MAINE STATE LEGISLATURE

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State of Maine

REPORT

OF THE

MAINE COMMISSION ON INTERSTATE COOPERATION



FOR THE PERIOD

January 1, 1945 -- January 1, 1947

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January 1, 1947

TO HIS EXCELLENCY HORACE A. HILDRETH GOVERNOR OF MAINE

In accordance with the provisions of section 39 of chapter 9 of the Revised Statutes of 1944, the Commission on Interstate Cooperation respectfully submits herewith its report for the period January 1, 1945 to January 1, 1947.

Respectfully submitted,

FRANK L. BAKER
CLARENCE S. CROSBY
BURTON M. CROSS
ALBERT A. POULIN
JOSEPH T. SAYWARD
FRANK E. SOUTHARD
JOHN E. TOWNSEND
DAVID H. STEVENS, Chairman
HAROLD I. GOSS, Secretary

COMMISSION ON INTERSTATE COOPERATION AFFILIATED WITH THE COUNCIL OF STATE GOVERNMENTS

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David W. Robinson

Headquarters Office: 1313 East 60th Street Chicago, Illinois Regional Office: 522 Fifth Avenue New York, New York

PUBLICATIONS OF THE COUNCIL

State Government—a monthly magazine

The Book of the States—a biennial manual

MEMBERS OF THE COMMISSION ON INTERSTATE COOPERATION

as of

JANUARY 1, 1947

HORACE A. HILDRETH, GOVERNOR, ex officio GEORGE D. VARNEY, PRESIDENT OF THE SENATE, ex officio GEORGE B. BARNES, SPEAKER OF THE HOUSE, ex officio

Appointed by the Governor

David H. Stevens, State Tax Assessor, Chairman Harold I. Goss, Secretary of State, Secretary Frank E. Southard, Chairman, Public Utilities Commission

Appointed by the President of the Senate

Senator Burton M. Cross, Augusta Senator Joseph T. Sayward, Kennebunk Senator John E. Townsend, Bangor

Appointed by the Speaker of the House

Representative Frank L. Baker, Scarboro Representative Clarence S. Crosby, Farmington Representative Albert A. Poulin, Rumford

REPORT

of the

COMMISSION ON INTERSTATE COOPERATION JANUARY 1, 1945---JANUARY 1, 1947

PERSONNEL

The Commission was created by Chapter 250 of the Public Laws of 1939 (Chapter 9, Revised Statutes 1944) which established a commission of nine regular members, namely: three state officials to be appointed by the Governor, three members of the Senate to be appointed by the President of the Senate and three members of the House of Representatives to be appointed by the Speaker of the House; all of whom continue without interruption to hold the office by virtue of which they are appointed. The Governor, the President of the Senate and the Speaker of the House are ex officio members of the Commission.

Representative Burton M. Cross of Augusta, a member of the Commission on Interstate Cooperation in the House, by election, became a member of the Senate. Representative Joseph T. Sayward of Kennebunk was likewise elected to the Senate and was appointed to the Commission. Senator Lauren M. Sanborn did not seek re-election and Senator Ralph W. Farris automatically ceased to be a member of the Commission by virtue of his election as Attorney-General.

Representative Albert A. Poulin, Rumford, was appointed by the Speaker of the House as a member of the Commission, and Representative Clarence S. Crosby of Farmington was likewise appointed. During the latter part of the 1945 legislative session, Senator Sidney R. Batchelder of York County resigned and Senator John E. Townsend of Bangor was appointed to replace him.

There have been several changes in the Committees of the Commission and a complete list of the membership of these Committees is being made a part of this report.

For convenience, a copy of the original act creating the Commission (Chapter 250 Public Laws of 1939) is also being included in this report.

FUNCTIONS OF THE COMMISSION

The Maine Commission on Interstate Cooperation is one of forty-four similar state commissions which have for their main objective the sponsoring of either reciprocal or uniform legislation in matters of common interest to the states of the Union. All of the various commissions on interstate cooperation are affiliated with the Council of State Governments and assistance from that organization is readily available upon request by the Maine Commission on Interstate Cooperation.

