

# MAINE STATE LEGISLATURE

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LEGISLATIVE RESEARCH COMMITTEE

A Review of Operations

1940 - 1965

The Legislative Research Committee is an agency of the Maine State Legislature created by statute, with a membership from both branches. The Committee was established as a means of providing assistance to the Legislature so that it could more efficiently discharge its constitutional responsibilities as the law making branch of State Government.

The Legislative Research Committee was created by the Eighty-Ninth Legislature during the Special Session of October 21-24, 1940. The Bill creating the Committee (AN ACT to Create a Legislative Research Committee, S.P. 788, L.D. 1265), which followed up earlier efforts at legislation, was passed over Governor Barrows' veto on October 23, 1940, as P.L., 1939, c. 315 (R.S., 1944, c. 9, §§23-33).

The principal objection (Veto Message, L.R., Sp. Sess., 1940, pp. 194-195) was the belief that much of the activity of the Committee would duplicate the functions of the State Auditor whose staff and appropriation had been already enlarged as "a constant and complete safeguard against any reoccurrence of that which had been going on for the past ten years." The fact that the Committee was proposed as a means of "eliminating legislative congestion" was adjudged by the Governor to be "commendable," but that it was "wholly

inconceivable . . . that any administrative (Executive, Legislative, or Judicial), such as this State would ever have . . . (would) lack either the machinery or the determination to meet the issue squarely and quickly."

The present law provides (R.S., 1964, T. 3, §§161-164), with respect to the activities of the Legislative Research Committee, that the Committee shall collect and provide impartial and accurate information concerning the legislative problems which come before it. The Committee has the authority to investigate and examine into the costs of State governmental activities, and may examine and inspect the records of any agency of the State of Maine. The Committee also has the authority to hold hearings, administer oaths, issue subpoenas, compel the attendance of witnesses and the production of books, papers and documents and take testimony.

As presently constituted, the Committee consists of 7 Senators and 10 Representatives, appointed by the President of the Senate and the Speaker of the House from the majority and minority parties in their separate branches approximately in proportion to their respective membership (P.L., 1965, c. 425, Sec. 2-B). The officers of the Committee, which are elected from its membership, include a Chairman and Vice Chairman who serve at the pleasure of the Committee.

The Legislative Research Committee serves as the policy

making body, and exercises general supervision, over two separate and distinct legislative offices:

1. Office of Legislative Research, consisting of a Director and Assistant Director of Legislative Research; and
2. Office of Legislative Finance, consisting of the Legislative Finance Officer and Assistant Legislative Finance Officer.

The Office of Legislative Research was created in 1947 (P.L., 1947, c. 392) when the Ninety-Third Legislature combined the then existing Office of Revisor of Statutes (established on a temporary basis by P.L., 1929, c. 367 and given permanent status the following year by P.L., 1931, c. 210), with the Legislative Research Committee.

The three main functions of the Office of Legislative Research are:

1. To assist the Legislative Research Committee in the various research projects which it undertakes, as directed by the Legislature or as undertaken by the Committee itself;
2. To continuously revise the Maine statutes for the purpose of preparing a basis for bulk revisions of the statutes, which revisions have occurred roughly every 10 years; in conjunction with the duty of revising the statutes, to prepare and index for

printing after adjournment of each session of the Legislature the session laws thereof and also to cause to be published cumulative pocket supplements of the volumes of the Revised Statutes;

3. To aid the members of the Legislature in the preparation of bills for introduction into the Legislature, both at regular and special sessions.

The Office of Legislative Finance was created as an agency of the Legislative Research Committee by P.L., 1961, c. 411, primarily to assist the Committee and the Legislature "in forming an independent judgment in the determination of any fiscal matters." To this end, the Legislative Finance Office collects and makes factual information available concerning the fiscal affairs of the State for the use of members of the Legislature and the Committee. The Legislative Finance Office for the past several years has served as secretariat for various Joint Interim Committees created by the Legislature.

The Legislative Research Committee was established in response to the need for a permanent legislative agency which would provide necessary services for the Legislature during the time it was not in session. The Committee, in order to relieve the members of the Legislature of the burden of coping with the wide variety of subjects requiring intensive study, has conducted numerous studies

of this nature during its 25 years of existence in the several areas of government. The studies sponsored by the Committee have generally resulted in improvements in legislation and in State Government, thereby benefiting the entire State.

