertaken in Maine in 2001, the equivalent to about one in seven single family one or two dwelling units.

To summarize, the home construction industry in Maine:

- ✓ Includes over 17,000 businesses making sales of nearly \$2.7 billion;
- ✓ Encompasses home construction and improvement investments of approximately \$1.2 billion; and
- ✓ Involves nearly 80,000 projects, including the construction of nearly 6,000 new homes and the repair and improvement of an additional 73,000 homes.²
- ✓ Approximately 12,000 of these businesses, making home construction and repair sales of approximately \$788 million could fall under the purview of LD 1551.³

² Some contractors have said that “official” data don’t account for all construction activity, especially all of the shoddy and fraudulent activity, because they do not measure the “under the table” transactions that are not reported but that undoubtedly occur in the home construction business. This is undoubtedly true, but any estimate of such activity would be pure speculation.

³ This assumes that the national average of 44% of construction sales are home construction/repair.

III. The Cost of Unacceptable Home Construction in Maine

The purpose of LD 1551 is to establish a licensing procedure to “ensure that an applicant is sufficiently competent to practice” home improvement. (§15344. Rules, 1. License qualifications).

Home improvement, in turn, is defined to mean (§15342. Definitions, 11. Home Improvement)

“A. The construction, replacement, installation or improvement of additions of livable space, garages, carports, porches or decks, if they are used in conjunction with a dwelling; or

B. The removal, repair, replacement or installation of framing, roofing, siding, insulation, windows or chimneys.

Home improvement does not include redecorating or other cosmetic work.”

The next step in determining the benefits of LD 1551 is to calculate the cost of shoddy, fraudulent or otherwise unacceptable home construction activity in Maine. The question this section of the report seeks to answer is, “What percentage of the estimated \$788 million sales of the home construction/renovation businesses that could be regulated by LD 1551 is, as a matter of public policy, unacceptable and should, through the regulations proposed in this bill, be eliminated?”

There is no definitive source of data on shoddy or unacceptable home improvement work. The Attorney General’s office gathers data from those homeowners who are sufficiently dissatisfied with a contractor to file a complaint. Table 5 lists a summary of these responses relating to activities that would be covered by LD 1551.⁴

⁴ See Appendix for a listing of all complaints.

Table 5
Home Construction Complaints Filed with Maine Attorney General

Item	2002	2001	2000
number of complaints	100	136	69
number with dollar value	76	91	43
total dollar value	\$1,301,378	\$735,859	\$527,986
average value	\$17,123	\$8,086	\$12,279
median value	\$3,500	\$1,600	\$890
adjusted total dollar value	\$1,421,378	\$807,859	\$550,236

Source: Maine Attorney General's Office; adjusted total value is the total using median value for all those complaints that listed no value.

The complaints ranged from contractors who never showed up as promised to leaks to defective or inferior work to incomplete or unsatisfactory work. In 2002, 100 such complaints were lodged, down from 136 in 2001. Of the 100 complaints filed, 76 listed a dollar value, most commonly the value of the contracted work but in some cases the cost of the alleged damage. The total value of this disputed work was over \$1.3 million. Using the median value of \$3,500 per complaint as a proxy value for those complaints that did not include a cost yields an estimated total value of disputed work at over \$1.4 million, up from approximately \$0.8 million in 2001 and \$0.5 million in 2000.

If the \$1.5 million identified by the Attorney General's Office constituted *all* of the "unacceptable" home improvement activity in Maine, it would be a very small portion of the State's estimated total home improvement activity of \$788 million, approximately two tenths of one percent.

Using the figure of 100 complaints as a representative average for the three year period yields a similarly small percentage of "problem" activity. A total of 100 complaints from an estimated 80,000 projects indicates a "problem" rate of approximately one tenth of one percent.

For a number of reasons, however, these data are certainly an underestimate of the actual "unacceptable" home improvement activity in Maine. First, the call to the Attorney General's Office is a toll call for anyone outside the Augusta area. Second, because of the limited number of mediators available, the line for registering complaints is open only three hours per day. Thus, the complaints received come only from the most determined of victims.

Other experiences in the area of consumer protection further support the conclusion that complaints received in the Attorney General's Office are but a

small percentage of the actual problem. In one example, the Attorney General's Office received 100 complaints about a telemarketing scam. Calling the Better Business Bureau, the Office discovered that there had been 400 complaints lodged with that agency.

In another instance, the Attorney General's Office investigated a fraudulent sweepstakes scam. While no complaints had been made to their Office, the completed investigation revealed that 3,200 Maine residents had been victimized.

In short, the actual incidence of "unacceptable" home improvement activity is certainly far greater than the extremely small percentages represented by complaints lodged with the Attorney General's Office.

Another source of information on the level of unacceptable home improvement activity in Maine is from a survey conducted by the Maine State Housing Authority (MSHA). MSHA, through its FIX-ME program, provided funds to Community Action Programs (CAP's) to help low and moderate income families undertake home improvements. In the summer and early fall of 1997, MSHA surveyed 120 families from a list of 1,000 projects. One of the survey questions asked respondents to rate the overall quality of the work done to their homes. Results showed that 77% gave contractors a rating of 5—very satisfied—and 3% gave a rating of 1—not satisfied.⁵

While such a survey cannot be treated as representative of the state as a whole, it does represent the best such information available. Because the MSHA avoids any appearance of favoring any particular builder, program recipients were free to choose any contractor they could get. To the extent that this sample, being from the universe of low-income homeowners, would be less able to afford the "best" contractors, this complaint rate may be high. On the other hand, as consumers who may be grateful for receiving a favored loan, this sample may have been less likely to complain than the population at large. In short, there is no *a priori* reason to treat this sample as an under or as an over-estimate of the actual rate of "unacceptable" home construction activity in Maine.

Applying this satisfaction rate to the \$788 million home improvement activity that could be covered by LD 1551 yields a total of \$24 million in "unsatisfactory" home improvements performed in Maine each year. A three

⁵ Maine State Housing Authority, Planning and Government Affairs What Our Customers Think About the FIX ME Program, April, 1998, p. 11.

percent problem rate would also mean that there were 2,400 incidences of “unacceptable” home improvements throughout an average year over the recent past. Multiplying this number by the average cost of complaints lodged with the Attorney General’s Office in 2002 indicates a value of nearly \$41 million in “unsatisfactory” home improvement in Maine. Multiplying by the median value of \$3,500 per complaint yields a total figure of approximately \$8.4 million.