The Council of State Governments, representative of the forty-eight Commissions and Committees on Interstate Cooperation, has three major objectives: (1) to do everything possible to improve state government; (2) to encourage and promote full cooperation among the states in the solution of interstate problems; and (3) to facilitate federal-state relations with respect to common problems and objectives.

Five special national committees of state legislative and administrative officials have been at work during this 1945-47 biennium and are now preparing to submit recommendations. These committees are:

- 1. On Tax and Fiscal Policy: Carrying forward earlier and authoritative work in this field, definite and constructive suggestions for the improvement of state tax structures and fiscal policies in this postwar period will be referred to the states for action.
- 2. On State-Local Relations: This acute postwar problem has been examined from three points of view: (a) the constitutional and statutory provisions in the states which affect the problem; (b) the tax and fiscal relationship existing between the states and their localities; and (c) the functional and administrative situation that exists in the several states. A report, with recommendations, is now being prepared for state consideration and action.
- 3. On Water Resources: A tentative and preliminary report pertaining to the development and use of water resources in interstate river basins, with a suggested course of action for the states, has been prepared.
- 4. **On Insurance:** Federal legislation requiring the states to perfect their regulatory machinery in the insurance field or face the loss of this administrative function to federal agencies has caused a special committee of the Council to assemble and analyze the great quantities of information published in this field for use by state agencies.

5. On Legislative Processes and Procedures: All states have indicated a substantial interest in the modernization of their legislative organizations. A comprehensive report covering recent trends and practices has been prepared and will be available for state consideration during the forty-four legislative session of 1947.

National programs affecting airports, veterans, public works, social security, education, taxation, control of lands, surplus property, have required the attention of the states joint agency during the past two years and will continue to command its interest in the direction of strengthening a federal-state cooperative plan of administering national programs.

A suggested program of state legislation has been prepared for 1947, including:

- 1. Channeling of Federal Airport Funds Act
- 2. Municipal Airports Act
- 3. Hospital Survey and Construction Act
- 4. Investments in Securities of the International Bank Act
- 5. Act Relating to Minority of Veterans
- 6. Second Injury Fund Act Amendment
- 7. State School Lunch Act

These and other proposals as developed and proposed by the Council's Drafting Committee will be placed before the state legislatures in 1947.

Regional activities, the conservation of fish and fisheries (through the Atlantic States Marine Fisheries Commission), highway and motor vehicle problems, social welfare activities, alcoholic beverage control, these and similar fields of interest, continue to develop and progress toward solution through the medium of interstate cooperation.

ACTIVITIES OF THE COMMISSION

Since the Maine Commission on Interstate Cooperation was established in 1939, it has sponsored several legislative measures recommended by the Council of State Governments. The Commission has also undertaken to assist the Commissioners on Uniform Legislation in securing the passage of uniform legislation recommended by both the Council of State Governments and the Commissioners on Uniform Legislation of this State and other States. There have been several measures of interest from an interstate cooperation standpoint which have been enacted by the State of

Maine Legislature and not specifically sponsored by the Commission on Interstate Cooperation. For convenience, there is listed again as part of this report the title and legal reference of the laws now on the statute books of the State of Maine which are of interest from the standpoint of interstate cooperation.

Several legislative measures recommended by the Council of State Governments were adopted by the 92nd Maine Legislature, as follows:

Motor Truck Reciprocity	Chapter 342, Laws of 1945
Veterans Service Officer	Chapter 40, Laws of 1945,
	and also Administrative Order
	of the Department of Health
	and Welfare
Survey of Hospitals and Health Centers.	Chapter 223, Laws of 1945
Proof of Wills	Chapter 18, Laws of 1945
Enrichment of Flour	Chapter 349, Laws of 1945
Evidence of Death	Chapter 312, Laws of 1945
Purchase of Federal Surpluses	Chapter 266, Laws of 1945

CONCLUSION

During the past biennium, the Forestry Department of the State of Maine and the Bureau of Taxation have continued to carry on studies in connection with the effect of forest cutting regulations and forest land taxation. While no legislation was sponsored by the Commission on Interstate Cooperation during the 92nd Legislature in regard to forest conservation, the Commission did endorse the work done during the previous biennium by Commissioner Raymond Rendall of the Forestry Department and suggested additional information be obtained about this all-important subject. No doubt legislation should be originated during the 93rd Legislature to make a start at least in the matter of bringing about forest conservation in the State of Maine.