Some of the significant studies, resulting in major recommendations, include the reports of the Committee on:

Preservation of the Allagash

County Government in Maine

A District Court for Maine

Survey of Clerical and Data Processing Activities  
of State Government

Toxic Effect of Insecticides

Maine Federal Interstate Highway System

Legislative Procedures

Liquor

Motor Vehicle Laws and Administration

State and Municipal Sewage Problems

State Tax Structure in Maine

School Finances and Needs

Along with such major studies, the Committee has dealt with numerous State and local problems and subjects. Each of the studies undertaken by the Committee goes through a process of intensive research by the Committee's staff which in turn is augmented by public hearings, conferences

and executive sessions held by the members of the Committee with the public, interested persons and officials of the various State and local agencies. Studies begun by the Committee, as a result of legislative assignment, are normally completed prior to the convening of the next regular session of the Legislature to which a report is made.

Since recent legislative sessions have become more and more involved in complex problems, the number of legislative assignments for consideration by the Committee has shown a marked increase due to the efforts of the Legislature to deal with the expansion of existing services and addition of new governmental programs. The number of studies which once were comparatively few in number has developed into an impressive list of subjects which the Committee must study in order to make the essential facts known to the Legislature.

The following studies are among those currently being considered by the Legislative Research Committee:

1. AIR POLLUTION

August 18, 1965	Subcommittee Meeting
October 21, 1965	Subcommittee Meeting
November 18, 1965	Subcommittee Meeting
December 22, 1965	Subcommittee Public Hearing

2. ALCOHOLIC REHABILITATION

July 21, 1965	Subcommittee Public Hearing
September 16, 1965	Subcommittee Meeting
October 21, 1965	Subcommittee Meeting
November 19, 1965	Subcommittee Public Hearing (Bangor)
December 16, 1965	Subcommittee Meeting

## 3. COUNTY GOVERNMENT

August 18, 1965	Subcommittee Meeting
September 15, 1965	Subcommittee Public Hearing
October 21, 1965	Subcommittee Meeting
November 4, 1965	Subcommittee Public Hearing (Presque Isle)
November 5, 1965	Subcommittee Public Hearing (Bangor)
December 15, 1965	Subcommittee Public Hearing

## 4. DEPARTMENT OF ECONOMIC DEVELOPMENT

August 18, 1965	Subcommittee Meeting
October 21, 1965	Subcommittee Public Hearing
December 16, 1965	Subcommittee Public Hearing

## 5. ELECTRIC POWER RATES

## 6. GUARDIANSHIP OF RETARDED PERSONS

August 19, 1965	Subcommittee Public Hearing
September 15, 1965	Subcommittee Meeting

## 7. HOME IMPROVEMENT COMPANY REGISTRATION

July 22, 1965	Subcommittee Public Hearing
August 18, 1965	Subcommittee Meeting
September 16, 1965	Subcommittee Meeting
October 21, 1965	Subcommittee Meeting
November 4, 1965	Subcommittee Public Hearing (Presque Isle)
November 5, 1965	Subcommittee Public Hearing (Bangor)
November 18, 1965	Subcommittee Meeting
November 23, 1965	Subcommittee Public Hearing (Sanford)
November 24, 1965	Subcommittee Public Hearing (Biddeford)
December 15, 1965	Subcommittee Meeting
January 3, 1966	Subcommittee Meeting

## 8. LEGISLATIVE PROCEDURES AND STYLE OF BILLS AND RESOLVES

July 21, 1965	Subcommittee Public Hearing
September 15, 1965	Subcommittee Public Hearing
October 21, 1965	Subcommittee Meeting
November 17, 1965	Subcommittee Meeting