Clearly using complaints to the Attorney General’s Office as a proxy for total “unacceptable” home improvements in Maine would result in an undercount. Not everyone hurt by shoddy home improvement files a complaint. Since conducting an independent survey of home improvement experience is beyond the scope of this report, the MSHA survey represents the best estimate for the purposes of cost benefit analysis. But the total cost of “unacceptable” home improvement activity remains difficult to specify, probably falling between \$10 million and \$40 million in recent years.

IV. The Cost of Home Contractor Regulation in Maine

As noted above, the purpose of LD1551 is to “ensure that an applicant is sufficiently competent to practice” home improvement. The cost of the bill will depend on what the state proposes to do to determine and enforce “sufficiently competent.” As these regulations are not yet specified, the best way to estimate costs is to look to other regulatory programs. The most appropriate comparisons for home improvement are the regulations surrounding the licensing of plumbers and electricians.

In general, there are two types of professional regulation. The first sets and enforces standards for *practitioners* in a field. The second sets and enforces standards for the *work product* of practitioners. In the first instance, an expert panel defines the knowledge deemed necessary to allow someone to practice in the field and establishes the testing procedure by which an applicant can demonstrate possession of that knowledge. The Electricians’ Examining Board, for example, defines the required knowledge and skills and approves the test by which applicants may become licensed electricians.

In the second instance, the expert panel, or some other body, defines work standards and approves projects regardless of the license status of the person doing the work. In the example of electricians, the State or a Town enacts an electrical code and sends inspectors to evaluate all electrical work. If the work meets the code, it is approved; if it does not, it must be redone. In short, for electricians, plumbers and oil burner technicians, regulation means that practitioners must be licensed *and* work must meet a code.

LD1551 envisions a similar regulatory structure for home improvement contractors. It calls for the creation of The Maine Home Contractor Licensing Board (§15343) *and* adoption of the International Residential Code (§15355). The Board is charged with establishing and enforcing licensing standards including:

- ✓ requirements for passage of an examination approved and adopted by the board, which must include a test of proficiency in the International Residential Code;
- ✓ requirements for completed hours of trade experience or comparable educational training, or a combination of trade experience and educational training;

- ✓ requirements for demonstration of familiarity with the Home Construction Contracts Act (MRSA Title 10, chapter 219-A); and
- ✓ requirements for continuing education to be completed by an applicant as a prerequisite to renewal of a home contractor's license.

In addition, the Board “shall ensure that dwellings are constructed and improved in accordance with the [International Residential] building code” (§15355, # 4).

Therefore the cost of the regulation proposed here will consist of four separate elements:

5. the cost to The Maine Home Contractor Licensing Board of establishing and administering the licensing examination;
6. the cost to the Board of maintaining license records and continuing education transcripts, of responding to complaints and enforcing any license violations;
7. the cost to the Board of conducting the home inspections necessary to enforce the building code; and
8. the cost to the applicant of acquiring the knowledge and/or experience required to pass the licensing examination.

The first cost consists primarily of the time a licensing board must spend evaluating the tests it might require. Many states require home contractor licenses, and many companies offer tests designed to measure “sufficient competence.” In fact, the National Association of Home Contractors’ Licensing Agencies (NASCLA) is currently in the process of preparing a national competency exam in hopes of establishing a common educational base and easing multi-state licensing.⁶

Once it is established, the first job of The Maine Home Contractor Licensing Board will be to decide what standards it wishes to establish, whether it wishes to contract with a testing company to administer an established test and whether it wishes to add a Maine-specific portion to that test. The one-time cost of evaluating existing tests and testing companies and developing a Maine-specific test could vary widely. As this would be the first task of a newly

⁶ See <http://www.nascla.org/nccep/index.htm>

established Board, it is likely to run between \$75,000 and \$100,000. Once the test is selected, it would be most efficient to contract it out to a testing company as is now done with the electrical and plumbing tests. The fee for administration and grading would depend on the complexity of the test, and the total cost would depend on the number of people taking the test.

If each of the 12,000 establishments listed in Table 3 above (p. 8) sent one applicant and the cost per applicant was \$100, the total cost of testing would be \$1.2 million. This would be reduced to the extent that the Board allowed some to qualify on the basis of years of demonstrated experience and to the extent that some home contractors chose not to obtain a license and to work only for a licensed contractor. Whatever the ultimate number of applicants seeking to take the test, this cost would certainly be paid by the applicant and passed on to consumers as an increased cost of doing business.

The ongoing cost of a licensing program is the maintenance of records. This is likely to include contact information for licensees, test scores and continuing education activities as well as complaints and any other information maintained on licensees. These costs will require program staff and will be included in the enforcement costs discussed below.

Enforcement costs vary with the number of licensees covered and the degree of monitoring provided. Table 6 illustrates some of these costs as they exist in Maine today.

Table 6
Indices of Building Trade Regulation in Maine

Trade	Electricians	Plumbers	Oil & Solid Fuel Technicians
number of licensees	10,156	4,256	4,700
state regulatory staff	5	9	3
state budget (FY 2003)	\$736,317	\$819,932*	\$452,739
permits issued	3,000	40,000 plumbing and 10,000 septic	
Notes	Permits are only for municipalities without electrical inspectors.	Permits are issued by local plumbing inspectors.	

Sources: phone conversations with Anne Head, Director, Office of Licensing and Registration, Maine Department of Professional and Financial Regulation and Russell Martin, Program Director, Wastewater & Plumbing Control Program, Bureau of Health Engineering, Department of Human Services, August, September and November 2003.

*Includes cost of two positions in the Department of Professional and Financial Regulation and an estimate of the share of cost of the Bureau of Health Engineering.

In the case of Electricians, the state licensing boards oversee the examinations, maintain licensing records and provide field inspectors to approve work in localities without their own codes and to respond to complaints. In the case of plumbers, regulation is divided between the Department of Professional and Financial Regulation which oversees the examination and maintains two field inspectors and the Bureau of Health Engineering which maintains copies of all plumbing and subsurface waste water permits issued statewide, licenses site evaluators for subsurface waste water disposal systems and conducts site inspections to assist site evaluators, local officials, and property owners.

