

MAINE STATE LEGISLATURE

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LEGISLATIVE RECORD

OF THE

Seventy-Eighth Legislature

OF THE

STATE OF MAINE

1917

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HOUSE.

Wednesday, Feb. 14, 1917.

The House met according to adjournment and was called to order by the Speaker.

Prayer by the Rev. Mr. Cochrane of Hallowell.

Journal of previous session read and approved.

Papers from the Senate disposed of in concurrence.

Senate Bills in First Reading

Senate 130. An Act to amend Chapter 419 of the Private and Special Laws of 1897, as amended by Chapter 155 of the Private and Special Laws of 1899 and by Chapter 308 of the Private and Special Laws of 1901 and by Chapter 387 of the Private and Special Laws of 1907, entitled "An Act to incorporate the Penobscot East Branch Log Driving Company."

Senate 131. An Act authorizing the Songo River Line, Inc., formerly known and called the Sebago Lake, Songo River and Bay of Naples Steamboat Co., to construct and maintain wharves at East Sebago and Long Beach, so-called, both in the town of Sebago in the county of Cumberland.

A communication was received from the Senate, through its secretary, proposing a joint convention of the two branches of the Legislature to be held in the hall of the House of Representatives at 11 o'clock in the forenoon today for the purpose of receiving a communication from His Excellency, the Governor.

On motion by Mr. Barnes of Houlton, the House voted to concur in the resolution for a joint convention.

On further motion by Mr. Barnes, the clerk of the House was charged with a message to the Senate signifying the concurrence of the House in the proposition for a joint convention.

The clerk of the House subsequently reported that he had discharged the duty assigned him.

The following bills, resolves and pe-

titions were presented and, on recommendation of the committee on reference of bills, were referred to the following committees:

Inland Fisheries and Game.

By Mr. Largay of Bangor: Remonstrance of L. R. Moore of Hampden and 21 others against the passage of the so-called resident hunters' license law.

By Mr. Conary of Bucksport: Petition of A. H. Snow and 66 others, favoring the repeal of Section 50 of Chapter 277 of the Public Laws of 1915, relating to Sunday hunting; also petition of C. M. Wilson and others in favor of same; also petition of H. L. Anderson and 26 others in favor of same.

By Mr. Ellis of Gardiner: Remonstrance of Herbert S. Dow and 25 others protesting against the passage of House Document No. 44, being An Act to repeal Section 73 of Chapter 33 of the Revised Statutes, relating to Sunday being a closed season for game and birds.

By Mr. Garcelon of Auburn: Remonstrance of Charlotte E. Furbush and others against same.

By Mr. Jennings of Wayne: Remonstrance of M. W. Martin and 40 others against same.

By Mr. Sawyer of Madison: Remonstrance of William Wood and 53 others against same.

By Mr. Lenfest of Manchester: Remonstrance of A. C. Townsend and nine others against same.

By Mr. Snow of Mars Hill: Remonstrance of B. F. Pierce and 22 others against same.

By Mr. Conary of Bucksport: Remonstrance of Henry W. Webb and 27 others against same.

By Mr. Nicholas of Eastport: Remonstrance of Robinson Flagg and six others against same.

Placed on File.

By Mr. Coffin of Freeport: Petition of Mary B. Coffin and 55 others in favor of women's suffrage.

Legal Affairs.

By Mr. Murray of Bangor: An Act to amend Paragraph 1 of Section 4 of Chapter 72 relating to the appointment of guardians. (500 copies ordered printed.)

By Mr. Wilson of Portland: An Act to amend Section 25 of Chapter 30 of the Revised Statutes, relating to inspector of buildings. (500 copies ordered printed.)

Mercantile Affairs and Insurance.

By Mr. Wilson of Portland: An Act to amend Section 8 of Chapter 53 of the Revised Statutes, relative to proceedings in case parties fail to agree as to amount of loss. (1000 copies ordered printed.)

Pensions

By Mr. Clason of Lisbon: An Act to simplify the method of payment of State pensions.

Sea and Shore Fisheries.

By Mr. Largay of Bangor: An Act to amend Section 73 of Chapter 45 of the Revised Statutes, relating to salmon, shad, bass and alewife fishing. (500 copies ordered printed.)

Temperance

By Mr. Allan of Portland: An Act additional to Chapter 127 of the Revised Statutes, relating to the enforcement of the law against the sale of intoxicating liquors. (1000 copies ordered printed.)

By Mr. Bragdon of Westbrook: An Act to amend Sections 1, 2 and 4 of Chapter 23 of the Revised Statutes, relating to nuisances. (1000 copies ordered printed.)

By Mr. Barnes of Houlton: An Act providing for sentence at the term of conviction and to give the court discretion in the matter of sentence. (1000 copies ordered printed.)

By the same gentleman: An Act to amend Sections 70 and 71 of Chapter 57 of the Revised Statutes, authorizing persons in charge of railroad property to arrest offenders and for other purposes. (1000 copies ordered printed.)

By Mr. Pattee of Harmony: An Act to amend Chapter 127 of the Revised Statutes, to make plain the penalties imposed under certain sections thereof. (1000 copies ordered printed.)

Orders.

On motion by Mr. Barnes of Houlton it was

Ordered, the Senate concurring, that the act entitled "An Act relating to widows' allowance" be recalled from the judiciary committee.

Mr. Speirs of Westbrook presented the following order:

Ordered, that a committee of three be appointed by the Speaker, and authority is hereby given said committee to purchase for the House of Representatives new desks and chairs of good quality and modern design and to have them installed by the superintendent of public buildings as soon as practicable. The superintendent of public buildings is hereby authorized to sell at the close of the final session this year the old desks and chairs at the best obtainable price. Before selling the desks and chairs in the market, the superintendent of buildings shall give to each member the option to purchase the desk and chair assigned to him at this session at the market price.

Mr. EMERSON of Lewiston: Mr. Speaker, I endorse the order presented by Mr. Speirs of Westbrook and second the motion that the order have a passage. The order received a passage.

Reports of Committees

Mr. Barnes from the committee on judiciary reported "ought to pass" on bill, An Act to establish the Presque Isle municipal court.

Same gentleman from same committee reported "ought to pass" in a new draft, under same title, on bill, An Act to amend Chapter 195 of the Private and Special Laws of 1887, entitled "An Act to amend an act incorporating the city of Waterville."

Mr. Dutton from the committee on mercantile affairs and insurance reported "ought to pass" on bill, An Act relating to retiring of guaranty title of a mutual fire insurance company.

The reports were accepted and the several bills ordered printed under the joint rules.

First Reading of Printed Bills and Resolves

House 252. An Act to amend Section 45 of Chapter 64 of the Revised Statutes, relating to the care and custody of minors.

House 251. An Act to authorize the York Shore Water Co. to acquire and own certain local securities.

House 250. An Act to amend Section 12 of Chapter 43 of the Private

and Special Laws of Maine, 1899, entitled "An Act to establish the Rumford Falls municipal court."

House 249. An Act to amend Section 100 of Chapter 52 of the Revised Statutes, relating to loan and building associations.

House 248. An Act to amend Section 75 of Chapter 4 of the Revised Statutes, relating to free public libraries.

House 247. An Act relating to librarians receiving instruction.

House 246. An Act to establish a Legislative Reference Bureau in the State library.

House 245. An Act relating to State stipend for support of public library.

Passed to be Engrossed

Senate 112. An Act to legalize and make valid the proceedings of the annual school meeting of the city of Augusta.

Senate 119. An Act to amend Section 19 of the charter of the Kennebec Log Driving Co. as amended by Chapter 171 of the Private and Special Laws of 1879.

House 193. An Act to legalize and confirm the incorporation and doings of the Congregational Church Society of Litchfield, Maine.

House 194. An Act to extend the charter of the Quebec Extension Railway Co.

Mr. ROUNDS of Portland: Mr. Speaker, I would like to have the report lie on the table pending acceptance.

The SPEAKER: The Chair would inquire of the gentleman from Portland whether he wishes the report tabled or whether the report should be accepted and the bill tabled.

Mr. ROUNDS: I want the bill to lie on the table; I don't care much about the report.

On motion by Mr. Rounds, the bill was tabled pending its third reading.

House 195. An Act to extend the time in which the Maine Title Guarantee Co. is authorized to commence business.

Passed to be Enacted

An Act to amend the charter of the Fryeburg Water Co. by granting cer-

tain additional powers and ratifying and confirming certain acts of said corporation.

An Act to amend Section 5 of Chapter 83 of the Revised Statutes relating to the term of the county commissioners' court in Washington county.

An Act providing for a State paper. An Act to amend Section 19 of Chapter 52 of the Revised Statutes, relating to compensation of trustees for savings banks.

An act amending Section 26 of Chapter 52 of the Revised Statutes, relating to duplicate books of deposit issued by savings banks and trust companies.

An Act to amend Section 72 of Chapter 62 of the Revised Statutes relating to increase of capital stock of trust companies.

An Act to enable Forest Hill Cemetery Association to convey its real estate and personal property to the inhabitants of Bridgton, as body corporate and to dissolve said association.

Finally Passed

Resolve reimbursing the State Legislative printer for over-time work.

Resolve in favor of the 12th Company, C. A. C., N. G. S. M., on account of Presidential Inauguration.

Orders of the Day

On motion by Mr. Jordan of Baileyville, House Report on committee on ways and bridges, reporting "ought not to pass" on House Document No. 7, Resolve in favor of the town of Talmadge, in Washington County, for the purpose of building a road, was taken from the table and on further motion by the same gentleman, the report of the committee was accepted.

On motion by Mr. Jordan of Baileyville, House Report of the committee on ways and bridges, reporting "ought not to pass" on House Document No. 9, Resolve in favor of relocation of a portion of the Houlton Road, in the town of Baileyville, county of Washington, was taken from the table and on further motion by the same gentleman was recommitted to the committee on ways and bridges.

Mr. DEARTH of Dexter: Mr. Speaker, Senate Bill No. 7, authorizing Jew-

clers to sell property uncalled for, and left with them, has been reported by the committee to this House and the report has been accepted. The committee desires to have the bill recommitted for further consideration. I therefore move that the House reconsider its vote whereby the report of the committee was accepted.

The SPEAKER: The Chair would inquire of the gentleman from Dexter, Mr. Dearth, whether that was a Senate report or a House report. Did we concur with the Senate in that?

Mr. MURRAY of Bangor: Mr. Speaker, I think I can inform the Chair that that was a bill introduced by Senator Butler of Knox.

The SPEAKER: Then it is a Senate report. The Chair is of the opinion that as long as it is a Senate bill, the motion should be to recall the report and the bill from the Senate, and then we will be competent to act.

Mr. DEARTH: Mr. Speaker, I will state that this same action is to be taken in the Senate this morning.

The SPEAKER: It occurs to the Chair that this being a Senate bill, the House is not competent to take any action on it until the bill comes to us.

Mr. DEARTH: Mr. Speaker, I agree with the Chair and withdraw my motion, and will wait for concurrence.

On motion by Mr. Baxter of Portland, Resolve proposing an amendment to the Constitution granting suffrage to women upon equal terms with men, was taken from the table.