9. MEDICAL SCHOOL IN MAINE  
 August 18, 1965 Subcommittee Public Hearing
10. NURSING HOMES  
 August 19, 1965 Subcommittee Public Hearing  
 October 20, 1965 Subcommittee Public Hearing  
 October 27, 1965 Subcommittee Meeting  
 (Attorney General's Office)  
 November 2, 1965 Subcommittee Meeting  
 (Attorney General's Office)
11. PUBLIC SCHOOL LAWS  
 August 18, 1965 Subcommittee Meeting  
 September 16, 1965 Subcommittee Meeting  
 October 21, 1965 Subcommittee Meeting  
 November 17, 1965 Subcommittee Meeting
12. SCHOOL TRANSPORTATION SAFETY  
 August 18, 1965 Subcommittee Meeting  
 September 16, 1965 Subcommittee Meeting  
 November 18, 1965 Subcommittee Meeting  
 December 15, 1965 Subcommittee Meeting
13. SHRINKAGE ALLOWANCE ON MOTOR FUEL  
 August 18, 1965 Subcommittee Meeting  
 October 21, 1965 Subcommittee Public Hearing  
 November 4, 1965 Subcommittee Public Hearing  
 (Presque Isle)  
 November 5, 1965 Subcommittee Public Hearing  
 (Bangor)  
 November 17, 1965 Subcommittee Public Hearing  
 January 3, 1966 Subcommittee Meeting
14. STATE PERSONNEL LAWS AND ADMINISTRATION  
 July 22, 1965 Subcommittee Public Hearing
15. STATE RETIREMENT SYSTEM  
 July 22, 1965 Subcommittee Public Hearing
16. TAX BURDEN REALLOCATION  
 December 15, 1965 Subcommittee Meeting

## 17. TRAINING AND INSTRUCTION OF BLIND

August 19, 1965	Subcommittee Public Hearing
September 16, 1965	Subcommittee Meeting
December 16, 1965	Subcommittee Meeting

## 18. WESTPORT-WISCASSET BRIDGE

July 21, 1965	Subcommittee Public Hearing
September 16, 1965	Subcommittee Meeting
November 18, 1965	Subcommittee Meeting

The Rules of the Legislative Research Committee provide that "regular meetings of the Committee shall convene on the third Wednesday of each calendar month, unless otherwise ordered by the Chairman or by two-thirds vote of those present at a previous meeting." The following is a list of the regular meetings held by the Committee during 1965:

## REGULAR MEETINGS

July 21, 1965
August 18, 1965
September 15, 1965
October 20, 1965
November 17, 1965
December 15, 1965

Special meetings of the Committee were called by the Chairman on October 6, 1965 and January 3, 1966.

The activities of the Legislative Research Committee, unlike other legislative functions, are financed under the General Appropriations Act except for those studies which are specially funded by legislative order from the Legislative Appropriation or by an act or resolve drawn on the Unappropriated Surplus of the General Fund.

The following is a summary of the annual expenditures of the Legislative Research Committee for the period 1948 to 1965:

<u>Year Ending</u> <u>June 30</u>	
1948	\$ 33,975
1949	18,297
1950	37,640
1951	17,465
1952	46,072
1953	38,408
1954	39,556
1955	24,502
1956	56,269
1957	45,639
1958	70,817
1959	34,605
1960	112,296
1961	76,944
1962	113,209
1963	58,176
1964	108,989
1965	51,638

Estimated appropriations needed for current and projected operations of the Committee through June 30, 1967 are as follows:

A. Current Operations

	1965-66 (6 months)	1966-67
Personal Services:		
Assistant Director	\$1,120	\$2,340
Per Diem	1,500	4,000
Clerk Sten. III	1,600	4,000
	<u>4,220</u>	<u>10,340</u>
All Other	4,400	10,000
Capital Expenditures	1,000	

The Committee is running short about \$1,000 per quarter per diem and about \$2,200 per quarter on all other due to increased travel, services of transcribing clerk, tapes, et cetera.

B. Projected Operations

Contemplated by BILL: AN ACT Providing \$23,000 for the Fiscal Year Ending June 30, 1966 and \$44,000 for the Fiscal Year Ending June 30, 1967 to Carry on the Duties of the Legislative Research Committee, accepted for consideration at the forthcoming Special Session of the 102nd Legislature in January, 1966.