Based on the experiences of these agencies and their current budgets, it is reasonable to assume that the cost of each field inspector, including salary and benefits, transportation, cell phone, clerical support, information management equipment and office supplies will be approximately \$125,000. Based on current staffing levels, it seems reasonable to assume one field inspector for every 1,000 licensees. Based on what program directors feel is a staffing level more suitable for providing adequate coverage, one field inspector for every 300 to 400 licensees is called for.

Assuming that LD1551 will require licensing 12,000 home improvement contractors who undertake approximately 80,000 projects annually implies a need for between 12 and 34 field inspectors and a budget expenditure of between \$1.5 million and \$4.5 million. On a per project basis, this amounts to a cost of between \$20 and \$60. To the extent that fewer than 12,000 home contractors seek licenses, these costs will be reduced.

The third cost to be incurred by the Board is that of enforcing the proposed new statewide building code. LD 1551 says that "the board may contract with municipalities or with qualified private building inspectors to enforce the building code established in this section" (§15355, # 5) and that "the board may not shift the costs associated with enforcing the building code to municipalities" (§15355, # 4). LD 1551 says that "as soon as possible after each inspection of a dwelling, the board shall provide a written notice of approval of the portion of the construction as completed or shall specify any deficiency or failure to comply with the applicable code" (§15355, # 5B).⁷ The Board will, therefore, incur costs for conducting inspections, maintaining inspection records, mailing notices and managing appeals. Assuming 80,000 projects, assuming half require

⁷ LD 1551 calls for inspections that "provide, at a minimum, for the inspection of the foundation, frame and completed structure." (§15355 5,A,3)

two visits and that each visit requires two hours including time for travel, notification write-up and administrative overhead at a cost of \$50 per hour yields a total cost of \$12 million.

The final cost of regulation is that born by the applicant in acquiring the experience, knowledge and skills required to pass the licensing exam. Clearly, this cost will depend on the difficulty of the test, but conversations with several home improvement contractors indicate that “sufficient competence” should be the equivalent of a two-year apprentice program with a master builder.

One way of attempting to measure this cost would be to compare such an “apprenticeship program” to a standard two-year college degree and multiply the cost of such an education by the estimated number of applicants for the home-builder license. Such an attempt, however, would involve such difficulties as estimating the number of likely applicants and evaluating the cost of their time in learning compared to the value of their work contribution to the sales of the company offering the apprenticeship.

In the end, the cost of all these components of a licensing program will be passed on to the home improvement consumer in the form of higher prices and or reduced supply of contractors. A better way of estimating the total cost of the licensing program, therefore, is to estimate its cost in the market. Ultimately, the cost of home improvement regulation depends on the answers to two questions:

1. How many unlicensed tradespeople will seek licenses? and
2. How much more will they charge for their services as a result of their licensing expenses and the limitations on supply of home contractors that licensing produces?

Table 7 offers some instructive first impressions.

**Table 7
Indices of Hourly Wage by Construction Trade, 2001**

SOC	Occupational Title	Entry Level	Average	Median	Experienced
470000	All Construction Occupations	\$9.63	\$14.44	\$13.60	\$16.85
472111	Electricians	\$13.46	\$17.74	\$17.36	\$19.89
472152	Plumbers, Pipefitters Steamfitters	\$13.07	\$16.71	\$16.65	\$18.54
	average of licensed	\$13.27	\$17.23	\$17.01	\$19.22
472081	Drywall and Ceiling Tile Installers	\$9.58	\$14.09	\$14.58	\$16.34
472130	Insulation Workers	\$9.47	\$14.01	\$15.10	\$16.28
472031	Carpenters	\$9.51	\$13.56	\$12.66	\$15.58
472051	Cement Masons, Concrete Finishers	\$10.65	\$12.83	\$12.75	\$13.92
472181	Roofers	\$9.31	\$11.73	\$11.10	\$12.93
	average of unlicensed	\$9.70	\$13.24	\$13.24	\$15.01
	avg licensed - avg unlicensed	\$3.56	\$3.98	\$3.77	\$4.21

Source: Maine Department of Labor 2001 Annual Covered Employment and Wages (ES-202)

For all construction occupations, the average hourly wage in 2001 was \$14.44; for the licensed trades (plumbers and electricians) it was \$17.23 and for a selection of unlicensed trades most closely associated with home improvement it was \$13.24. The difference between the licensed and unlicensed trades amounted to approximately \$4.00 per hour, a difference of approximately 30%. This difference was slightly less for entry-level positions and slightly more for experienced tradespeople. The likely result of home contractor licensing is that a similar, though perhaps not as great, differential would develop between licensed home contractors and unlicensed construction workers.

Table 3 in Section 2 above lists 2,128 businesses in the various home construction trades that had employees and another 9,943 sole proprietors. If all of the covered businesses sought to have at least one person be a licensed home contractor and half of the sole proprietors sought licenses, the total number of licensees would exceed 7,000.

According to Bureau of the Census employment data, the average size of a covered establishment in the construction industry in Maine in 2001 was 6 employees.⁸ Paying one of six employees 25% more represents a 4% increase for the entire crew. A 4% increase for the total payroll reported by the 2,100 covered employers amounts to approximately \$10 million.

⁸ Bureau of the Census County Business Patterns

<http://censtats.census.gov/cgi-bin/cbpnaic/cbpdet.pl>

Assuming that earnings amount to the same share of sales for the 9,900 sole proprietors likely to be covered by LD 1551 as covered wages do for the 2,100 employers implies a payroll equivalent for home improvement sole proprietors of approximately \$100 million. Assuming one half of these proprietors gave themselves a 25% pay increase, results in an additional \$12.5 million in cost to the home improvement customer.