Mr. BAXTER: I move, Mr. Speaker, that the resolve be given its first reading, and I also want to suggest that we assign this resolve for final action for a week from today, that is, on Wednesday, the 21st day of February. This matter has been before this Legislature for a month, and it seems to me that there has been ample time for careful consideration of it. I understand there are some members here who would like to postpone action on this matter until two weeks from today. I can see

no reason, however, for doing this. As I understand, on resolves of this sort which provide for a Constitutional amendment, a two-thirds vote is usually taken at the time of its final passage, and that through the various steps up to that time a majority vote only is necessary. Consequently, in moving that this be given its first reading, I understand it only requires a majority vote. I can see no reason for postponing this matter, and I doubt whether any members here can receive any further information or light on it, and I hope that we can give this matter progress today. In the ordinary course of procedure, it would be given its second reading tomorrow, then it would be printed and brought back here the first of the week and then laid on the table until next Wednesday, the 21st. I do not desire to ask for any hasty action in this matter, but it seems to me that, if we are ever going to settle these questions, we ought to begin pretty soon, as this is the seventh week of the Legislature. This is a very important question and, in my opinion, should be settled now, instead of leaving it two weeks more when matters will begin to pile in here and of necessity cannot receive the careful attention which they deserve.

The SPEAKER: The Chair understands the motion of the gentleman from Portland (Mr. Baxter) to be on the acceptance of the report. His first motion was to take from the table. The next question would be the acceptance of the report.

Mr. BAXTER: That is correct, Mr. Speaker. I thought the report was accepted yesterday, but that is the first step necessary, of course. I move that it be given its first reading at the present time.

The SPEAKER: The Chair will inform the gentleman that if the report is accepted, it would be in order to give it its first reading this morning. The gentleman from Portland, Mr. Baxter, moves that the report be accepted.

Mr. MURRAY of Bangor: Mr. Speaker, as I understand, the motion is first that it be taken from the table.

The SPEAKER: That motion has been carried.

Mr. MURRAY: I meant to speak on it, but Mr. Baxter was still standing and I sat down. Isn't it debatable whether or not it shall be taken from the table?

The SPEAKER: It is debatable. Perhaps the Chair erred in not recognizing the gentleman from Bangor, Mr. Murray.

Mr. MURRAY: Perhaps what I am about to say can be said on this motion as well as any other. I am placed in a peculiar position. I do not know whether I am speaking for a party or an individual. If I am speaking for an individual, it can be distinguished by my remarks who the individual is. I am much interested in this measure as an individual. I am expecting to receive at any moment a telephone message to go to Bangor. Court is in session there. If I go, I do not know when I can get back. I may get back Monday, Tuesday and perhaps not until Wednesday, and I do not want to be placed in the position—that is what embarrasses me—of asking this Legislature, if it is unfair, to wait for me at all. Now, I am placed in another position. Fortunately, or unfortunately, I was elected to lead the Democratic party on the floor. We have not caucused on this matter, and I do not know what their intention is as to making this a party measure. If I am called away, I will be unable to be present at any meeting which they hold. I think if I were present I would be in a position to arrange matters so we need not fight this measure all along the line. To be brief, I think if the majority—I realize that if they make this particular motion a party measure, and I am speaking for the Democrats, I say if I am—then we are hopelessly swamped; but I appeal to their spirit of fairness. While I do not agree with the Republican party in many things, I have always found its members fair. Now I would appreciate very much if that date were changed from Wednesday to a week from Wednesday. As I say, we may be in a position to bring the matter nearer to a conclusion by doing that; and, if it is fair, I ask the gentleman to sustain me; if it is not, I do not ask it.

Mr. BERRY of Waterville: Mr. Speaker, I want to heartily agree with all that the last speaker has said. I also want to call the attention of the members of this House to the fact that the Governor's ball, as I understand it, takes place on the 22nd of February. It is a well known fact that at that time we entertain our lady friends, if you please, and that on Wednesday, the day before, there will be a number of ladies present. I feel that it is an inopportune time to take up this measure. It is an amendment of the Constitution of the State of Maine. It is an important measure submitted early in this House, and, while it has had its hearing before the committee, as you all know the crowded condition prevented many members of this House from hearing the arguments either for or against. I realize fully that most of your minds are made up, but in all fairness I believe this matter should not be hastened or hurried. Therefore, I approve the fixing of the date on February 28, and I hope that we may take no hasty action at this time.

The SPEAKER: The pending question is on the acceptance of the report. This discussion has rather developed into a question of whether or not it should be taken from the table. Of course that motion is not debatable, but the acceptance of the report is debatable.

Mr. BUSSAEBARGER of Lubec: Mr. Speaker, I heartily agree with the gentleman from Portland (Mr. Baxter) in every remark that he has made regarding this bill. A full public hearing was had in this House some days ago. If any member of this honorable body did not attend that hearing, it was his own fault, I believe. I stood in the rear of the House and heard every word of it. I believe the arguments were fully made on every side, and I see no reason why we should delay this matter. I am not the floor leader of the minority party, but I believe I voice the sentiments of a large majority of the rank and file, as well as the leaders of the Democratic party, not only in this State but in the nation, in saying that this is not a party meas-

ure. We Democrats should not forget that our national convention last June in St. Louis, resolved in favor of equal suffrage for woman as well as man, state by state, and not only did the convention stand for it, but our great leader in the White House left his busy cares and the burdens of the day and journeyed back to his native state to vote for equal suffrage for women. I know, gentlemen, the object of this delay. I am not afraid of any fight made in the open, but there is a fight being made in the corridors, and I am here to protect my weak Democratic brother for I am my brother's keeper, and I heartily concur in seconding the motion of the gentleman from Portland.

Mr. BREWSTER of Portland: Mr. Speaker, I move that the question now be put.

The question being on the acceptance of the report,

A viva voce vote being taken,

The report was accepted.

The resolve was then given its first reading.

Mr. ROUNDS of Portland: Mr. Speaker, I move you that it lie on the table pending its second reading.

Mr. BAXTER of Portland: Mr. Speaker, I trust that the motion of the gentleman from Portland, Mr. Rounds, will not prevail; otherwise it will defeat the purposes of the vote which we have just taken. I believe all the members of the House understand the situation. They will appreciate the fact that the question of laying on the table is simply to defeat the wishes of the House.

At this point the Senate came in and a joint convention was formed.

IN CONVENTION.

(The President of the Senate assumed the chair.)

On motion by Senator Davies of Cumberland it was

Ordered, that a committee be appointed for the purpose of informing the Governor that the two branches of the Leg-

islature are in convention assembled in the hall of the House of Representatives for the purpose of receiving any communication he may wish to make.

The chairman thereupon appointed as members of such committee Senator Davies of Cumberland and Messrs. Buzzell of Belfast and Murray of Bangor.

Subsequently Senator Davies from the committee reported that the Governor conveyed his thanks to the convention and desired the committee to say that he will wait upon the convention forthwith.

The report was accepted.

The Governor and Council then entered the hall of the House of Representatives.

THE GOVERNOR'S ADDRESS.

Governor Miliken then addressed the convention as follows:

Gentlemen of the Legislature:

I have sought this opportunity of presenting to you in detail a complete financial program showing available cash resources on hand January first, 1917; revenue which may reasonably be expected during each of the years, 1917 and 1918, with no change in existing laws; increase of revenue which will be available if certain proposals regarding taxation are enacted into law, and expenditures recommended for all necessary public purposes and for those charitable and educational institutions which have been accustomed to receive aid from the State and which filed their requests with the State Auditor on or before the first Monday in December in accordance with the law.

Before proceeding to a discussion of the estimates themselves, allow me to recall briefly to your attention some of the purposes of an executive budget and the resulting rules by which we have been guided.

The budget is intended to help the people exercise through their chosen representatives the right to control the public purse,—to determine what work shall be done by the State and how much shall be paid for it. It is important not only that such a program shall afford the Legislature the opportunity to compare total proposed ex-

penditures with prospective revenue before any expenditures have been authorized, but also that the Legislature and the public shall be furnished sufficient information to permit complete analysis of each expenditure and definite fixing of responsibility upon the spending officer.

The real budget itself is contained in the schedule of figures which have just been placed in your hands in printed form.

Wha. I have to say at this time will be merely in the way of discussion and explanation of these figures. The schedules which have been placed in your hands are five in number.

APPENDIX "A" contains a statement of cash resources available January 1, 1917.

APPENDIX "B" shows the prospective revenue for 1917 and 1918, and also the probable increase which will result from each recommended change in taxation.

APPENDIX "C" includes definite detailed recommendations for all expenditures for State Departments, State institutions and private charitable institutions in comparison with the appropriations in 1915 and 1916 and the amounts requested for 1917 and 1918.

APPENDIX "D" presents a detailed analysis of the maintenance appropriation for each of the institutions wholly supported by the State and shows the amount recommended for 1917 and 1918 and the corresponding expenditures in 1915 and 1916 in each of the following sub-divisions: personal services, food supplies, clothing repairs and equipment, general expenses.

APPENDIX "E" consists of the report of the commission on the intangible property tax.

May I ask you to follow the printed pages before you while I call your attention to each of these tables.

Cash Resources.

Upon examination of Appendix "A," you will note that out of the cash resources on hand all the funds are designated or appropriated to some purpose except the Contingent Fund amounting to \$106,614.68. Even this sum is not all available. Against it

must be charged the excess required beyond the appropriation for the completion of any work authorized by the last Legislature. For example about \$15,000 will be necessary beyond the appropriation to complete and furnish the wings now being renovated at the Augusta State Hospital. A substantial sum, possibly as much as \$15,000, will be needed to pay the deficit at the Maine State Prison, and a large amount beyond the appropriation may be needed to complete the renovations and new construction at the same institution. There are some other similar items in regard to which the details are not yet completely available. The important point for you to notice is that practically nothing out of this balance is available for current use under the terms of the existing law.

Most of the items in this schedule are self-explanatory. You ought, however, to note especially the item listed as "Land Reserve Fund, \$441,781.03." This is a trust fund for which the State is responsible and should be kept in the Treasury as such. I recommend, however, that the law be changed so that interest will be paid only to towns and plantations actually organized and that authority be given for investment of such funds in State or Municipal securities or farm mortgages.

Prospective Revenue.

Turning to APPENDIX "B" you will find first a detailed schedule of the revenue that may be expected from indirect taxation of various kinds for each of the years 1917 and 1918 compared with the preceding year back to 1913.

To this has been added all the prospective revenue from State institutions such as income from care of patients, or from farm produce. This fact must be carefully borne in mind in considering the expenditures recommended. In the estimated Expenditures and Income, as prepared and published by the former State auditor, the total expenditure for some institutions is estimated as the gross amount, including income, while in other instances the net amount is indicated. In these tables the amount recommended for appropriations is

uniformly the gross amount and in my judgment the appropriation should be made in that way in each instance on the proper theory that all income of every sort accruing to any State institution, should either actually come into the State treasury, or be accounted for to the State treasury and its expenditure authorized only in the regular way.

Of the remaining general items of income, two, the Maine Forestry District and the Temporary Loan, are matters of bookkeeping. The \$75,000 estimated for the Maine Forestry District is received by the State of Maine and paid over for the purposes of the district. The \$300,000 Temporary Loan, is listed both as revenue and expenditure because it should be authorized for both years, even if not needed.

The other regular revenue items have to do with the Highway Department and they will be considered later in connection with the expenditures of that Department.

You will recall that in the estimated expenditures published by the former State auditor the necessary tax rate was figured at eight mills for 1917 and seven mills for 1918. As a matter of fact the estimated revenue for 1918 was about \$500,000 too large, so that on the basis of the correct estimated revenue and the total expenditures as asked for by departments and institutions the suggested tax rate should have been eight mills for each year. Further discussion of this point will be appropriate in connection with the schedule of expenditures. But let me ask you to note carefully that the recommendation of the tax rate of five mills is conditional upon the schedule of expenditures suggested herewith, and the additional revenue especially during 1918 from the proposed changes in the taxation laws.