Another very important source of income to the citizens of the State is the fisheries industry. The Commission on Interstate Cooperation should, without a doubt, continue to give such assistance as may be possible to the Atlantic States Marine Fisheries Commission, an organization sponsored by the Council of State Governments and made up of those States on the eastern seaboard, which has for its purpose the advancement of better regulations and knowledge of fisheries. This subject is of particular importance to the State of Maine and one that should receive every consideration.

Problems in connection with social welfare and relief will no doubt be intensified as income payments and productivity slack off. Attention should be given to the effect of these problems from the interstate standpoint and more particularly to the growing trend that settlement should be abandoned in the distribution of general relief.

The State of Maine seems to be in conformity in the matter of its relations with other states in the field of highway and motor vehicle transportation. Legislation should be originated to be placed on the statute books

of the state, permission to extend from 40 ft. to 45 ft. the maximum length of tractor-trailer motor truck combinations. The 45 ft. length is now permitted through Executive Order dated August 18, 1942, and still in effect.

The Maine Commission on Interstate Cooperation is grateful for the help and assistance of David W. Robinson, Regional Representative of the Council of State Governments and also to the staff of the Council of Governments and the various administrative officers of the State of Maine as well as the members of the various Commissions on Interstate Cooperation in the Northeastern region.

Respectfully submitted,

DAVID H. STEVENS, Chairman

COMMITTEE ASSIGNMENTS OF THE COMMISSION ON INTERSTATE COOPERATION, STATE OF MAINE AS OF JANUARY 1, 1947

1. Motor Vehicle Problems:

Hon. Frank E. Southard, Chairman Public Utilities Commission Augusta, Maine

Representative Clarence S. Crosby Maine State Legislature 117 High Street Farmington, Maine

2. Safety Education:

Hon. Harold I. Goss Secretary of State Augusta, Maine

Senator Joseph T. Sayward Maine State Legislature Kennebunk, Maine

3. Traffic Regulation and Control:

Hon. Ralph Sawyer, Traffic Engineer State Highway Department Augusta, Maine

Representative Albert A. Poulin Maine State Legislature 218 Knox Street Rumford, Maine

4. Highway and Bridge Program:

Hon. Lucius D. Barrows, Chief Engineer State Highway Department Augusta, Maine 5. Uniform Highway and Motor Vehicle Legislation:

Senator Burton M. Cross Maine State Legislature Augusta, Maine

6. Agriculture:

Hon. A. K. Gardner Commissioner of Agriculture Augusta, Maine

Hon. Earl P. Osgood, Chairman Milk Control Board Fryeburg, Maine

7. Social Welfare and Relief:

Doctor Leverett D. Bristol, M.D. Commissioner of Health & Welfare Augusta, Maine

Senator Lee C. Good Maine State Legislature Monticello, Maine

8. Liquor Control Problems:

Senator John E. Townsend Maine State Legislature 64 Royal Road Bangor, Maine

Hon. E. A. Stover, Member Maine State Liquor Commission Augusta, Maine

CHAPTER 250 PUBLIC LAWS 1939

AN ACT to Establish an Unpaid Commission to Facilitate the Cooperation of this State with other States.

BE IT ENACTED BY THE PEOPLE OF THE STATE OF MAINE AS FOLLOWS:

Sec. 1. MAINE COMMISSION ON INTERSTATE CO-OPERATION, established. There is hereby established the Maine commission on interstate cooperation. The commission shall be composed of 9 regular members, namely: 3 state officials to be appointed by the governor, 3 members of the senate to be appointed by the president of the senate, and 3

members of the house of representatives to be appointed by the speaker of the house of representatives. The governor, the president of the senate and the speaker of the house of representatives shall be ex officio members of the commission.