Finally, it is important to acknowledge two likely indirect and opposite effects of home contractor licensing. First, restricting the supply of "legal" home contractors in the face of growing demand will result in more "illegal" or "under-the-table" activity. Partly as a result of the survey noted above, the Maine State Housing Authority has initiated a pre-qualification requirement for a revised version of its FIX ME home improvement loan program.⁹ To date only 60 contractors have been qualified, and MSHA is actively seeking more. Officials administering this program feel that there is "a huge need for qualified home improvement contractors."¹⁰ The strong market for new housing and high-end renovation in regions where property values have been booming have led many qualified contractors away from repair and into new construction activity. The combination of these market conditions in the housing market and the declining condition of manufacturing means that requiring licensed contractors for occupancy permits statewide will have the effect of driving more home improvement activity "underground."

The second, and opposite, effect of these changes is the pressure to increase the supply of qualified home improvement contractors. MSHA is currently working with the state's Community College System to develop a Home Repair Center to offer intensive, on-site training in home improvement for the unemployed and those seeking career changes. Including progress toward a formal license and its promise of higher earnings will only enhance such efforts to attract competent, responsible people to the field of home improvement contracting.

To summarize:

- ✓ the one time cost of establishing a home contractor licensing test is likely to be about **\$100,000**. Assuming that 7,000 home contractors seek licenses, that one half are allowed to substitute experience for

⁹ Requirements are minimal, including demonstration of commercial liability, workers compensation and vehicle insurance as well as presentation of a work history.

¹⁰ Phone conversation with Peter Wintle of MSHA 11/12/03.

taking the test and that the administrative cost of the test is \$100 per applicant, the initial cost of testing would be \$350,000. Annual costs in future years would be greatly reduced as only new entrants to the field would seek licensing.

- ✓ the ongoing cost of maintaining licensee records and providing field inspectors to spot check on compliance and complaints is likely to be about **\$1.75 million**. This is based on the assumption that there will be approximately 7,000 licensees, that there should be a field inspector for every 500 licensees and that the annual cost of a field inspector is approximately \$125,000.
- ✓ the ongoing cost of code enforcement is likely to be about **\$12 million**. This is based on the assumption that there will be approximately 120,000 visits at two hours per visit including time for travel, notification write-up and administrative overhead at a cost of \$50 per hour.
- ✓ the total cost of home contractor licensing is best estimated by calculating its likely effects on the wages of home contractor workers and thus on the cost to home improvement consumers. Assuming that one worker from each of the approximately 2,100 covered employers in the home contracting business seeks licensing and that one half of the approximately 10,000 sole proprietors in the home contracting business seek licensing and that possession of a license leads over time to a 25% increase in wages for licensees implies a **total cost to Maine home improvement customers of approximately \$23 million**.
- ✓ In the short run, home contractor licensing will have the effect of reducing the supply of contractors and thus both driving up the cost of licensed work and increasing the occurrence of unlicensed, “under-the-table” work; in the long run, however, the combination of formal licensing, higher earnings and more widely available training programs will offset the short run costs by increasing the supply of qualified contractors.

V. Summary: The Benefit-Cost Comparison

The benefits of home contractor regulation are twofold: first a reduction or elimination of shoddy or unacceptable home construction activity; and second an overall increase in the quality of all home construction activity due to the increased competence of home contractors. As the latter element would be virtually impossible to measure, estimates of the benefits focus on the former. As noted in section III above, there is little hard evidence of the extent of “unacceptable” home improvement activity, either in Maine or in the nation as a whole. One survey conducted by the Maine State Housing Authority indicates that 3% of home repair activities were rated as “unsatisfactory.” Applying this rate to that portion of Maine’s estimated total 2001 home improvement expenditures that would be covered by LD 1551, \$788 million, indicates a total of \$24 million “unacceptable” home improvement activity in Maine.

To the extent that this “unacceptable” activity represents cost to Maine consumers and that home contractor licensing eliminates this cost, then the benefit of such regulation can be estimated as \$24 million. To the extent that actual losses exceed the expenditures on “unacceptable” construction activity, the benefits would be even greater. If, to take the extreme case, “making right” the \$24 million of “unacceptable” construction required tearing it all out and replacing it, the full cost of “unacceptable” activity would be at least \$48 million. Thus, the benefit of eliminating this “unacceptable” activity would be \$48 million.

As noted in section IV above, the costs of regulation include the costs of testing, the costs of enforcement and the costs of acquiring skills. In a practical sense, however, these costs will ultimately be reflected in the costs licensed home contractors will charge to Maine consumers. Based on the existing wage differential between licensed and unlicensed construction tradespeople and assumptions about the number of home contractors likely to seek licensing, the cost of regulation is estimated to be approximately \$23 million.

The simple conclusion of this analysis is thus that, if regulation eliminates all “unacceptable” activity and the assumptions about the effects on licensing hold true, the direct benefits (\$24 million of avoided “unacceptable” activity) will just exceed the costs (\$23 million of higher prices for construction activity). To the extent that indirect costs—tear out and replacement costs—are avoided, the benefits exceed the costs by a greater margin. To the extent that regulation, by effectively diminishing the supply of “legal” contractors,

increases “under-the-table” home improvement activity and to the extent that such activity is more likely to have “unacceptable” results, the costs may, in fact, exceed the benefits.

However, such a simple conclusion is not the most important result of this analysis. The most important result, rather, is the framework it creates for analyzing the assumptions about costs and benefits. This framework allows policy makers to conduct a sensitivity analysis to see how the benefit/cost ratio reacts to changing the underlying assumptions. It allows them to ask “What if?” questions and examine the results of changing assumptions and conditions.

The key elements of this framework for estimating benefits are the percentage of home construction activity in Maine that is “unacceptable,” the ratio of total costs (true damages and the cost to remedy them) to “unacceptable” activity and the percentage of “unacceptable” activity that regulation will eliminate. Table 8 illustrates these elements with two examples.

Table 8
Elements of the Benefits of Home Construction Regulation

Benefits	high estimate	low estimate
home construction sales covered by LD 1551 (\$ million)	\$788	\$788
% unacceptable	4%	2%
ratio of total cost to "unacceptable" activity	2.0	1.0
% of "unacceptable" activity regulation will eliminate	100%	50%
gross benefit of regulation (\$ million)	\$63	\$8

If the actual amount of “unacceptable” home construction activity in Maine each year is 4% and the actual damage suffered is twice the amount spent on “unacceptable” activity and regulation eliminates 100% of the “unacceptable” activity, the gross benefits to the State will be \$63 million. To the extent that the values of the determining parameters are smaller, the gross benefits will be less.