It should be noted also that the total revenue for 1915 and 1916 cannot fairly be compared with prospective revenues for 1917-1918 without considering the fact that in 1915-1916 the State tax for three years was collected in two years, due to the change in the law making the date of settlement December first instead of January first following date

of assessment of the tax. On the basis of existing laws and with the State tax rate of five mills the total prospective revenue for 1917 is \$6,645,350.62 and for 1918 \$6,520,887.66.

I now invite your attention to certain proposed changes in the taxation laws which must be made if the tax rate is to be kept down to five mills.

Corporation Franchise Tax.

I am convinced that a substantial increase in the franchise tax for corporations chartered under the laws of Maine would not be unduly burdensome to any concern actually employing the amount of capital indicated by its charter. I recommend that Section 18 of Chapter 9 of the Revised Statutes be amended so as to provide the following increases:

Capital stock up to \$50,000, increase from \$5 to \$10.

Capital stock up to \$200,000 from \$10 to \$25.

Capital stock up to \$500,000 from \$50 to \$75.

Capital stock up to \$1,000,000 from \$75 to \$100.

Each additional million dollars of capital stock from \$50 to \$100.

New revenue from this source is estimated at \$150,000 for 1917 and \$150,000 for 1918.

Personal Property and Improvements in Unorganized Townships.

In accordance with a suggestion of the State Assessors, I recommend legislation authorizing a State tax upon all personal property and improvements in unorganized townships. Much of this property now escapes taxation altogether and a considerable revenue from this source is possible for the use of the State. The additional revenue is estimated at \$50,000. This and the following changes would take effect in 1918.

Savings Deposits in National Banks.

It is our established policy in Maine to tax the savings deposits in savings banks and in trust companies chartered under our own State laws. So far similar deposits in the savings departments of National banks have escaped taxation. The National banks point out with considerable force that

they are rendering an important public service by sustaining a Federal Reserve system and that they are somewhat restricted in other ways in comparison with our own State banks. Though this contention is entitled to some weight, it does not in my judgment establish their right to be relieved altogether from the taxation imposed upon the State banks with which they compete. I have recommended a rate of three-eighths of one per cent, somewhat less than the average paid by State banks and trust companies. This tax should be assessed in the same way as in the Vermont law: that is, upon the individual depositor with the option allowed to the bank of paying the tax on the average amount of deposits. The revenue for 1918 on the basis of the present total of deposits would be \$117,263.

Parlor Car Tax.

The tax upon the owners of parlor cars is at present assessed upon the income derived from business done wholly within the State. I recommend a change to the same method as is now in force in the case of telephone companies: that is, an assessment upon all the gross receipts collected within the State. This would give probably \$1750 additional revenue in 1918.

Telephone and Telegraph Companies.

I suggest the following increases in the rate of taxation based upon the gross receipts of telephone and telegraph companies:

Between \$5000 and \$10,000, from $1\frac{1}{2}$ per cent to 2 per cent.

Between \$10,000 and \$20,000, from $1\frac{3}{4}$ per cent to $2\frac{1}{4}$ per cent.

Between \$20,000 and \$40,000, from 2 per cent to 3 per cent, and so on, increasing the rate of tax one-quarter of one per cent for each additional \$20,000 or fractional part thereof, up to a limit of seven per cent instead of six per cent as at present. This change would give \$20,172.19 more revenue on the basis of the present gross income.

Railroad Companies.

In the case of railroad companies, I suggest no change in the sliding scale of taxation upon gross receipts per mile of track except the increase of the

limit from $5\frac{1}{2}$ per cent to six per cent. This will affect only those railroads enjoying the largest income per mile of track and in case of lessened receipts the tax will be correspondingly decreased. The probable increase in 1918, would be in excess of the estimate, \$82,515.12.

Repeal of Railroad Tax Distribution.

We levy a State tax upon railroads, telegraph and telephone companies and exempt them from local taxation except upon real estate outside their pole lines and rights of way. This method of taxation is based upon the sound theory that the value of these properties depends upon the business activity of the whole State. Not only the city or town through which the railroad track actually runs, but also the remote village by furnishing its share of freight and passenger traffic adds its own quota to the value of the railroad company's property.

One section of this law provides, however, that an amount equal to one per cent. of a fair value of the stock of each railroad, telephone or telegraph company shall be returned to the cities and towns in Maine where the stockholders happen to live provided the amount shall not exceed the total received by the State from any such corporation. The amount required for this purpose for each of the years 1917 and 1918 is estimated at \$225,000 and may go considerably above that figure for 1918. If any part of this tax were to be returned by the State to the cities and towns, it would seem more equitable to distribute it in proportion to the property of the corporation actually existing within the limits of the municipality. I believe the entire tax should be retained in the State treasury for the benefit of the whole people of Maine.

In considering the effect of the repeal of this law upon any particular city or town I ask you to remember that the law amounts to a tax of about a half mill on all of the people of the State. No city or town is really benefiting by it, that does not receive more than an amount equal to a half mill tax upon its valuation. Less than 20 cities and towns are receiving from this rebate more than one-half mill upon their valuation. Let

me urge the representatives of those particular cities and towns to bear in mind that without this indirect taxation program, of which the repeal of this rebate law is an essential part, a tax rate of at least six mills will be necessary in 1918 and probably a rate of six mills also in 1917, instead of the five mill rate proposed in this budget. If the alternative is a six mill rate in 1918 only, there are but six cities and towns which can afford to insist upon retaining the rebate law. For example the city of Portland although receiving a considerable sum of money under the rebate law would gain about \$5000 in 1918 through the repeal of the law combined with the tax rate of five mills instead of six. If the alternative is a six mill rate for both years as may easily happen if this budget program is not rigidly carried out, only one city and one town would gain during the two years by retaining the rebate law.

Taxation of Intangible Property.

I do not intend to argue this question beyond the expression of an earnest hope that you will resolutely set about enacting one or the other of the proposed methods of providing for an honest and fair tax upon intangible property. At my request five distinguished citizens of Maine have made a careful study of this important subject. Their report is attached to this message as APPENDIX "E." I want you to understand and appreciate as I do the unselfish and devoted spirit in which these busy men have made a careful, painstaking investigation without compensation and at their own expense. Their conclusions are worthy of your careful study. I hope that you will first decide to adopt some form of intangible property tax at this session and then proceed to choose either the flat rate or the income tax as your judgment may dictate. Good results may be accomplished by either method. The great danger of prolonged discussion between the two methods is that neither may finally be adopted.

Some part of the tax thus collected, probably one-half, should be returned to the city or town in which the tax-payer lives. Not only will the State receive a large increased revenue estimated at \$100,000 for 1918 but the cities and towns

will themselves be benefited. A tax commissioner will be necessary to administer this tax and even if this tax is not established it is highly desirable that such an office be created. A keen and energetic tax commissioner, by devoting himself exclusively to the business of collecting taxes, can save the State many times his salary in the collection of the inheritance tax alone.

You will find contained in APPENDIX "C" exact recommendations covering maintenance and improvements for all State institutions and departments and all those benevolent and charitable institutions which filed the required statement in the office of the State Auditor, on or before the first Monday of December, 1916. I call your attention to certain of these recommendations which seem to require special comment.

Attorney General.

It is proposed that the work of the attorney general's office shall be considerably enlarged by expecting the attorney general or his assistant to appear whenever the interests of the State are involved before a legislative committee, the Public Utilities Commission or elsewhere. I also recommend that so far as possible the detection and punishment of offenses of all kinds be done by the attorney general's office rather than by the special State department concerned. This will relieve some departments from unnecessary friction with the public and leave them free to do their proper educational and administrative work. It will also prevent duplication of effort and permit the steady employment of a few properly trained men for such purposes by the attorney general. Because of this recommendation an increase of \$5000 each year has been suggested in the appropriation for arrest and apprehension of criminals. Decreases amounting to \$22,000 each year are suggested in appropriations of various departments heretofore charged with the entire responsibility of securing enforcement of certain laws relating especially to the work of their department.

Bank Commissioner.

No increase in the salary of the commissioner is recommended until a gen-

eral revision of the salaries of heads of departments is made. Only a small increase in clerk hire is recommended. What is needed at present is that the Bank Commissioner be required to devote his whole time to the duties of his office and be forbidden to make trips outside the State for the investigation of prospective bond issues adding to his salary the amount of compensation charged for such investigations.

State Assessors.

In this department an increase of \$300 in the salary of the clerk is recommended. Half the suggested amount for exploration of timberlands for the purpose of taxation is recommended. This exploration should be continued but the law should be changed so that owners of timberlands who are unable or unwilling to furnish the assessors sufficient information should pay half the cost of exploration on their lands with the understanding that the resulting information be made available to them.

Commissioner of Agriculture.

The suggested appropriation for the enforcement of dairy laws is omitted, the intention being to continue the same work through the Attorney General's office. The new appropriation for seed inspection asked for by the present Commissioner is recommended. The appropriation for protection of trees and shrubs is the amount suggested by the former Commissioner. If this is not sufficient the law should be changed so as to require part of the expense to be paid by local owners of property in the case of the eradication of the gypsy moth.

The amount recommended for the work of Live Stock Sanitary Commissioner is \$19,000 more than the last appropriation but \$5,000 less than the request. The appropriation by the last Legislature was inadequate in comparison with the change of the law, placing a larger expense upon the State for payment for the carcasses of slaughtered animals. Some means should be devised for reducing the cost of applying the tuberculin test but the law should be amended so that the State would not pay more than half a

fair appraisal value for the condemned animal. Nothing should be paid for carcasses slaughtered outside the state.

Industrial Accident Commission.

The appropriation for salaries in this department should remain the same but the salary of the Insurance Commissioner as such, should be made in full for all services and the salary of the chairman of the Industrial Accident Commission should be increased from \$2,500 to \$3,000. This position requires a trained lawyer of unusual ability and even the salary suggested is hardly adequate.

Inspectors of Steam Vessels.

The revenue in this department is about \$800 and the total cost to the State nearly \$4,000. The department should be made more nearly self-supporting, by requiring the payment of a fee from all passenger boats, including those of less than five tons burden. The fee should be graduated up to \$25 for the large passenger carrying steamboats.

It has become customary for the State to appropriate something toward the establishment of buoys and lights in aid of navigation on Moosehead Lake. The general theory has been that part of the expense should be borne by the State in the interest of safety of all navigators. An examination of the vouchers for such expenditures shows, however, that the tendency has been to expect the State to bear the whole expense. I, therefore, recommend an appropriation by the State of half the amount actually expended for that purpose up to \$500.

Inland Fish and Game Commission.

At the opening of the session I suggested abolishing the present Fish and Game Commission and creating instead two separate commissions, one of which should deal with the problem of forestry and the other with both Inland Fish and Game and Sea and Shore Fisheries. Many of you do not agree with this suggestion, and I present it now in modified form to accomplish part of the desired results and meet the objections that have been suggested to me. Let the present Fish and Game Commission be abolished

and let the Department of Inland Fish and Game be managed by one Commissioner appointed by the Governor with a salary of \$2,500 and the Department of Forestry by a Forestry Commissioner also appointed by the Governor. Then let a commission be created for the control of the Department of Sea and Shore Fisheries. In accordance with this recommendation, I suggest the corresponding change in the salary appropriation of this department.

The special appropriation suggested for the Maine State Museum and the bounty on bob-cats, is omitted with the understanding that these sums will be paid out of the annual appropriation of \$100,000.

Insurance Commissioner.