	1965-66	1966-67
Personal Services	(1) \$12,000	(1) \$24,000
All Other	10,000	20,000
Capital Expenditures	<u>1,000</u> 23,000	<u>44,000</u>

In conclusion, it should be noted that the inadequacy of research facilities, and the failure of the Legislature to pay attention to the information developed to assist its deliberations, has been an important factor in placing the Legislature in the position of being "the neglected branch of State Government." While the Executive and Judicial branches have expanded, as measured by their appropriations and staffs, assistance to the Legislature has remained meager, and failed to keep pace with modern developments.

The efforts of the present membership to develop the Legislative Research Committee into a modern, highly

effective agency of the Legislature has meant a beginning toward providing the more adequate kind of research and information which the members of the Legislature need. Better legislation is possible only when the Legislature is made aware of the feasibility of proposed solutions, of special problems and available alternatives. A well organized and capably staffed Research Committee clearly offers one of the means of accomplishing this objective.

SSS:12-31-65

LEGISLATIVE RESEARCH COMMITTEE

Representative Louis Jalbert, Chairman                      Lewiston  
Senator Floyd L. Harding, Vice Chairman                      Presque Isle

From the Senate

Carlton Day Reed, Jr., Ex Officio                      Woolwich  
  
Romeo T. Boisvert                      Lewiston  
Dwight A. Brown                      Ellsworth  
Armand Duquette                      Biddeford  
Raymond J. Letourneau                      Sanford  
Sidney D. Maxwell                      Jay  
Roger V. Snow, Jr.                      Falmouth

From the House

Dana W. Childs, Ex Officio                      Portland  
  
William S. Beane                      Moscow  
Joseph E. Binnette                      Old Town  
Catherine H. Carswell                      Portland  
Albert E. Cote                      Lewiston  
Kenneth R. Gifford                      Manchester  
David J. Kennedy                      Milbridge  
Emilien A. Levesque                      Madawaska  
Rodney E. Ross, Jr.                      Bath  
Rodney W. Ross                      Brownville

Office of Legislative Research

Samuel H. Slosberg, Director                      Gardiner  
Samuel S. Silsby, Jr., Assistant Director                      Augusta

Office of Legislative Finance

Frederick W. Kneeland, Finance Officer                      Augusta  
Rodney L. Scribner, Assistant Finance Officer                      Augusta

LEGISLATIVE RESEARCH COMMITTEE MEMBERS  
1941-1964

Sam A. R. Albair, Caribou (R'63)  
Earle W. Albee, Portland (R'51; R'53)  
Frederick N. Allen, Portland (R'47; S'49; S'51)

John L. Baxter, Jr., Pittsfield (R'61)  
Harry W. Bearce, Hebron (R'51; R'53)  
Louis D. Bearce, Caribou (R'51)  
David B. Benson, Southwest Harbor (R'63)  
Richard N. Berry, Cape Elizabeth (R'61)  
Earl V. Bibber, Kennebunkport (R'55)  
Jean Charles Boucher, Lewiston (S'41; S'55)  
Ernest A. Boutin, Lewiston (R'43; R'45)  
Harold Bragdon, Perham (R'57; R'59; R'61)  
Albert C. Brewer, Presque Isle (S'51)  
Ezra James Briggs, Caribou (S'59)  
Gordon D. Briggs, Hampden (R'41)  
Carl J. Broggi, Sanford (R'47)  
Ralph D. Brooks, Jr., Yarmouth (S'63)  
Dwight A. Brown, Ellsworth (R'59; S'61; S'63)  
Harry M. Brown, Unity (R'43; R'45; R'47; R'49)

Riley M. Campbell, Guilford (R'51; R'53)  
Miles F. Carpenter, Skowhegan (S'53; S'55; S'57)  
John H. Carter, Bethel (R'51; S'53)  
Arthur H. Charles, Portland (S'59)  
Edward E. Chase, Cape Elizabeth (R'47; R'51; S'51; S'53)  
Dana W. Childs, Portland (R'55; R'57)  
Robert E. Cleaves, Jr., Portland (S'45)  
William R. Cole, Liberty (S'57; S'59; S'61; S'63)  
Samuel W. Collins, Caribou (R'45; R'47; S'51; S'53)  
James A. Connellan, Portland (R'45)  
Lucia M. Cormier, Rumford (R'57; R'59)  
Cleveland P. Curtis, Bowdoinham (R'59)