The key elements of this framework for estimating costs are the number of

home construction businesses that will seek licenses, the increase in wages they will charge for licensed workers and the percent increase these higher wages will mean for their sales. Table 9 illustrates these parameters.

Table 9
Elements of the Costs of Home Construction Regulation

Costs	Covered Employers		Sole Proprietors		Total	
	high estimate	low estimate	high estimate	low estimate	high estimate	low estimate
establishments	2,100	2,100	10,000	10,000	12,100	12,100
payroll (\$ million)	\$250	\$250	\$100	\$100	\$350	\$350
% of establishments seeking licenses	100%	75%	100%	25%	n.a.	n.a.
# of licensees	2,100	1,575	10,000	2,500	12,100	4,075
% increase in wages for licensees	30%	15%	30%	10%	n.a.	n.a.
% increase in costs	5%	2%	30%	10%	n.a.	n.a.
gross cost of regulation (\$ million)	\$13	\$4	\$30	\$3	\$43	\$6

If all of the establishments currently involved in that portion of the home construction business in Maine that would be covered by LD 1551 seek licenses and increase the pay of licenses contractors by the 30% differential that now exists between licensed and non-licensed contractors, the cost of regulation would approach \$43 million. To the extent that fewer contractors seek to become licensed and the pay differential does not approach 30%, the costs will be less.

The central point to be made here is that policy makers can use this framework to assist in making their decisions about the nature and goals of the regulation.

If, for example, regulators decide as a point of departure:

- ✓ that 3% of home contracting activity in Maine is “unacceptable;”
- ✓ that the full cost of this activity is 20% greater than the amount paid for the construction;
- ✓ that 100% of covered employers and 50% of sole proprietors will seek licenses;
- ✓ that the costs of regulation will increase the prices of covered employers by 4% and those of sole proprietors by 15%,

then the cost of regulation will be \$18 million and regulation will have to eliminate at least 63% of the “unacceptable” activity to generate \$18 million in benefits and thus justify itself.¹¹

In short, the best use of this analysis is for those involved in developing the specific regulations to be included in LD 1551 to bring their best judgement to bear in evaluating the likely level of “unacceptable” home construction and repair activity and the likely impact of proposed regulations in reducing it. Combining these judgements, they can decide what level of regulation is justified.

¹¹ The Home Construction Regulation Model accompanying this report provides a means for exploring the outcomes of alternative assumptions regarding these key parameters.

Appendix: Home Construction Complaints Lodged with the Maine Attorney General's Office

2002

Location	Description of Work	Description of Complaint	Cost
Sagadahoc	new construction	inferior	\$300,000
Cumberland	new construction	incomplete/unsatisfactory	\$175,000
Sagadahoc	new construction	inferior	\$175,000
Androscoggin	new construction	incomplete/unsatisfactory	\$158,532
Penobscot	move house	no show	\$39,000
York	new construction	no show	\$30,000
Kennebec	new construction	incomplete/unsatisfactory	\$29,600
Cumberland	new construction	incomplete/unsatisfactory	\$25,000
Kennebec	new construction	incomplete/unsatisfactory	\$21,000
Cumberland	construction repairs	incomplete/unsatisfactory	\$19,932
Penobscot	roofing	incomplete/unsatisfactory	\$18,220
Somerset	new construction	incomplete/unsatisfactory	\$18,000
York	roof, siding, window	incomplete/unsatisfactory	\$14,000
Piscataquis	new construction	incomplete/unsatisfactory	\$13,000
Kennebec	new construction	inferior	\$12,000
Cumberland	roofing	incomplete/unsatisfactory	\$11,378
Cumberland	siding	no show	\$9,800
Cumberland	flooring	improper billing	\$9,439
Cumberland	new construction	defect/inferior	\$8,927
Androscoggin	roofing	incomplete/unsatisfactory	\$8,700
Kennebec	roofing	no show	\$8,450
Cumberland	new construction	inferior	\$8,135
Hancock	new construction	no show	\$8,000
Cumberland	roofing	no show	\$7,873
Kennebec	roofing	incomplete/unsatisfactory	\$7,600
Cumberland	new construction	no show	\$7,500
Kennebec	roofing	no show	\$7,500
York	roofing	incomplete/unsatisfactory	\$7,200
Cumberland	windows	overcharged	\$6,600
York	siding	no show/inferior	\$6,500
York	construction repairs	incomplete/unsatisfactory	\$6,500
Cumberland	roofing	leaks	\$6,089
Somerset	siding	inferior	\$5,500
York	roofing	incomplete/unsatisfactory	\$5,500
York	siding	no show	\$5,270

Androscoggin	renovation	incomplete/unsatisfactory	\$5,000
Cumberland	roofing	leaks	\$5,000
Kennebec	roofing	incomplete/unsatisfactory	\$5,000
Somerset	construction repairs	incomplete/unsatisfactory	\$5,000
Androscoggin	roofing	incomplete/unsatisfactory	\$4,800
Penobscot	roofing	inferior	\$4,651
York	roofing	loose/flapping	\$4,500
Cumberland	roofing	no show	\$4,000
Penobscot	roofing	leaks	\$4,000
Penobscot	renovation	incomplete/unsatisfactory	\$4,000
Cumberland	roofing	no show/inferior	\$3,950
Penobscot	new construction	incomplete/unsatisfactory	\$3,800
York	roofing	leaks	\$3,594
Cumberland	new construction	incomplete/unsatisfactory	\$3,500
Knox	roofing	incomplete/unsatisfactory	\$3,499
Penobscot	windows	no show	\$3,314
Cumberland	windows	inferior	\$3,242
Oxford	roofing	leaks	\$3,200
Aroostook	windows	icing/drafts	\$3,020
Cumberland	roofing	no show	\$2,850
York	roofing/painting	incomplete/unsatisfactory	\$2,600
Androscoggin	roofing		\$2,400
Kennebec	roofing	leaks	\$2,088
Cumberland	renovation	incomplete/unsatisfactory	\$1,750
York	renovation	poor workmanship	\$1,500
Androscoggin	roofing	no show	\$1,050
Cumberland	construction repairs	inferior	\$1,000
York	new construction	inferior	\$900
York	new construction	incomplete/unsatisfactory	\$900
York	new construction	incomplete/unsatisfactory	\$875
Kennebec	porch	no show	\$850
Oxford	construction repairs	no show	\$800
York	roofing	no show	\$800
Cumberland	masonry	incomplete/unsatisfactory	\$625
Cumberland	renovation	incomplete/unsatisfactory	\$600
Cumberland	new construction	failure to allow to cancel	\$500
Cumberland	new construction	no show	\$400
Cumberland	roofing	leaks	\$375
Cumberland	roofing	leaks	\$300
York	roofing	defect/inferior	\$300
Cumberland	roofing	defect/inferior	\$100