The salary of \$2,500 should be in full for all services. The appropriation for the investigation of causes of fires is reduced with the idea that all detective work shall be done through the Attorney General's office.

Land Agent and Forest Commissioner.

The appropriation for instruction in forestry, formerly carried under this department head should, for the present, be regarded as a part of the appropriation to the University of Maine, with the understanding that the University shall continue the department in its present form.

Maine State Library.

A salary of \$2,500 inclusive for all services is suggested to put the librarian on a par with the other heads of departments. This salary ought to command the full-time service of a trained librarian at a period when important questions relating to our Maine State Library must be determined.

It is recommended that the appropriation for free public libraries be discontinued. The general effect now is to give the largest appropriation to those libraries that need it least.

Public Utilities Commission.

I recommend that \$5,000 out of the general expense of this department be devoted to special investigation of water powers, either by the Public Utilities Commission themselves or such other authority as the Legislature may de-

termine. This investigation should include the possibilities of valuation of undeveloped water powers for taxation purposes.

The continuation of the appropriation of \$15,000 for grade crossings is recommended.

It should be used, however, for the protection of existing crossing leaving any available balance to be carried forward for future use in the elimination of such crossings. I have worked out with the Public Utilities Commission a program including the erection at State expense of a suitable sign-post at the proper distance from each grade crossing, the clearing of trees, and similar obstacles from the approaches to crossings which can be made safe by this means and the installation of automatic signals at crossings which cannot thus be made safe and which are not otherwise protected. It is expected that the expense of clearing away underbrush and trees shall be divided equally between the State and the town or city, and the installation of automatic signals, when necessary, shall be paid for by the railroads themselves. The proposed program would accomplish the protection of all dangerous crossings on main lines within about three years.

Sea and Shore Fisheries.

The problem presented by this department is one of serious concern to a large section of our State. The great amount of money spent in this department during the last two years has been worse than wasted. The important lobster industry is in actual danger of extinction through lax enforcement of the laws and the lack of co-operation between the fishermen and the department. I suggest the creation of a commission of three or five members to take charge of this department. The force of wardens should be very much reduced. Those who remain should devote themselves to a campaign of education and attempt to secure the good-will and co-operation of the fishermen. Most of the enforcement work should be done through the Attorney General's office and in addition, the Commission itself should be given authority to impose a close time upon any locality where the law is

persistently violated. Appropriations are recommended for this department in accordance with this program.

Secretary of State.

All expense for auto plates, wrapping, printing, posting and clerk hire, should be transferred to the Highway Department, whether the actual work is done there or in the office of the Secretary of State. No special appropriation for the purchase of copies of the Maine State Year Book is recommended. The number actually needed can be purchased out of the regular library appropriation.

Board of Charities and Corrections.

The appropriation asked for is abundantly justified by the valuable work of this board and is heartily recommended. It should be paid as a direct appropriation instead of being deducted from the amounts given to charitable institutions.

State Highway Commission.

The mill tax for road construction is recommended to take effect in 1918. The suggested program of indirect taxation will make possible setting aside the whole mill tax for road construction in that year without exceeding a total State tax rate of five mills. About \$150,000 out of the mill tax for roads should be set aside for additional State aid and \$50,000 for an equalization fund. The balance should be applied to trunk line construction.

In order to continue the road building program through 1917 the remaining highway loan bonds amounting to \$200,000 should be issued. With the Federal aid, \$345,354.50 would thus be available in 1917 for trunk line construction. In case the expenditure of this money cannot be sufficiently consolidated to meet the terms of the Federal aid, it might be advisable to re-issue the highway bonds, already retired, and the requisite legislative authority should be given for this purpose.

A total appropriation of \$400,000 for State aid for market roads is recommended for 1917 and an equalization fund of \$50,000 to provide for especially deserving cases. All the administrative expenses of the Highway De-

partment should be paid out of the receipts from automobile license fees. Authority should be given to use for other road purposes in the discretion of the Highway Department and the Governor and Council the balance remaining from automobile license fees after providing for all maintenance charges, interest on highway loan bonds, and retirement of maturing bonds. Provision is made for the appropriation of \$100,000 authorized by law for State aid to bridges. This law was adopted by the people at the September election and it is fair to assume that the people intend State aid for bridges to be administered in accordance with the provisions of this law. No special appropriations should be made for bridges which come within the meaning of this general law.

A special equalization fund has been recommended to take care of urgent needs of particular roads in accordance with the best judgment of the Highway Commission. I earnestly urge you to leave to the Commission the task of determining where this money is needed most, instead of attempting to parcel it out here by special legislative resolves.

State Park Commission.

No appropriation for this department is recommended. It is felt that any available funds must be saved out of the regular appropriations for maintenance and care of the State House.

State Superintendent of Public Schools

As bearing upon the question of appropriations needed at the various normal schools I ask you to note that our two largest schools having already an extensive territory of their own are also caring for some pupils who ought to attend the schools nearer home. At Gorham there are twenty-nine pupils from territory not naturally belonging to that school. Farmington has sixty-nine, some of whom are properly there for the special course in domestic science. I recommend that pupils attending a normal school out of their own natural district be required to pay tuition unless relieved by special permit from the State Superintendent of Schools.

Augusta and Bangor State Hospitals.

In comparing the recommendations for 1917-1918 with the appropriations for maintenance in 1915-1916 remember that the latter were net appropriations while the present figures cover everything including income. It is hoped that both these institutions with the assistance of the Governor and Council can carefully check up all cases of patients wholly maintained by the State. The fact that 80 per cent. of the patients of both hospitals are entirely maintained at public expense, indicates plainly that in many instances the relatives of patients must be able to provide for them. Certain small appropriations for renovations and new construction have been omitted from the list in the case of both institutions with the idea that they can be provided for out of the general expense fund in the maintenance appropriation and out of increased revenue from care of patients, following the suggestion made above. In the case of the Augusta hospital a sufficient amount, probably \$15,000 to complete the furnishing of the two wings now in process of renovation, should be appropriated out of last year's contingent fund.

Maine School for the Feeble Minded.

A careful study of the whole problem of the feeble minded in Maine should precede the expenditure of a large amount of money at this institution. In the meantime the urgent need of a remodeled heating plant should be met this year, and the appropriation for new buildings in 1918 should be conditional upon the approval of the board of trustees and the Governor and Council after a thorough study of the situation has been made.

State Sanatoriums.

In the case of these institutions it also should be noted that the suggested appropriations are the gross amounts, including income. The law should be changed so that patients who are able to pay will be expected to pay the entire cost of treatment.

University of Maine.

In connection with the appropriations for maintenance it is recommended that the tuition charge be increased \$25 for

students living outside the State of Maine and \$40 for those living within the State except those in the college of agriculture.

You will find under APPENDIX "D" a suggested distribution of the appropriation for maintenance in the case of each of the State institutions. The items suggested are as follows: Personal services, food supplies, clothing, repairs and equipment, general expenses. It is suggested that appropriations for maintenance of these institutions be made with the subdivisions indicated, but with the authority to transfer from one sub-division to another upon the approval of the board of trustees and the Governor and Council.

You will note that this table shows the average population of each institution for the years 1915-1916 and the estimated population for the years 1917-1918. This enables you and the public to compare intelligently the cost of each of the items for the average individual in each institution.

It is an important function of the budget system not only to enable the Legislature to scrutinize all proposed public expenditures before authorizing any of them, but also to make possible definite fixing of responsibility upon all spending officers of the government through a cost system sufficiently detailed to permit accurate comparison between expenditures for like purposes in different departments.

Appropriations for all State departments should be made in the manner indicated for these institutions. That is, a general sub-division of the maintenance should be indicated but special individual salaries should not be fixed. The details of expenditures under each sub-division should be left to the discretion of the heads of departments under the control of the Governor and Council. Definite comparison should always be possible between expenditures for like purposes in different departments in proportion to the amount of public service rendered. For example, it is absurd that the head of a State department should be unable to change the salary of a clerk or stenographer without an act of the Legislature. Only the salaries of responsible heads of departments should be fixed by law. All other details involving personal service

should be left to the judgment of the head of a department within his appropriation for that purpose and under the general oversight of the Governor and Council.

It does not seem wise to suggest at this time all the changes necessary to introduce this scientific method for maintenance appropriation in all departments. Because the budget itself is new it has seemed better to suggest beginning this system with the State institutions in the hope of pointing the way for its adoption in all departments.

General Summary.

In preparing this budget the financial program of the State has been treated strictly from a business point of view with the idea of pointing out how the necessary revenue can be most fairly and equitably secured and what expenditures are most needed for the general welfare of the people of the State. Recommendations both for taxation and for expenditure have been made with complete disregard for political influence of individuals and the comparative importance of cities and towns where institutions asking for State funds happen to be located. The sole purpose has been to offer a program which would raise by taxation the smallest amount of revenue consistent with public needs and distribute these funds to the various institutions and departments in strict proportion to the relative importance and amount of public service expected from each of them during the years of 1917-1918.

As you all know, this budget program is in fact the joint product of the Legislature and the Executive Department. It has been my task to determine how much of the available revenue might fairly be assigned to each general department or institution, but within the limits of revenue thus imposed the question of the comparative importance of different items has been left entirely to the judgment of the particular legislative committee in charge of that institution or department. First, as you know, public budget hearings covering the whole field of expenditure were held jointly by the Governor and Council and the special legislative committee concerned. Following

these hearings the details of expenditure for each department and institution have been worked out in conference between the legislative committees and myself.

The expenditures recommended in this program should be provided for by taxation. If you fail to adopt the entire program of indirect taxation you should increase correspondingly the direct State tax up to the total of the budget appropriation. No increase of the direct tax should be authorized for the purpose of making appropriation for private and special purposes outside the budget.

You will note, however, that strict adherence to the budget program will produce a surplus of \$83,501.04 in 1917 and \$163,080.01 in 1918. From this must be deducted the total of claims against the State which you may approve at this session. You ought also to consider an additional appropriation of \$10,000 annually for pensions, an increase of \$50,000 in the appropriation recommended for the new psychopathic building at the Augusta State Hospital, and \$2,500 for a new building at the Bath Military and Naval Orphan Asylum as first charges upon this surplus. There will still be a balance available for such private and special resolves as you consider most important but remember that we must be sure how much revenue is available before finally approving any such resolves outside the budget.

May I suggest that each legislative committee having in charge resolves included in the budget program report them immediately and consolidate those relating to one department into one resolve. If you are considering resolves outside the budget which meet your approval, provided sufficient revenue is assured, I urge you to hold them in the committees until that question can be determined.

I suggest that the Committee on Appropriations in preparing the usual appropriation bills include in one bill for each of the years 1917 and 1918 all items recommended in the budget and report in a separate bill for each of the two years all items approved outside the budget. The public will then know exactly how much is appropriated for

each year beyond the budget recommendation and compare these amounts with the total revenue raised.

We are trying to blaze a new trail together. This attempt to produce a real and scientific budget has been attended by all the puzzling and perplexing difficulties which usually beset the path of the pioneer. We are greatly indebted to Mr. Callahan, the budget director, for his tireless industry, and to the officers and employees of departments and institutions for their cheerful co-operation. I appreciate more than I can tell you your unflinching courtesy toward me, the self-restraint that you have shown, in withholding all resolves carrying money until after the budget could be presented and the splendid patience with which you and the members of the Council have worked out with me all the tedious details of this joint program. I shall count it a privilege to discuss further with each of you at any time all details of the program which may particularly interest you. To carry out the schedule exactly as planned will require rare courage and self-denial on your part. Many of you will have to abandon cherished local projects in favor of the public interest of the State at large. Because of the splendid spirit that you have already shown I am encouraged to present this program to you in the firm belief that its complete adoption will justify the necessary sacrifice on your part.