- Sec. 2. TENURE OF OFFICE. The members appointed by the governor shall hold office as members of the commission so long as they shall continue to hold the respective state offices by virtue of which they shall have been appointed. The members appointed from the senate shall hold office as members of the commission so long as they shall continue without interruption to be members of the senate and the members appointed from the house of representatives shall continue to hold office as members of the commission so long as they shall continue without interruption to be members of the house of representatives.
- Sec. 3. ORGANIZATION AND PROCEDURE. The commission shall organize by the choice of one of its members to be its chairman and of one of its members to be its secretary. The commission may enact such rules governing its procedure and the conduct of its affairs not inconsistent with law as it may see fit.
- Sec. 4. FUNCTIONS OF THE COMMISSION. It shall be the function of this commission:
- (1) To carry forward the participation of this state as a member of the Council of State Governments.
- (2) To encourage and assist the legislative, executive, administrative and judicial officials and employees of this state to develop and maintain friendly contact by correspondence, by conference, and otherwise, with officials and employees of other states, of the federal government and of local units of government.
- (3) To endeavor to advance cooperation between this state and other units of government whenever it seems advisable to do so by formulating proposals for, and by facilitating:
 - (a) The enactment of uniform or reciprocal statutes.
 - (b) The adoption of uniform or reciprocal administrative rules and regulations.
 - (c) The informal cooperation of governmental offices with one another.
 - (d) The personal cooperation of governmental officials and employees with one another, individually.

- (e) The interchange and clearance of research and information, and
- (f) Any other suitable process.
- (4) In short, to do all such acts as will, in the opinion of this commission, enable this state to do its part in forming a more perfect union among the various governments in the United States and in developing the Council of State Governments for that purpose.
- Sec. 5. COMMISSION TO FORM CERTAIN COMMITTEES. The commission shall have power to establish such delegations and committees as it deems advisable (whose members may or may not be made up from the members of the commission, from state officials or from private citizens), such delegations or committees to be charged with the duty of conferring and formulating proposals concerning effective means to secure interstate harmony and of performing such other functions for the commission as it may from time to time require.
- Sec. 6. REPORTS: TO SERVE WITHOUT COMPENSATION. The commission shall report to the governor within 15 days after the convening of each regular legislative session, which report shall be transmitted by the governor to the legislature, and it may report to the governor at such other times as it deems appropriate. Its members and the members of all delegations and committees which it establishes shall serve without compensation for such service.
- Sec. 7. OTHER STATES TO BE NOTIFIED. The secretary of state shall forthwith communicate the text of this measure to the governors of the several states of the union.

APPROVED APRIL 19, 1939

INTERSTATE CONFERENCES

1945-1947

Arranged by the Council of State Governments and attended by representatives of the Maine Commission on Interstate Cooperation.

January 17, 1945

Board of Managers, Council of State Governments: To discuss pending matters of interest to the states as affected by wartime activities and restrictions. Hotel Jefferson, St. Louis, Missouri.

Attendance from Maine

None

August 14, 1945

Chairman, Commissions on Interstate Cooperation, Northeastern States: To hear reports on state, interstate, regional, and federal-state war and postwar activities and to discuss future plans. Hotel Roosevelt, New York City.

Attendance from Maine None

November 16-17, 1945

Annual Meeting, Board of Managers, Council of State Governments: To consider and act upon reports prepared during 1945; to discuss and decide questions of policy and activity for 1946. Hotel Stevens, Chicago, Illinois.

Attendance from Maine None

December 21, 1945

Pre-Legislative Session Conference, Northeastern and Middle Atlantic States: To review and discuss specific drafts of suggested state legislation as recommended for consideration by the Council's Drafting Committee and by regional continuing committees and agencies. State House, Trenton, New Jersey.

Attendance from Maine

Representative Frank L. Baker Senator Burton M. Cross Representative Clarence C. Crosby

January 18-19, 1946

Eighth Eastern States Conservation Conference: To discuss the need for a unified program of use, development, and control of land and water resources; and the tentative conclusions and recommendations of the Council's Committee on Water Resources. Statler Hotel, Boston, Mass.

Attendance from Maine

Representative Frank L. Baker
Representative Clarence S. Crosby
Senator Burton M. Cross
Attorney-General Ralph W. Farris
J. Elliott Hale, Bureau of Health
Representative Albert A. Poulin
Senator Joseph T. Sayward
Frank E. Southard, Sanitary Water Board
David H. Stevens, State Tax Assessor
Miner R. Stackpole, Public Utilities Commission

February 14-15, 1946

Eleventh Regional Conference on Highway and Motor Vehicle Problems: To review the pre-war program of uniformity and reciprocity developed by the Conference, to bring that program up-to-date, and to decide upon the steps necessary to bring that program to completion through adoption by the conference states. Hotel Roosevelt, New York City.