Androscoggin	roofing	leaks	\$0
Androscoggin	new construction	incomplete/unsatisfactory	\$0
Androscoggin	windows	defect/inferior	\$0
Cumberland	new construction	incomplete/unsatisfactory	\$0
Cumberland	new construction	inferior	\$0
Cumberland	siding	inferior	\$0
Cumberland	new construction	incomplete/unsatisfactory	\$0
Cumberland	siding	inferior	\$0
Cumberland	siding	inferior	\$0
Cumberland	windows	defect/inferior	\$0
Cumberland	construction repairs	incomplete/unsatisfactory	\$0
Cumberland	paving	inferior	\$0
Cumberland	construction repairs	no show	\$0
Kennebec	siding	defect/inferior	\$0
Kennebec	roofing	no show	\$0
Knox	new construction	incomplete/unsatisfactory	\$0
Knox	new construction	incomplete/unsatisfactory	\$0
Penobscot	new construction	incomplete/unsatisfactory	\$0
Penobscot	renovation	inferior	\$0
Penobscot	roofing	leaking	\$0
Washington	paving	inferior	\$0
Washington	new construction	incomplete/unsatisfactory	\$0
York	new construction	leaks, structure	\$0
York	roofing	incomplete/unsatisfactory	\$0
Total			\$1,301,378
Adjusted Total (total if those without cost had median cost)			\$1,421,378

2001

Location	Description of Work	Description of Complaint Cost	
Androscoggin	new construction	incomplete/unsatisfactory	\$85,250
Cumberland	roofing	defect/inferior	\$75,607
Hancock	new construction	incomplete/unsatisfactory	\$40,000
Cumberland	new construction	incomplete/unsatisfactory	\$34,000
Lincoln	new construction	no show	\$27,000
Cumberland	new construction	failure to perform adequately	\$25,000
Androscoggin	new construction	incomplete/unsatisfactory	\$23,000
Kennebec	construction repair	incomplete/unsatisfactory	\$22,570
Hancock	new construction	incomplete/unsatisfactory	\$20,000
Kennebec	new construction	inferior	\$20,000
Kennebec	new construction	incomplete/unsatisfactory	\$20,000
Knox	windows	defect/inferior	\$18,191
Cumberland	construction repair	incomplete/unsatisfactory	\$16,590
Cumberland	new construction	failure to provide refund	\$16,200
Waldo	construction repair	leaks	\$15,000
Kennebec	new construction	incomplete/unsatisfactory	\$14,614
Sagadahoc	siding	incomplete/unsatisfactory	\$10,400
York	new construction	incomplete/unsatisfactory	\$10,131
Kennebec	new construction	incomplete/unsatisfactory	\$10,000
Penobscot	construction repair	incomplete/unsatisfactory	\$9,000
York	renovation	incomplete/unsatisfactory	\$8,632
Androscoggin	roofing	incomplete/unsatisfactory	\$8,600
Kennebec	roofing	defect/inferior	\$8,600
Hancock	new construction	overcharged	\$8,500
Penobscot	new construction	incomplete/unsatisfactory	\$8,500
Cumberland	new construction	incomplete/unsatisfactory	\$8,400
Kennebec	roofing	defect/inferior	\$8,200
Kennebec	roofing	defect/inferior	\$8,000
Oxford	new construction	incomplete/unsatisfactory	\$8,000
Androscoggin	roofing	no show	\$7,850
Lincoln	siding	incomplete/unsatisfactory	\$5,600
York	roofing	no show	\$5,600
Kennebec	paving	overcharged	\$5,180
Hancock	new construction	incomplete/unsatisfactory	\$5,000
Kennebec	roofing	no show	\$5,000
Knox	siding	defect/inferior	\$4,909
Penobscot	roofing	incomplete/unsatisfactory	\$4,586
Hancock	siding	incomplete/unsatisfactory	\$4,379

Cumberland	siding	no show	\$4,300
Kennebec	roofing	defect/inferior	\$4,200
Hancock	roofing	defect/inferior	\$4,150
Cumberland	roofing	incomplete/unsatisfactory	\$3,900
York	roofing	leaks	\$3,640
Penobscot	roofing	incomplete/unsatisfactory	\$3,600
York	roofing	no show	\$3,500
York	roofing	defect/inferior	\$3,480
York	roofing	incomplete/unsatisfactory	\$3,300
Androscoggin	roofing	defect/leak	\$2,884
Cumberland	roofing	leaks	\$2,850
Knox	new construction	overcharged	\$2,848
Penobscot	roofing	incomplete/unsatisfactory	\$2,700
Penobscot	roofing	defect/inferior	\$2,580
Kennebec	siding	defect/inferior	\$2,568
Androscoggin	roofing	no show	\$2,500
Androscoggin	new construction	no show	\$2,500
Androscoggin	roofing	leaks	\$2,450
York	roofing	no show	\$2,260
Kennebec	roofing	defect/inferior	\$2,200
Kennebec	roofing	defect/inferior	\$2,050
Androscoggin	roofing	no show	\$2,000
Cumberland	windows	no show	\$2,000
Lincoln	roofing	no show	\$2,000
Androscoggin	roofing	incomplete/unsatisfactory	\$1,975
Cumberland	new construction	incomplete/unsatisfactory	\$1,810
Kennebec	roofing	no show	\$1,800
Androscoggin	roofing	no show	\$1,600
Cumberland	new construction	inferior	\$1,600
Kennebec	roofing	no show	\$1,600
Kennebec	siding	defect/inferior	\$1,595
Penobscot	siding	defect/inferior	\$1,523
Oxford	roofing	no show	\$1,500
Cumberland	new construction	incomplete/unsatisfactory	\$1,344
Lincoln	roofing	no show	\$1,300
Oxford	roofing	defect/inferior	\$1,300
Kennebec	new construction	no show	\$1,200
Kennebec	flooring	inferior	\$1,161
York	new construction	incomplete/unsatisfactory	\$1,125
Hancock	new construction	no show	\$1,000
Penobscot	roofing	defect/inferior	\$1,000