The Governor and Council then retired.

The purpose for which the convention was assembled having been accomplished, the convention was dissolved and the Senate retired to the Senate chamber.

IN THE HOUSE

(The Speaker in the chair.)

The SPEAKER: The House will come to order. The motion before the House is the motion of the gentleman from Portland, Mr. Rounds, that the resolve be tabled pending an assignment for its second reading. Is it the pleasure of the House that this motion prevail?

Mr. BAXTER of Portland: Mr. Speaker, would it be in order for me

to continue the remarks which I was making at the time of the calling of the joint convention?

The SPEAKER: A motion to table, as the gentleman knows, is not debatable.

Mr. BREWSTER of Portland: Mr. Speaker, I would inquire of the Chair what would be the effect of a vote upon this question?

The SPEAKER: The effect of the vote would be simply this, that the resolve would lie on the table pending its second reading. It simply postpones the second reading of the resolve.

Mr. BREWSTER: If we should vote not to lay it upon the table, what would be the effect?

The SPEAKER: The House then would assign a time for its second reading.

The question being on the motion of the gentleman from Portland (Mr. Rounds) that the resolve be tabled pending its assignment for its second reading,

A viva voce vote being taken,

The motion was lost.

The SPEAKER: When shall we assign the resolve for its second reading?

Mr. ALLAN of Portland: I move you, Mr. Speaker, that we assign it for hearing on next Wednesday, Feb. 21.

Mr. BAXTER of Portland: Mr. Speaker, I should like to offer an amendment to the motion made by Mr. Allan of Portland to the effect that tomorrow morning be assigned for the second reading of the resolve. That would give us a chance to have it engrossed, and we could assign next Wednesday, a week from today, for action on its final passage. I would like to ask the gentleman from Portland (Mr. Allan), if he will accept that as an amendment. I am not asking for a suspension of the rules, Mr. Speaker. I understand tomorrow morning would be the regular time.

Mr. BAXTER of Portland: Mr. Speaker, would it be in order for me

The SPEAKER: The Chair so understands it.

Mr. ROUNDS of Portland: Mr. Speaker, I would like to say here now, at the present time, that I expect to be in the minority, but I hate to be rolled over as with a steam roller here in this House, and I shall expect fair treatment of the minority party and of the minority of the majority. I have been quoted in this House in caucus as saying that I ought to get out, almost, by some of the members, and I did say I would get out of this caucus and not vote if a man from Aroostook, and a few other men, can get together in the Falmouth hotel and make a platform about as long as that (indicating), as it was told me, and then thirteen hundred members the next day get up and vote on it. Therefore I want to have this thing threshed out, and threshed out intelligently, and to know what I am going to vote on before I vote. But it seems that the majority want to railroad this thing right through. Here is something that has been before the people for years. At the present time this House is overwhelmingly Republican and overwhelmingly, not for woman suffrage, but in favor of allowing someone to vote on woman suffrage—about 10 per cent., we will say, of the women in the State of Maine, but not the majority. If the gentleman who wants to railroad this thing through will make an amendment to this bill saying that it shall be the ladies of the State of Maine who shall go there and register and vote upon it, I have no objection. I think then we would know better whether the ladies wanted this or not, or whether the would-be minority, which I consider to be about 10 per cent., would get it. Therefore I would like to have time to look this thing over.

Mr. MURRAY of Bangor: Mr. Speaker, I hold in my hand a telephone ticket; I do not know what it is, but I presume it is a call to Bangor that I must accept. I would like very much to be here when this thing is discussed. Like the gentleman from Portland I am really in the minority as to party, and I realize that I, and possibly my party, if it becomes a party measure, are in your hands, and I appeal to your spirit of fairness and ask that the gentleman's motion be not passed.

The SPEAKER: Of course the gentleman from Bangor understands that this motion is simply for a second reading. The final passage will come next week.

Mr. MURRAY: Mr. Speaker, I shall be unable to be here tomorrow morning probably. That is why I would like a day certain, two weeks from today, to be set. I realize it is wholly in the hands of the party.

Mr. BREWSTER of Portland: Mr. Speaker and gentlemen, as one of the members of the minority has so well said, Mr. Bussabarger, the motion is perfectly definite and, as Mr. Rounds said, it has been discussed for years, and every member knows now what the merits of the referendum are. The only considerations which can enter into this matter by a delay, as it has been delayed in past years, are considerations which are extraneous to the subject and essentially improper. I have a great deference for my brother (Mr. Murray) across the hall, and we certainly have no desire to steamroller this thing through, but, gentlemen, it seems to me that the Democratic party has had long enough to make up its mind on this question, for which its national platform clearly declares, and I ask that this thing be settled now, with one week's delay, which is certainly sufficient for all the minority to make up their minds.

Mr. LARRABEE of Bath: Mr. Speaker, I do not agree with the gentleman at all. If he is honest and fair and sincere, why is there any harm in putting this off for a week. The gentleman from Bangor (Mr. Murray) wishes to be away for a week. Could anything come up that would be detrimental in a week's delay? Why should any legislation be rushed through? Be honest and be fair about the thing and let everyone have a chance to see what it is you are going to vote on.

Mr. BARNES of Houlton: Mr. Speaker, if we only had time, we should get the opinion of the entire Democratic party so far as it is represented in this Legislature.

Mr. MURRAY of Bangor: That is what we want.

Mr. BARNES: (Continuing) We have had the fair, straight and honest statement of a member of the Democratic party, whom we are beginning to respect highly, that the Democratic party is in favor of it. We have his statement for it that some Democrats are trying to knife it in the back. We have the statement of another Democrat, whom I respect, that he does not dare to vote on it on the 21st day of February and meet his wife on the next day when she comes down here to the Governor's reception. (Laughter and applause). I sympathize with the gentleman from Waterville (Mr. Berry) and, after what we have been listening to for the past hour, does it not occur to the gentlemen of this House that we have business to attend to at this session? After sitting here for seven weeks, does it occur to any member of the House that we have been exercising undue haste? We have before us a program only in part formulated; we have an earnest desire to get back to our homes and our businesses the first week in April and we are asked now to delay for two weeks in a consideration of this matter which, I might say, like nearly the whole program of the Legislature of Maine, has awaited this announcement of the Budget or this report of our directors as to our resources, coupled with recommendations as to our expenditures. Now, if so few are in favor of woman suffrage, what is the harm in referring the matter? If so very few in Maine will vote for woman suffrage, why do we delay now and take up days of time when that question is to be referred to the people of Maine either this year or next year or some year in the very near future. With a view that we may aid the business of the session, I sincerely hope that the second reading of this bill by its title by the clerk can be allowed to take place tomorrow, even though some one or two of us may, for our own private business reasons, have to be absent and neglect that very important function. If we delay two weeks on this step and two weeks on the next step and two weeks a little later, the arguments will be just as good for it then as they are now. Gentlemen, I appeal to you. Let us now, in the latter part of the seventh week of this session of the Legislature, get down to business.

Mr. GURNEY of Portland: Mr. Speaker, I am sure that Representative Murray does not address to unkind or unwilling ears his disposition and desire to postpone this matter for court engagements. I am confident, also, that I am giving the gentleman no information in which all the lawyers of the House will not bear me out, when I say that the Supreme Court of Maine makes it an invariable rule to continue any cases pending for trial upon a request by any member in actual attendance at the Legislature. Now, if Representative Murray has so important an engagement, it seems to me that a mere message to Mr. Justice King, who is holding that court, would result in the treatment that I received in response to a letter to him urging my attendance at this House as a reason why a cause pending in that court should be continued. I merely mention this as showing the precedent, for Justice King wrote back immediately that the ground for a continuance was acceptable to him and immediately postponed the case. I am confident, therefore, that we shall be denying to Mr. Murray no right, nor infringing in any way upon his duties as attorney, by proceeding with this very important question, and I am confident that even he will admit the justice of proceeding as quickly as we can with so important a measure, while forcing to the front lines are some of the most weighty problems that the State of Maine has ever been called upon to deal with. I sincerely hope we shall take the next step tomorrow.

The SPEAKER: The Chair wishes to call attention to a point of parliamentary law, that a motion to postpone to a day certain, while debatable, does not involve the merits of the main question. We are not here to discuss woman suffrage today, but simply to assign a time for the second reading of the resolve.

Mr. BERRY of Waterville: Mr. Speaker, may I make an inquiry? Do I understand you are passing upon the second reading of the bill and not the assignment of the time?

The SPEAKER: We are passing upon the assignment of the time for the second reading. The pending mo-

tion is the motion of the gentleman from Portland, Mr. Allan, as amended by the gentleman from Portland, Mr. Baxter, that this resolve have its second reading tomorrow morning.

Mr. BERRY: And does not carry with it the assignment for debate?

The SPEAKER: The motion to postpone to a day certain is debatable, and the gentleman has the floor to debate that question.

Mr. BERRY: Mr. Speaker, I am extremely sorry that the words "Democratic friends" and "Democrats" have been dragged into this. I think that we are all aware that we are here for the best interests of the State and that we are here for the purpose of enacting just and equitable laws. I am aware that there are some of us in this House of Republican persuasion and some of us of Democratic persuasion who will vote opposite from what you may think. If it is thought best to have a second reading tomorrow, I would like to offer the amendment, if it is in order, and which I realize perhaps is not, that the debate take place tomorrow upon this important measure. I only welcome the opportunity, the gauntlet thrown down, to take part in a debate at this time.

The SPEAKER: The pending question is on the assignment for the second reading.

Mr. BAXTER of PORTLAND: Mr. Speaker, I understand that those in favor of this resolve will be only too glad of the opportunity to have the final debate tomorrow. I think that that really would be the proper course, but, having in mind the wishes of the minority, I did not feel like asking that the rules be suspended and that this resolve be given its two readings today. I simply wanted it to go along in the regular order without asking for any special privilege or special action if my amendment prevails. If it meets with the wishes of those opposed to this resolve, I will certainly, later on, move that tomorrow be assigned for the final debate on this resolve.

Mr. MURRAY of Bangor: Mr. Speaker, that is just what I feared and that is just why I would like to be

present at every stage of the proceedings. If I am called to Bangor, I will be unable to be here tomorrow. If I am not here, I do not know what will happen. That is all I fear.

Mr. DEARTH of Dexter: Mr. Speaker, I trust that the motion of the gentleman from Portland (Mr. Allan) as amended by the gentleman from Portland, Mr. Baxter, will prevail. I see nothing in this movement except delay. As has been stated here, this matter has been discussed so long, so fully and so completely that there cannot be a man in this House, no matter what party he belongs to, but what knows how he wants to vote on this resolve. Then, why is there reason for delay? We are here for business. I would be the last one to raise my voice in favor of any movement to deny a man a hearing or proper time to consider the subject matter of anything before this House, but when I am convinced that such a movement has merit in it, then I raise my voice in favor of such a movement. My Brother Murray of Bangor, for whom I have the highest regard, advances here a reason why this matter should be postponed, that is because he has got to be engaged in court in Bangor. Now, Brother Gurney of Portland has explained what the invariable rule is in such matters, because the court will never insist upon an attorney attending to matters in court when it is necessary for him to be in the Capitol discharging his duties as a representative or senator. I am reminded by the policy and the suggestion of Brother Murray of the occasions when those of us who are engaged at the bar in earning our bread and butter ask for a delay and of the method of asking. We are not ready usually, and almost invariably such occasions result in our going out of court without a hearing before the judge or jury for the reason that we have no merit in our case. I will take no more of your time, but I sincerely hope that this matter will be acted upon promptly in accordance with the motion of the gentleman from Portland.