Earl W. Davis, Harrison (S'57)  
Edward B. Denny, Jr., Damariscotta (S'45; S'47)  
John T. Doughty, Gray (R'43)  
Robert B. Dow, Norway (S'41)  
George G. Downs, Rome (R'43; R'45)  
Lloyd T. Dunham, Ellsworth (R'51)  
Armand Duquette, Biddeford (R'55)

William G. Earles, South Portland (R'59)  
Joseph T. Edgar, Bar Harbor (R'57; R'59)  
E. Perrin Edmunds, Fort Fairfield (S'63)  
Albert B. Elliot, Thomaston (S'43)  
Ross Elliott, Corinth (R'47)  
Albert W. Emmons, Kennebunk (R'57; R'59)  
James S. Erwin, York (S'61)

E. Sam Farwell, Unity (R'41)  
 Norman K. Ferguson, Hanover (S'61; S'63)  
 David W. Fuller, Bangor (R'51)

John E. Gill, South Portland (R'63)  
 Vinal G. Good, Sebago (R'61)

Lynwood E. Hand, New Limberick (R'51; R'53)  
 Percy K. Hanson, Gardiner (R'55)  
 Robert N. Haskell, Bangor (R'45; S'47; S'49; S'55; S'57)  
 John P. Hayward, Jr., Machias (R'47; R'49)  
 Horace A. Hildreth, Cumberland (S'41)  
 Earle M. Hillman, Bangor (S'59; S'61)  
 Samuel A. Hinds, South Portland (S'63)  
 Archie L. Humphrey, Augusta (R'63)

Louis Jalbert, Lewiston (R'47; R'51; R'53; R'63)  
 R. Pierpont Jordan, Saco (R'43)

David J. Kennedy, Milbridge (R'61; R'63)

Alton A. Lessard, Lewiston (S'57; S'59)  
 Roy S. Libby, Caribou (R'41)  
 Seth Low, Rockland (R'51; R'53; S'55)

Robert A. Marden, Waterville (S'61; S'63)  
 Romie L. Marsans, Jr., Monmouth (R'47; R'49)  
 Robert W. Maxwell, Winthrop (R'55; R'57)  
 Sidney D. Maxwell, Jay (R'61)  
 Leroy M. McCluskey, Warren (R'55)  
 Harry B. McKeen, Lovell (R'47; R'49)  
 Robert C. McNamara, Winthrop (R'41)

Linwood E. Palmer, Jr., Nobelboro (R'49)  
 Clarence W. Parker, Sebec (S'55; S'57; S'59)  
 W. Mayo Payson, Portland (R'41; R'43)  
 Lorenzo J. Pelletier, Sanfor (R'41)  
 Roland J. Poulin, Waterville (R'41)  
 George D. Pullen, Oakland (R'51; R'53; R'55)

John H. Reed, Fort Fairfield (S'59)  
 Norman R. Rogerson, Houlton (S'57)  
 Rodney E. Ross, Jr., Bath (R'55; S'57)

Lauren M. Sanborn, Portland (S'43)  
 Brooks E. Savage, Skowhegan (S'45; S'47; S'49)  
 William S. Silsby, Aurora (R'47; R'49)  
 Roy U. Sinclair, Pittsfield (R'51; S'55)  
 Stanley G. Snow, Auburn (R'45)  
 James S. Stanley, Bangor (S'61)  
 Leslie H. Stanley, Hampden (R'55)  
 Lawrence E. Stanwood, Steuben (R'55)  
 Carl M. Stilphen, Rockland (S'59)



Foster F. Tabb, Gardiner (S'51; S'53)  
John E. Townsend, Bangor (S'43)  
Willis A. Trafton, Jr., Auburn (R'55)  
Jarvis L. Tyler, Farmington (R'49)  
Elmont S. Tyndale, Kennebunkport (R'63)

Robert G. Wade, Auburn (R'57; R'59)  
George W. Weeks, South Portland (S'55)  
E. A. Welch, Mars Hill (R'43)  
Bradford S. Wellman, Bangor (R'61; R'63)  
Gilman B. Whitman, Woodstock (R'61)  
J. Hollis Wyman, Milbridge (S'55; S'57; S'59; S'61; S'63)