Attendance from Maine

Representative Frank L. Baker John C. Burnham, Highway Department Representative Clarence S. Crosby Representative Albert A. Poulin

March 12, 1946

Regional Continuing Committee on Social Welfare: To discuss and decide on those features of the federal Social Security Act that the states in the region would like to have amended in the light of their administrative experience. State Capitol, Harrisburg, Pennsylvania.

Attendance from Maine

Senator Lee C. Good Frank Haines, Bureau of Social Welfare

August 16, 1946

Conference of Employment Security Directors: To discuss the impending return of the Employment Services to the states and to determine ways and means of strengthening such state administration. Hotel Roosevelt, New York City.

Attendance from Maine

Robert J. Faulkner, Unemployment Compensation Commission

August 17, 1946

Conference of Legislative Reference Bureau Directors: To discuss a new, improved program of state legislative reporting to be instituted, during 1947, in cooperation with the Library of Congress. Hotel Roosevelt, New York City.

Attendance from Maine None

September 5, 1946

New England Conference of Administrators of the Interstate Compact for the Supervision of Parolees and Probationers: To discuss the procedures and policies developing under the administration of the compact. Hotel Atlantis, Kennebunk Beach, Maine.

Attendance from Maine

Harrison C. Greenleaf. Administrator

November 14-15, 1946

Pre-Legislative Session Conference, Northeastern and Middle Atlantic States: To review and discuss specific drafts of suggested state legislation as recommended for consideration by the Council's Drafting Committee and by the regional continuing committees and agencies. State House, Trenton, New Jersey.

Attendance from Maine

Lillian Nash, Bureau of Health Representative Frank L. Baker Representative Albert A. Poulin

LEGISLATION RECOMMENDED BY THE COUNCIL OF STATE GOVERNMENTS ADOPTED BY THE MAINE LEGISLATURE

ORIGINAL LAW	PRESENT LAW
Chapter 4, Laws of 1939	Chapter 23, RS 1944
Chapter 7, Laws of 1939	Chapter 138, RS 1944
Chapter 9, Laws of 1939 Chapter 251, Laws of 1941 Chapter 319, Laws of 1941 (Passed Special Session of 1942) Chapter 202, Laws of 1943 Chapter 294, Laws of 1943 Chapter 354, Laws of 1943 Chapter 314, Laws of 1941 (Passed Special Session 1942) Chapter 225, Laws of 1943	Chapter 139, RS 1944 Chapter 62, RS 1944 Chapter 34, RS 1944 Chapter 22, RS 1944 Chapter 27, RS 1944 Chapter 124, RS 1944 Chapter 314, Laws of 1941 Chapter 225, Laws of 1943 Maine laws comply with permissible sizes and weights for Motor Trucks, except in the matter of length of vehicle. Executive Order of Governor, issued Aug. 18, 1942, permits vehicle length of 45 feet, rather than 40 feet length called for in law. Executive Order issued under provisions of Chapter 305, Laws of 1941. (Passed Special Session of 1942).
	Chapter 4, Laws of 1939 Chapter 7, Laws of 1939 Chapter 9, Laws of 1939 Chapter 251, Laws of 1941 Chapter 319, Laws of 1941 (Passed Special Session of 1942) Chapter 202, Laws of 1941 Chapter 294, Laws of 1943 Chapter 354, Laws of 1943 Chapter 314, Laws of 1941 (Passed Special Session 1942)

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WAR LEGISLATION RECOMMENDED BY COUNCIL OF STATE GOVERNMENTS AND ADOPTED BY STATE LEGISLATURE