Mr. MURRAY of Bangor: Mr. Speaker, just one moment, if I am in

order. I want to be fair, and I want to say right now that if I can arrange with the Supreme Court in Bangor so that my cases and my clients will not be crucified in my absence, I prefer to be here. Now, if that is not fair, I do not know what is.

Mr. HUTCHINS of Mexico: Mr. Speaker, many of us have terms of court in March and in May. We have been here for seven weeks. It is the wish of the proponents of this resolve that this matter shall be taken up in the middle of the eighth week. We have business coming before this session of great importance, and I think that there has been sufficient time and sufficient discussion and that nothing can be gained by more delay, except possibly the crowding up of business. I trust that the amendment may be passed.

The pending question being on the motion of the gentleman from Portland (Mr. Allan) as amended by the gentleman from Portland (Mr. Baxter) that tomorrow morning be assigned for the second reading of the resolve,

A viva voce vote being taken,
The motion as amended prevailed.

The SPEAKER: The Chair will appoint the following gentlemen as a committee of three in pursuance of the order introduced by the gentlemen from Eliot, Mr. Cole, at yesterday's session, in regard to the purchase of the Blaine Estate: Messrs. Cole of Eliot, Gannett of Augusta and Largay of Bangor.

On motion by Mr. Dow of Jefferson, adjourned until ten o'clock tomorrow morning.

APPENDIX
TO
BUDGET MESSAGE

*Estimates of Income for Years 1917 and 1918
With Appropriations for 1917 and 1918
Recommended by the Governor*



Appendix—A

STATEMENT OF CURRENT ASSETS AND LIABILITIES AT CLOSE OF THE YEAR ENDING DEC. 31st, 1916.

GENERAL CURRENT ASSETS		GENERAL CURRENT LIABILITIES	
Cash in banks and treasury general fund.....	\$1,247,635 31	Common school fund, 1915.....	\$24 22
Cash in banks and treasury to retire bonds.....	165,500 00	Dog licenses of 1915.....	762 41
Cash in banks and treasury highway bond loans..	59,982 74	Common school fund, 1916.....	22,234 30
		School and mill fund, 1916.....	19,428 91
State tax on wild lands.....	5,868 01	Railroad and telegraph tax, 1916.....	4,568 63
State tax on cities and towns.....	69,274 85	Dog licenses to be refunded.....	15,302 72
Maine Forestry district tax.....	2,010 28	Receiver's funds.....	423 42
		Accrued interest on highway bonds.....	2,580 00
		Due Maine forestry district.....	27,112 40
		Public administrator's fund.....	11,252 93
		Appropriations continuing by law.....	9,681 69
		Appropriations of 1915, unexpended balances....	28,875 56
		Appropriations, 1916, unexpended balances....	325,299 26
		Improvement of State roads (appropriations)....	130,510 59
		Registrations of automobile fees apportioned in 1913.....	1,854 21
		Maintenance and administration.....	176,486 49
		Maintenance and administration to retire bonds	165,500 00
		State highway loan fund.....	59,982 74
		Land reserve fund.....	441,781 03
		State contingent fund.....	106,614 68
			\$1,550,271 19

Appendix—B

INDIRECT TAX RECEIPTS: CORPORATIONS, RAILROADS, BANKS AND TRUST COMPANIES, INHERITANCE TAXES, INSURANCE, TELEPHONES, ETC.

	1913	1914	1915	1916	1917	1918
Corporation changes.....	\$12,390 50	\$8,228 00	\$11,067 50	\$11,960 00	\$11,500 00	\$11,500 00
New corporations.....	41,878 50	36,964 79	30,125 00	39,585 00	37,000 00	37,000 00
Foreign corporations.....	870 00	940 00	1,080 00	1,190 00	1,200 00	1,200 00
Corporation franchise taxes.....	234,460 00	203,980 00	234,120 00	227,176 88	225,000 00	230,000 00
Collateral inheritance taxes.....	169,702 21	283,869 36	179,249 94	223,875 68	200,000 00	210,000 00
Duty on commissions.....	2,790 00	2,860 00	2,705 00	2,875 00	2,800 00	2,800 00
Fees of office: Attorney General.....	4,591 62	4,050 00	3,680 00	4,573 00		
Bank Commissioner.....	1,827 75	3,239 75	2,205 50	2,648 00		
Insurance Commissioner.....	25,554 59	25,082 23	27,867 68	28,988 75	42,000 00	42,000 00
Secretary of State.....	4,523 28	1,890 77	5,055 74	7,591 88		
Land Agent.....	535 52	231 43	125 89	42 00		
Sundry Accounts: Inspectors of steam vessels.....	870 00	828 00	866 00	804 00	850 00	850 00
Penobscot Indian shore rents.....	2,539 00	2,601 00	2,579 00	2,579 00	2,579 00	2,579 00
Nursery agents' licenses.....	385 00	275 00	50 00	60 00	60 00	60 00
Private detectives' licenses fees.....	70 00	50 00	507 49	1,131 42	800 00	900 00
Traveling libraries.....	602 50	342 00	507 49	1,131 42	800 00	900 00
Tax on insurance companies.....	151,294 39	154,578 64	158,809 53	170,606 30	176,000 00	183,000 00
Insurance brokers.....	72 48	63 97	71 29	51 57	60 00	60 00
Unauthorized insurance.....	3,359 12	2,848 73	2,998 84	3,260 47	3,000 00	3,200 00
Express companies.....	2,382 32	49,436 30	25,121 85	26,797 75	27,500 00	28,500 00
Loan and Building Associations.....	696 11	824 78	708 95	770 12	900 00	950 00
Savings banks.....	480,230 89	486,491 19	483,380 59	459,789 84	412,000 00	412,000 00
Trust companies.....	135,887 21	145,091 57	150,354 69	160,339 16	153,000 00	162,000 00
Telephone companies.....	91,640 73	93,351 38	107,620 62	114,332 54	122,000 00	130,000 00
Telegraph companies.....	6,739 88	7,392 22	7,452 23	7,955 89	8,500 00	8,800 00
Parlor cars.....	1,895 96	1,771 70	1,573 64	1,863 23	1,800 00	1,900 00
Railroads.....	976,731 57	1,051,411 82	1,089,355 00	959,602 78	1,095,789 46	1,150,000 00
Live stock sanitary commissioner.....	7,715 71	8,402 92	6,396 70	7,685 74	7,500 00	7,500 00
Analysis of foods.....	150 00	14,781 07	14,338 21	13,350 65	14,000 00	14,000 00
Agricultural statistics.....		356 03	861 58	1,377 50	1,600 00	1,600 00
Fish hatcheries and feeding stations.....	150 00	910 28	270 72	436 27	400 00	400 00
Reporter of decisions (judicials).....	350 00	400 00	400 00		500 00	500 00
Protection of lobsters.....	6,150 20	4,038 78	1,888 31	2,046 53	2,000 00	2,000 00
Advertising tax on corporations.....	62 00	35 00	184 00	140 00	140 00	140 00

Registration of vital statistics.....		315 58	391 23	1,146 87	800 00	800 00
Library—maintenance and general expenses.....	380 30	35 37	1,711 10	1,014 36	1,000 00	1,000 00
Inland fish and game.....	50,148 77	45,488 22	37,183 06	41,430 53	45,000 00	50,000 00
Sea and shore fisheries: Protection of lobsters with eggs attached.....	6,173 80	4,038 78	1,838 31	4,172 32	4,000 00	4,000 00
Sea and shore fisheries: Pay of wardens and expense of commission.....	1,612 71	4,807 09	5,925 40	4,614 53	4,500 00	4,500 00
Interest: General, savings and sundry.....	11,380 60	27,901 98	22,927 36	30,391 30	40,000 00	40,000 00
			7,763 37	10,454 47		
			765 48	564 50		
	\$2,498,780 22	\$2,686,278 73	\$2,682,306 90	\$2,578,971 83	\$2,645,758 46	\$2,745,739 00
INDIRECT TAX RECEIPTS.....						
INCOME STATE INSTITUTIONS			1917	1918		
Augusta State Hospital.....			\$ 49,418 00	\$ 49,418 00		
Bangor State Hospital.....			21,440 00	21,640 00		
School for Feeble Minded.....			15,400 00	15,400 00		
Women's Reformatory.....			2,480 00	3,200 00		
State School for Boys.....			11,055 00	11,056 00		
Sanitoriums.....			24,825 00	26,825 00		
Bath Military and Naval Asylum.....			725 00	725 00		
					\$ 125,343 00	\$ 128,264 00
Automobile receipts.....					425,000 00	475,000 00
Federal aid for highways.....					145,354 50	146,250 00
State highway bonds.....					200,000 00	
Sinking fund.....					121,880 00	43,620 00
Maine forestry district.....					75,000 00	75,000 00
Temporary loan.....					300,000 00	300,000 00
					\$4,038,335 96	\$3,913,873 00
State tax at five mills on a valuation of \$521,402,933.00.....					2,607,014 66	2,607,014 66
					\$6,645,350 62	\$6,520,887 66
ADDITIONAL REVENUE FROM PROPOSED CHANGES IN TAXATION LAWS			1917	1918		
Corporation franchise tax.....			150,000 00	150,000 00		
Taxation of personal property and improvements in unorganized townships.....				50,000 00		
Taxation of savings deposits in National banks at three-eighths of one per cent.....				117,263 00		
Parlor car tax.....				1,750 00		
Telephone tax.....				20,172 19		
Telegraph tax.....				1,789 13		
Railroad tax.....				82,515 12		
Repeal of distribution to cities and towns of one per cent. of value of railroad and telephone stock.....				225,000 00		
Tax on intangible property.....				100,000 00	150,000 00	748,489 44
					\$6,795,350 62	\$7,269,377 10

Appendix C

DETAILED STATEMENT OF APPROPRIATIONS AND RECOMMENDATIONS.

Departments, Boards and Commissions	Regular and Special Appropriations For		Regular and Special Appropriations Asked For		Appropriations Recommended by the Governor For	
	1915	1916	1917	1918	1917	1918
ADJUTANT GENERAL						
Salary of Adjutant General.....	\$1,900 00	\$2,000 00	\$2,000 00	\$2,000 00	\$2,000 00	\$2,000 00
Stationery and office supplies.....	3,000 00	3,000 00	3,000 00	3,000 00	3,000 00	3,000 00
Clerk-hire.....	1,900 00	1,900 00	1,900 00	1,900 00	1,600 00	1,600 00
Military fund.....	45,000 00	45,000 00	45,000 00	45,000 00	45,000 00	45,000 00
Armory rentals.....	10,000 00	10,000 00	20,000 00	20,000 00	12,500 00	15,000 00
Historical records.....	1,000 00	.....	1,000 00	1,000 00	1,000 00	.....
Special—						
Extra pay, Maine volunteers, war with Spain, (three claims).....	.....	.....	66 00	66 00	.....	.....
Repair of State armory, Portland.....	.....	.....	1,500 00	.....	1,500 00	.....
Steel lockers for National Guard armories.....	.....	.....	21,000 00	.....	5,000 00	5,000 00
ATTORNEY GENERAL						
Salary of Attorney General.....	4,000 00	4,000 00	4,000 00	4,000 00	4,000 00	4,000 00
Salary of assistant.....	1,900 00	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00
Expenses of Attorney General and clerk hire.....	1,500 00	1,500 00	1,500 00	1,500 00	1,500 00	1,500 00
Printing and binding.....	1,000 00	1,000 00	1,500 00	1,000 00	1,500 00	1,500 00
Arrest and apprehension of criminals.....	2,500 00	2,500 00	2,500 00	2,500 00	7,500 00	7,500 00
Special—						
Alfred Yankauer.....	115 99	.....	.....	.....	.....	.....
BANK COMMISSIONER						
Salary of Bank Commissioner.....	2,500 00	2,500 00	2,500 00	2,500 00	2,500 00	2,500 00
Salaries of clerks.....	3,500 00	3,500 00	9,450 00	9,450 00	5,450 00	5,450 00
Traveling expenses of commissioner and deputies.....	1,800 00	1,800 00	2,800 00	2,800 00	2,300 00	2,300 00
Printing annual report, stationery and office expenses..	3,000 00	3,000 00	3,750 00	3,750 00	3,000 00	3,000 00
Verification of savings deposits, stationery, traveling expenses, clerk-hire, etc.....	.....	6,000 00	4,500 00	4,500 00	1,500 00	1,500 00
Investigation of securities.....	.....	200 00	500 00	500 00	.....	.....