Lincoln	construction repair	incomplete/unsatisfactory	\$800
York	roofing	defect/inferior	\$800
Sagadahoc	windows	no show	\$525
Knox	new construction	overcharged	\$500
Oxford	construction repair	incomplete/unsatisfactory	\$500
Penobscot	new construction	incomplete/unsatisfactory	\$500
Kennebec	construction repair	inferior	\$350
Cumberland	new construction	no show	\$260
Cumberland	new construction	incomplete/unsatisfactory	\$200
Knox	roofing	defect/inferior	\$200
Penobscot	new construction	defect/inferior	\$143
Cumberland	new construction	incomplete/unsatisfactory	\$100
Androscoggin	roofing	leaks	\$0
Androscoggin	windows	defect/inferior	\$0
Androscoggin	new construction	inferior	\$0
Androscoggin	roofing	failure to perform adequately	\$0
Aroostook	construction repair	inferior	\$0
Cumberland	siding	warranty	\$0
Cumberland	new construction	incomplete/unsatisfactory	\$0
Cumberland	roofing	leaks	\$0
Cumberland	paving	cracks	\$0
Cumberland	roofing	leaks	\$0
Cumberland	roofing	leaks	\$0
Cumberland	new construction	incomplete/unsatisfactory	\$0
Cumberland	new construction	inferior	\$0
Cumberland	new construction	overcharged	\$0
Franklin	siding	defect/inferior	\$0
Franklin	new construction	incomplete/unsatisfactory	\$0
Franklin	roofing	incomplete/unsatisfactory	\$0
Hancock	new construction	incomplete/unsatisfactory	\$0
Kennebec	roofing	inferior	\$0
Kennebec	construction repair	incomplete/unsatisfactory	\$0
Kennebec	roofing	leaks	\$0
Kennebec	paving	incomplete/unsatisfactory	\$0
Kennebec	paving	incomplete/unsatisfactory	\$0
Kennebec	new construction	incomplete/unsatisfactory	\$0
Kennebec	paving	cracks	\$0
Kennebec	new construction	incomplete/unsatisfactory	\$0
Kennebec	siding	inferior	\$0
Kennebec	siding	defect/inferior	\$0
Kennebec	roofing	incomplete/unsatisfactory	\$0

Knox	new construction	incomplete/unsatisfactory	\$0
Lincoln	roofing	inferior	\$0
Oxford	roofing	no show	\$0
Penobscot	roofing	leaks	\$0
Penobscot	new construction	no show	\$0
Sagadahoc	new construction	incomplete/unsatisfactory	\$0
Sagadahoc	construction repair	incomplete/unsatisfactory	\$0
Sagadahoc	roofing	leaks	\$0
Sagadahoc	new construction	incomplete/unsatisfactory	\$0
Sagadahoc	new construction	incomplete/unsatisfactory	\$0
Somerset	roofing	leaks	\$0
Waldo	construction repair	incomplete/unsatisfactory	\$0
Washington	construction repair	incomplete/unsatisfactory	\$0
Washington	construction repair	incomplete/unsatisfactory	\$0
York	roofing	leaks	\$0
York	new construction	incomplete/unsatisfactory	\$0
Total			\$735,859
Adjusted Total			\$807,859

2000

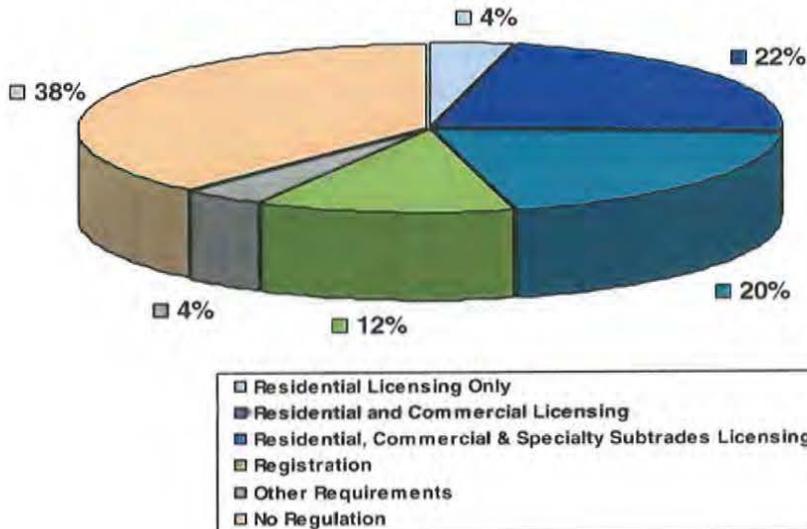
Location	Description of Work	Description of Complaint	Cost
York	new construction	incomplete/unsatisfactory	\$205,000
Lincoln	new construction	incomplete/unsatisfactory	\$146,000
Piscataquis	new construction	incomplete/unsatisfactory	\$34,000
Kennebec	renovation	incomplete/unsatisfactory	\$25,365
Somerset	new construction	incomplete/unsatisfactory	\$15,892
York	construction repair	incomplete/unsatisfactory	\$9,500
Cumberland	roofing	inferior	\$8,000
Penobscot	windows	defect/inferior	\$7,400
Penobscot	construction repair	incomplete/unsatisfactory	\$5,800
Cumberland	new construction	no show	\$5,500
Hancock	renovation	incomplete/unsatisfactory	\$5,000
Kennebec	roofing	leaks	\$5,000
Penobscot	renovation	incomplete/unsatisfactory	\$5,000
Penobscot	new construction	incomplete/unsatisfactory	\$5,000
Cumberland	roofing	failure to provide refund	\$4,400
York	roofing	leaks	\$3,800
Kennebec	new construction	overcharged	\$3,509
Cumberland	roofing	leaks	\$3,500
Somerset	roofing	leaks	\$3,360
York	windows	defect/inferior	\$3,109
Androscoggin	roofing	no show	\$2,800
Penobscot	foundation	incomplete/unsatisfactory	\$2,000
York	construction repair	incomplete/unsatisfactory	\$2,000
Knox	new construction	incomplete/unsatisfactory	\$1,700
Penobscot	new construction	inferior	\$1,600
Androscoggin	new construction	incomplete/unsatisfactory	\$1,365
Cumberland	construction repair	inferior	\$1,300
Androscoggin	roofing	no show	\$1,200
York	roofing	inferior	\$1,200
York	new construction	failure to provide refund	\$1,100
Penobscot	new construction	incomplete/unsatisfactory	\$1,066
Cumberland	renovation	incomplete/unsatisfactory	\$950
Cumberland	new construction	incomplete/unsatisfactory	\$925
Cumberland	roofing	no show	\$892
Lincoln	siding	defect/inferior	\$888
York	roofing	leaks	\$750
Kennebec	roofing	leaks	\$725
York	construction repair	inferior	\$426