NAME OF ACT	ORIGINAL LAW	PRESENT LAW
State Council of Defense and Civilian Defense	Chapter 308, Laws of 1939 (Special Session of 1940)	Chapter 12 and 21, RS 1944
	Chapter 305, Laws of 1941 (Passed Special Session 1942)	and Chapter 305, Laws of 1941
Sabotage Prevention	Chapter 237, Laws of 1941	Chapter 237, Laws of 1941
State Guard	Chapter 7, Laws of 1941	Chapter 12, RS 1944
Air-Raid Precautions	Chapter 305, Laws of 1941 (Passed Special Session 1942)	Chapter 305, Laws of 1941
Fire Defense Mobilization	Chapter 305, Laws of 1941 (Passed Special Session 1942)	Chapter 305, Laws of 1941
Acceptance of Federal Grants	Chapter 315, Laws of 1941 (Passed Special Session 1942)	Chapter 12, RS 1944
Emergency War Powers	Chapter 305, Laws of 1941 (Passed Special Session 1942)	Chapter 305, Laws of 1911
Military Traffic Control	Chapter 305, Laws of 1941 (Passed Special Session 1942)	Chapter 305, Laws of 1911
Establishment of Aeronautics Commission	Chapter 236, Laws of 1941	Chapter 21, RS 1944
Airport Acquisition	Chapter 173, Laws of 1941	Chapter 21, RS 1944
Speed Limits Adjustment	Chapter 305, Laws of 1941 (Passed Special Session 1942)	Chapter 305, Laws of 1941
Airport Zoning	Chapter 142, Laws of 1941	Chapter 21, RS 1944

	NAME OF ACT	ORIGINAL LAW	PRESENT LAW
	Second Injury	Chapter 272, Laws of 1943	Chapter 26, RS 1944
	Temporary Licensing of Physicians	Chapter 273, Laws of 1943	Chapter 273, Laws of 1943, and Chapter 61, RS 1944
	Establishment of Post-War Planning Commission	Chapter 353, Laws of 1943	Chapter 353, Laws of 1943
	Local War Housing Centers	Chapter 260, Laws of 1943	Chapter 260, Laws of 1943
	State Post-War Reserve Fund and Planning	Chapter 353, Laws of 1943	Chapter 353, Laws of 1943
	Local Post-War Reserve Fund and Planning	Chapter 262, Laws of 1943	Chapter 80, RS 1944
	Acknowledgments	Chapter 170, Laws of 1943	Chapter 154, RS 1944
	Investment of Public Funds	Chapter 192, Laws of 1943	Chapter 15, RS 1944
	Unauthorized Wearing of Military Uniforms		Chapter 12, RS 1944
	19	•	
	Motor Truck Reciprocity	Chapter 342, Laws o	f 1945
-	Veterans Service Officer	Chapter 40, Laws of 1945, and also Administrative Order of the Department of Health and Welfare Chapter 223, Laws of 1945	
	Survey of Hospitals and Health Centers		
	Proof of Wills	Chapter 18, Laws of	1945
	Enrichment of Flour	Chapter 349, Laws o	f 1945
	Evidence of Death	Death Chapter 312, Laws of 1945	
	Purchase of Federal Surpluses	Chapter 266, Laws o	f 1945

UNIFORM LEGISLATION ADOPTED BY MAINE LEGISLATURE

NAME OF ACT	ORIGINAL LAW	PRESENT LAW
Bills of Lading	Chapter 257, Laws of 1917	Chapter 172, RS 1944
Criminal Extradition	Chapter 124, Laws of 1929, and Chapter 10 of Laws of 1939	Chapter 139, RS 1944
Declaratory Judgments	Chapter 233, Laws of 1941	Chapter 95, RS 1944
Flag Act	Chapter 158, Laws of 1919	Chapter 1, RS 1944
Judicial Notice of Foreign Law	Chapter 75, Laws of 1939	Chapter 100, RS 1944
Negotiable Instruments	Chapter 257, Laws of 1917	Chapter 174, RS 1944
Sales	Chapter 191, Laws of 1923	Chapter 171, RS 1944
Simultaneous Death	Chapter 111, Laws of 1941	Chapter 156, RS 1944
Stock Transfer	Chapter 266, Laws of 1943	Chapter 49, RS 1944
Transfer of Dependents	Chapter 188, Laws of 1933	Chapter 22, RS 1944
Veterans' Guardianship	Chapter 131, Laws of 1929	Chapter 146, RS 1944
Warehouse Receipts	Chapter 143, Laws of 1917	Chapter 173, RS 1944

^{*}See Page 17 for uniform law relating to Out-of-State Witnesses and Narcotic Drug.