BOARD OF DENTAL EXAMINERS							
Per diem and expenses paid from fees, which in 1915 amounted to \$325, and in 1916 amounted to \$74	500 00	300 00					
Special—							
For equipment consisting of 12 operating tables and steel cabinet, printing, postage.....			500 00	500 00	300 00		
BOARD OF STATE ASSESSORS							
Salaries of board.....	6,000 00	6,000 00	6,000 00	6,000 00	6,000 00	6,000 00	6,000 00
Salary of clerk.....	1,200 00	1,200 00	1,200 00	1,200 00	1,350 00	1,500 00	1,500 00
Salary of additional clerk	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00
Traveling expenses.....	1,500 00	1,500 00	1,500 00	1,500 00	1,500 00	1,500 00	1,500 00
Stationery and office supplies, including printing of annual report, binding and salary of stenographer.....	3,025 00	3,325 00	4,100 00	4,700 00	3,500 00	3,500 00	3,500 00
Ascertaining value of wild lands.....	10,000 00	10,000 00	10,000 00	10,000 00	5,000 00	5,000 00	5,000 00
COMMISSIONER OF AGRICULTURE							
Salary of commissioner.....	1,750 00	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00
Clerk-hire.....	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00
Traveling expenses.....	500 00	500 00	750 00	750 00	500 00	500 00	500 00
Agricultural statistics	3,000 00	3,000 00	4,000 00	4,000 00	3,000 00	3,000 00	3,000 00
Printing report, blank forms, etc.....	6,700 00	6,700 00	6,700 00	6,700 00	6,700 00	6,700 00	6,700 00
Improving and protecting dairy interests.....	5,000 00	5,000 00	5,000 00	5,000 00	5,000 00	5,000 00	5,000 00
Enforcement of dairy laws.....	4,000 00	4,000 00	4,000 00	4,000 00	4,000 00	4,000 00	4,000 00
Farmers' institutes and dairymen's conference.....	3,000 00	3,000 00	3,000 00	3,000 00	3,000 00	3,000 00	3,000 00
Aid to agricultural societies.....	14,847 42	14,847 42	14,847 42	14,847 42	14,847 42	14,847 42	14,847 42
Maine Seed Improvement association	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00
Packing and shipping apples.....	3,000 00	3,000 00	3,000 00	3,000 00	3,000 00	3,000 00	3,000 00
Maine State Pomological society.....	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00
Central Maine Fair Company.....	2,500 00	2,500 00	2,500 00	2,500 00	2,500 00	2,500 00	2,500 00
Maine State Agricultural Society	2,500 00	2,500 00	2,500 00	2,500 00	2,500 00	2,500 00	2,500 00
Eastern Maine State Fair.....	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00
Eastern Maine State Fair to encourage pomology	750 00	750 00	750 00	750 00	750 00	750 00	750 00
Promoting and assisting poultry culture.....	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00
Protection of trees and shrubs.....	25,000 00	25,000 00	25,000 00	25,000 00	25,000 00	25,000 00	25,000 00
Improved method of marketing farm products, bureau of markets	4,000 00	5,000 00	2,000 00	2,000 00	4,000 00	4,000 00	4,000 00
Sealer of weights and measures	1,500 00	1,500 00	2,000 00	2,000 00	1,500 00	1,500 00	1,500 00
Bureau of horticulture	5,000 00	5,000 00	5,000 00	5,000 00	5,000 00	5,000 00	5,000 00
Bureau of inspection (analysis of foods, etc.).....	9,000 00	9,000 00	9,000 00	9,000 00	9,000 00	9,000 00	9,000 00
Live stock sanitary commissioner, salary, clerk-hire and to prevent contagious diseases among horses, cattle, etc	30,000 00	30,000 00	45,000 00	45,000 00	40,000 00	40,000 00	40,000 00
New England Fruit Show	500 00		500 00		500 00		500 00

Appendix C—Continued

DETAILED STATEMENT OF APPROPRIATIONS AND RECOMMENDATIONS.

Departments, Boards and Commissions	Regular and Special Appropriations For		Regular and Special Appropriations Asked For		Appropriations Recommended by the Governor For	
	1915	1916	1917	1918	1917	1918
COMMISSIONER OF AGRICULTURE—CONCLUDED						
Special—						
William F. Mason	\$519 97					
Purchase of farm	13,000 00					
Seed inspection					\$3,000 00	\$3,000 00
COMMISSIONERS OF PHARMACY						
Special—						
Furniture, fixtures and appliances.....	300 00					
COUNTY ATTORNEYS						
Salaries	14,575 00	\$16,200 00	\$16,200 00	\$16,200 00	16,200 00	16,200 00
DEPARTMENT OF LABOR AND INDUSTRY						
Salary of commissioner	1,800 00	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00
Salary of deputy commissioner.....	1,550 00	1,800 00	1,800 00	1,800 00	1,800 00	1,800 00
Salary of stenographer	600 00	600 00	800 00	800 00	700 00	700 00
Woman factory inspector, salary and traveling expenses for four agents, extra clerk-hire in office, printing, postage and all incidental expenses necessary to carry out the work of this department	4,500 00	4,500 00	16,000 00	16,000 00	6,000 00	6,000 00
EXECUTIVE DEPARTMENT						
Salary of Governor	3,000 00	3,000 00	5,000 00	5,000 00	5,000 00	5,000 00
Salary of private secretary.....	1,500 00	1,800 00	1,800 00	1,800 00	1,800 00	1,800 00
Salary of stenographer.....	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00
Salary of messenger to the Governor and Council.....	1,250 00	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00
Pay roll of Council.....	6,000 00	6,000 00	7,200 00	6,000 00	7,200 00	6,000 00
Visiting committee to insane hospital.....	600 00	600 00	600 00	600 00	600 00	600 00
Visiting committee to State School for boys	800 00	250 00	250 00	250 00	250 00	250 00

Contingent fund of the governor and council.....	10,000 00	10,000 00	10,000 00	10,000 00	10,000 00	10,000 00
Postage, stationery, office supplies, etc.	2,700 00	2,100 00	3,200 00	2,600 00	3,200 00	2,600 00
Examination and commitment of insane State benefi- ciaries.....	1,500 00	1,500 00	1,500 00	1,500 00	500 00	500 00
Recommitment of insane persons.....	250 00	250 00	250 00	250 00		
Salary of pension clerk.....	1,400 00	1,400 00	1,400 00	1,400 00	1,400 00	1,400 00
Stenographer and clerk hire in pension office.....	1,248 00	1,248 00	2,000 00	2,000 00	1,500 00	1,500 00
Salary of superintendent of public printing.....	1,400 00	1,500 00	1,500 00	1,500 00	1,500 00	1,500 00
Clerk to advisory board in the matter of paroles.....	300 00	300 00	300 00	300 00	300 00	300 00
Pensions of soldiers and sailors, widows, orphans and other dependants of soldiers and sailors.....	125,000 00	125,000 00	140,000 00	140,000 00	140,000 00	140,000 00
Support of paupers.....	80,000 00	75,000 00	110,000 00	110,000 00	110,000 00	110,000 00
Relief of needy blind residents of Maine.....	15,000 00	25,000 00	120,000 00	120,000 00	40,000 00	40,000 00
Education of the blind.....	8,000 00	8,000 00	9,500 00	9,500 00	9,500 00	9,500 00
Burial expenses of soldiers and sailors and widows of soldiers and sailors.....	8,000 00	8,000 00	8,000 00	8,000 00	7,000 00	7,000 00
Interest on Sanford legacy for deaf, dumb and blind....	36 00	36 00	36 00	36 00	36 00	36 00
Expenses of delegates to conference of national tax association.....	600 00	200 00	400 00	400 00	400 00	400 00
Keeper of arsenal property at Bangor.....	100 00	100 00	100 00	100 00		
Expense in pardon hearings, requisitions and rewards..	300 00	300 00	300 00	300 00	300 00	300 00
Veterans of the Civil War in employ of the State.....	1,901 50	2,452 00	2,750 00	2,750 00	2,750 00	2,750 00
Retirement pay to Frederick Brown.....	200 00	400 00	400 00	400 00	400 00	400 00
Conference for promotion of uniform legislation.....	500 00	500 00	500 00	500 00	500 00	500 00
Destruction of dog fish.....	1,000 00	1,000 00	10,000 00	10,000 00		
Ft. William Henry, salary,	300 00	300 00	600 00	600 00	300 00	300 00
repairs.....	300 00		1,025 00	450 00		
State aid for dependent mothers.....					10,000 00	25,000 00
Special—						
Investigation of applicants for State pensions.....			500 00	500 00		
Lizzie Bean.....	300 00	300 00				
Rena Cooley.....	200 00	200 00				
Insurance on State House.....		3,875 00				
Purchase of certain portrait of Maj. General Joshua L. Chamberlain.....	500 00					
Edmund E. Gould.....	50 32					
Completion of the Sixth Revision of the General and Public Laws.....	40,000 00					
Maine Society, Sons of the American Revolution.....	800 00					
Gorham P. Grant.....	300 00					
Joseph J. Roberts.....	94 62					
INDUSTRIAL ACCIDENT COMMISSION						
Salaries of commissioners.....		3,500 00	3,500 00	3,500 00	3,500 00	3,500 00
Salary of secretary.....		1,500 00	1,500 00	1,500 00	1,500 00	1,500 00
Administration, traveling expenses, etc.....		7,500 00	30,930 00	30,580 00	15,000 00	15,000 00

Appendix C—Continued

DETAILED STATEMENT OF APPROPRIATIONS AND RECOMMENDATIONS.