Cumberland	roofing	no show	\$330
Cumberland	siding	no show	\$250
Hancock	construction repair	incomplete/unsatisfactory	\$178
Sagadahoc	roofing	leaks	\$144
Penobscot	roofing	overcharged	\$62
Androscoggin	windows	failure to allow to cancel	\$0
Androscoggin	windows	incomplete/unsatisfactory	\$0
Cumberland	new construction	defect/inferior	\$0
Cumberland	roofing	leaks	\$0
Cumberland	roofing	inferior	\$0
Cumberland	roofing	leaks	\$0
Cumberland	windows	inferior	\$0
Cumberland	new construction	incomplete/unsatisfactory	\$0
Cumberland	new construction	no show	\$0
Kennebec	new construction	incomplete/unsatisfactory	\$0
Knox	windows	defect/inferior	\$0
Lincoln	new construction	incomplete/unsatisfactory	\$0
Lincoln	roofing	leaks	\$0
Oxford	roofing	inferior	\$0
Penobscot	windows	no show	\$0
Somerset	roofing	leaks	\$0
Somerset	new construction	inferior	\$0
Somerset	siding	no show	\$0
Somerset	new construction	incomplete/unsatisfactory	\$0
Waldo	new construction	incomplete/unsatisfactory	\$0
York	siding	harrassment	\$0
York	roofing	failure to honor contract	\$0
York	construction repair	overcharged	\$0
York	windows	defect/inferior	\$0
York	construction repair	inferior	\$0
York	construction repair	incomplete/unsatisfactory	\$0
Total			\$527,986
Adjusted Total			\$550,236

APPENDIX E

State Regulation of Building Trades

(Percent of states by type of regulation; 50 states = 100 percent)



Residential, Commercial & Specialty Trade Licenses	Residential & Commercial Licenses w/ dollar minimums	Residential & Commercial Licenses	Residential Licenses	Registration	Other	No Licenses
Alaska	Alabama (\$10K/\$50K)	Delaware	Maryland	Connecticut	Illinois (roofers cert.)	Colorado
Arizona	Louisiana (\$50,000)	Florida	Minnesota (and roofers)	Montana (over \$2,500)	Wisconsin (financial responsibility certificate)	Georgia
Arkansas	Mississippi (\$50K/\$100K)	Massachusetts		New Jersey (residential)		Idaho
California	S. Carolina (\$5,000)			N. Dakota (over \$2,000)		Indiana
Hawaii	Tennessee (\$25,000)			Rhode Island (and roofers)		Iowa
Michigan	Utah (\$1,000)			Washington		Kansas
Nevada	Virginia (\$1,000)					Kentucky
New Mexico	W. Virginia (\$1,000)					Maine
N. Carolina						Missouri
Oregon						Nebraska
						N. Hampshire
						New York
						Ohio
						Oklahoma
						Pennsylvania
						S. Dakota
						Texas
						Vermont
						Wyoming
10 states	8 states	3 states	2 states	6 states	2 states	19 states

APPENDIX F

10. Previous efforts. The details of any previous efforts in this State to implement regulation of the profession or occupation;

Summary of Building Contractor Registration/Licensing Legislation 1985-1999

Prepared by the Maine Legislature's Office of Policy and Legal Analysis

LD and Session	Disposition of legislation
120th Legislature (2001-2002) LD 1731 AA to Require Registration of Building Contractors	ONTP (committee requested Sunrise Review on draft amendment)
LD 310 AA to Require Bonding of Building Contractors	ONTP (died in committee)
119th Legislature (1999-2000) LD 2060 AA to License Home Building Contractors	ONTP (carried over from 1st to 2nd session; died in committee)
LD 2163 AA to Require Contractor Registration	ONTP (died in committee)
118th Legislature (1997-1998) LD 1005 AA to Provide for the Licensing of Building Contractors	ONTP (died in committee)
LD 1595 AA to License Home Building Contractors	ONTP (died in committee)
117th Legislature (1995-1996) LD 480 AA to Require Contractor Registration	ONTP/OTP-A (died on floor)
LD 1044 AA to License Contractors and Builders	ONTP (died in committee)
LD 1294 AA to Prohibit Home Repair Fraud and Establish Aggravated Penalties	Enacted (4/11/96) PL 1995, c. 681 (17-A, §908, 32, §§4667, 4682-A, 4688, 14512)
116th Legislature (1993-1994) LD 699 AA to Regulate Home Repairs by Transient Contractors	Enacted – PL 1993, c. 444
LD 1315 AA to Establish a Registration System for General Contractors	ONTP/OTP-A (died on floor)
115th Legislature (1991-1992) LD 993 AA to Regulate Building Contractors	LV/WD (Leave to withdraw report accepted)
LD 2204 AA to Regulate Home Repair by Transient Contractors	ONTP (died in committee)
114th Legislature (1989-1990) & 113th Legislature (1987-88)	N/A
112th Legislature (1985-1986) LD 1892 AA to License Contractors/ Subcontractors to a Statewide Building Code	ONTP (died in committee)