Departments, Boards and Commissions	Regular and Special Appropriations For		Regular and Special Appropriations Asked For		Appropriations Recommended by the Governor For	
	1915	1916	1917	1918	1917	1918
INSPECTORS OF DAMS AND RESERVOIRS						
Per diem and expenses.....	\$100 00	\$100 00	\$100 00	\$100 00		
INSPECTORS OF STATE PRISON AND JAILS						
Per diem and expenses.....	1,200 00	1,200 00	1,500 00	1,500 000	\$1,500 00	\$1,500 00
INSPECTORS OF STEAM VESSELS						
Per diem and expenses.....	4,000 00	4,000 00	5,000 00	5,000 00	4,000 00	4,000 00
Special—						
Clerk hire.....			300 00	300 00		
Purchase of number plates.....			150 00	150 00		
Aid of navigation on Moosehead lake.....	1,000 00	1,000 00	1,000 00	1,000 00	500 00	500 00
Aid of navigation on Lewys, Long and Big lakes.....	50 00	50 00				
Aid of navigation on Sebec lake.....	100 00	100 00				
Aid of navigation on Rangeley, Mooselucmeguntic and Cupsuptic lakes.....	400 00	400 00				
Aid of navigation on Sebago lake.....	200 00	200 00				
Aid of navigation on Upper and Lower Richardson lakes.....	100 00	100 00				
INLAND FISH AND GAME COMMISSION						
Salary of chairman and one associate commissioner....	3,000 00	3,000 00	3,000 00	3,000 00	2,750 00	2,500 00
Salary of clerk.....	1,100 00	1,200 00	1,200 00	1,200 00	1,200 00	1,200 00
Maine State museum.....	4,300 00	2,500 00	2,500 00	2,500 00		
Bounty on bob cats.....	2,500 00	2,000 00	3,500 00	3,500 00		
Fish hatcheries and feeding stations, etc.....	75,000 00	100,000 00	100,000 00	100,000 00	100,000 00	100,000 00
Special—						
Will T. Collins, Mary Collins and Alice A. Collins, land for fish hatchery.....	350 00					
Screening Parker pond.....	250 00					
Fish screen at outlet of Beach Hill lake.....	200 00					
Raymond fish hatchery.....	1,000 00					

INSURANCE COMMISSIONER							
Salary of commissioner.....	2,150 00	2,500 00	2,500 00	2,500 00	2,500 00	2,500 00	2,500 00
(\$500 additional from Industrial Accident Commission)							
Salary of deputy.....	1,650 00	1,800 00	1,800 00	1,800 00	1,800 00	1,800 00	1,800 00
Clerk hire, stationery, office supplies, etc.....	7,600 00	7,600 00	7,600 00	7,600 00	7,600 00	7,600 00	7,600 00
Investigation of causes of fires.....	*	2,000 00	4,500 00	4,500 00	1,500 00	1,500 00	1,500 00
JUDGES OF PROBATE							
Salaries.....		17,500 00					
LAND AGENT AND FOREST COMMISSIONER							
Salary of land agent and forest commissioner.....	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00
(\$500.00 additional from Forestry fund)							
Salary of deputy.....	1,400 00	1,800 00	1,800 00	1,800 00	1,800 00	1,800 00	1,800 00
Traveling expenses of land agent.....	600 00	700 00	700 00	700 00	700 00	700 00	700 00
Public instruction in forestry.....	5,000 00	5,000 00	6,000 00	6,000 00	6,000 00	6,000 00	6,000 00
Stationery and office supplies, clerk-hire, etc.....	1,550 00	1,550 00	1,550 00	1,550 00	1,550 00	1,550 00	1,550 00
Retracing and defining lines.....	500 00	500 00	500 00	500 00	250 00	250 00	250 00
State nursery.....	1,000 00	1,000 00	2,000 00	2,000 00			
Maine forestry district (non-expense, revenue provided by Maine Forestry Dist. Tax.)					75,000 00	75,000 00	75,000 00
Special—							
Publications of forestry department, such as edition of "Forest Trees of Maine and Forest Planting," bulletins)			1,500 00	1,500 00			
Book of plans, Knox county.....	250 00						
MAINE STATE LIBRARY							
Salary of librarian.....	1,500 00	1,800 00	1,800 00	1,800 00	†2,500 00	†2,500 00	†2,500 00
Salary of librarian as secretary of library commission.....	300 00	300 00	300 00	300 00			
Salary of assistant.....	1,200 00	1,200 00	1,200 00	1,200 00	1,200 00	1,200 00	1,200 00
Maintenance, increase and general expenses.....	12,000 00	12,500 00	16,000 00	16,000 00	14,000 00	14,000 00	14,000 00
Stipends for free public libraries.....	8,000 00	8,000 00	8,000 00	8,000 00			
Donations for founding free public libraries.....	300 00	300 00	300 00	300 00	300 00	300 00	300 00
Traveling libraries.....	3,500 00	3,500 00	4,500 00	4,500 00	4,500 00	4,500 00	4,500 00
Traveling libraries for high schools.....	1,000 00	1,000 00	1,000 00	1,000 00	500 00	500 00	500 00
Binding public documents.....		500 00	500 00	500 00			
Special—							
History of Buckfield.....	625 00						
History of Pemaquid.....	600 00						
Documentary history of Maine.....	2,500 00	2,500 00					

*Paid from fees.

†Including salary of secretary of commission.

Appendix C—Continued

DETAILED STATEMENT OF APPROPRIATIONS AND RECOMMENDATIONS.

Departments, Boards and Commissions	Regular and Special Appropriations For		Regular and Special Appropriations Asked For		Appropriations Recommended by the Governor For	
	1915	1916	1917	1918	1917	1918
PASSAMAQUODDY TRIBE OF INDIANS						
For all general expenses of the tribe.....	\$18,190 00	\$18,190 00	\$17,720 00	\$16,720 00	\$17,720 00	\$16,720 00
Special—						
Repair on church at Peter Dana's Point, for its completion.....			2,500 00		2,500 00	
PENOBSCOT TRIBE OF INDIANS						
For all general expenses of the tribe.....	18,899 55	17,399 55	18,749 55	18,749 55	19,000 00	19,000 00
PUBLIC UTILITIES COMMISSION						
Salaries of commissioners.....	14,000 00	14,000 00	14,000 00	14,000 00	14,000 00	14,000 00
Salaries of clerk and assistant clerk.....	4,000 00	4,000 00	4,000 00	4,000 00	4,000 00	4,000 00
Water power investigation.....					5,000 00	5,000 00
Purchase of books, maps, stationery, clerk-hire and general office supplies.....	40,000 00	40,000 00	48,000 00	48,000 00	35,000 00	35,000 00
Grade crossings.....	15,000 00	15,000 00	15,000 00	15,000 00	15,000 00	15,000 00
Co-operative work with United States Geological survey	5,000 00	5,000 00	7,500 00	7,500 00	5,000 00	5,000 00
Specials—						
Salary of chief inspector.....	1,250 00					
Railroad inspection.....		2,500 00				
SEA AND SHORE FISHERIES						
Salary of commissioner.....	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00
Expenses of wardens and commissioner.....	18,000 00	17,500 00	20,000 00	20,000 00	10,000 00	10,000 00
Protection of lobsters with eggs attached.....	4,000 00	4,000 00	15,000 00	15,000 00	5,000 00	5,000 00
Propagation of shell fish.....	750 00	750 00	2,000 00	2,000 00		
Purchasing for liberation.....	5,000 00	5,000 00	5,000 00	5,000 00	5,000 00	5,000 00
Patrol boats.....	9 000 00	3,000 00	6,000 00	5,500 00	6,000 00	5,500 00

Printing and binding, compiling and indexing laws relating to sea and shore fisheries.....	200 00	200 00	200 00	200 00	200 00	200 00
Specials—						
Engine for State boat, "Sheldrake"	2,000 00					
Better protection and preservation of lobster fisheries...	1,500 00	1,500 00				
Purchase of two patrol boats.....			10,000 00			
Maintenance of patrol boats.....			5,000 00	5,000 00		
SECRETARY OF STATE						
Salary of secretary.....	2,750 00	3,000 00	3,000 00	3,000 00	3,000 00	3,000 00
Salary of deputy.....	1,650 00	1,800 00	1,800 00	1,800 00	1,800 00	1,800 00
Salaries of clerks.....	9,000 00	9,000 00	14,000 00	14,000 00	9,000 00	9,000 00
Advertising franchise tax due from corporations.....	1,000 00		500 00	500 00	500 00	500 00
Expenses of Australian ballot, (September election)		8,500 00		9,000 00		9,000 00
Expenses of primary election.....		15,000 00		12,000 00		12,000 00
Purchase of vital records.....	500 00	1,000 00	500 00	500 00	500 00	500 00
Stationery, office supplies, printing, telephone, express, etc.....	4,500 00	4,500 00	3,500 00	3,500 00	3,500 00	3,500 00
Purchase of automobile plates, wrappers, printing and postage.....	6,000 00	6,000 00	10,000 00	11,000 00		
Journal of council and indexing same.....	150 00	150 00	150 00	150 00		
Advertising laws.....	6,500 00		7,000 00		7,000 00	
Publication of Grand Army Records.....	175 00	175 00	175 00	175 00	175 00	175 00
Indexing laws and resolves.....	1,250 00					
Indexing house and senate documents.....	100 00					
Reference tables to acts and resolves.....	200 00					
Special election.....					6,000 00	
Maine State year book.....	1,050 00	1,050 00				
Expenses of Australian ballot, (November election).....		4,000 00				
Special—						
Repairs and furniture for Secretary of State's room.....	800 00					
STATE AUDITOR						
Salary of State Auditor.....	2,500 00	2,500 00	2,500 00	2,500 00	2,500 00	2,500 00
Clerk hire.....	10,500 00	10,500 00	10,500 00	10,500 00	10,500 00	10,500 00
Stationery, office supplies, etc.....	1,000 00	1,000 00	1,500 00	1,500 00	1,500 00	1,500 00
Special auditors.....	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00
Traveling expenses of auditor and special auditors.....	600 00	600 00	600 00	600 00	600 00	600 00
Filing cases.....	500 00	500 00	500 00	500 00	500 00	500 00
Printing and binding report, biennial.....	800 00		800 00		800 00	
Printing and binding estimates of income and expenditure.....		150 00		150 00		150 00
STATE BOARD OF ARBITRATION AND CONCILIATION						
Per diem and expenses.....	400 00	400 00	600 00	600 00	400 00	400 00

Appendix C—Continued

DETAILED STATEMENT OF APPROPRIATIONS AND RECOMMENDATIONS.

Departments, Boards and Commissions	Regular and Special Appropriations For		Regular and Special Appropriations Asked For		Appropriations Recommended by the Governor For	
	1915	1916	1917	1918	1917	1918
STATE BOARD OF CHARITIES AND CORRECTIONS						
Expenses			\$8,000 00	\$8,000 00	\$8,000 00	\$8,000 00
STATE BOARD OF HEALTH						
Contingent expenses	\$7,000 00	7,000 00	7,000 00	7,000 00	7,000 00	7,000 00
Registration of vital statistics	3,000 00	3,000 00	3,000 00	3,000 00	3,000 00	3,000 00
State laboratory of hygiene	6,500 00	6,500 00	6,500 00	6,500 00	6,500 00	6,500 00
Printing and binding	2,000 00	2,500 00	2,000 00	2,500 00	2,000 00	2,500 00
Epidemic or emergency fund	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00
STATE HIGHWAY COMMISSION						
Maintenance and administration, including salaries of commission, chief engineer, assistants, stationery, office supplies, printing, etc.	50,000 00	50,000 00	50,000 00	50,000 00		
Improvement of State aid market roads	300,000 00	300,000 00	300,000 00	300,000 00	400,000 00	450,000 00
State aid in the construction of bridges			100,000 00	100,000 00	100,000 00	100,000 00
State highway loan funds			533,000 00	533,000 00	200,000 00	
Maintenance of State and State aid roads, including salaries of commissioners, chief engineers, assistants, clerk-hire, office supplies, auto plates and administration expenses					260,000 00	310,000 00
Construction of State highways						321,402 93
Federal aid for State highways					145,354 50	146,250 00
Equalization fund					50,000 00	50,000 00
Interest on bonds					67,880 00	65,220 00
Retirement of bonds					54,000 00	79,000 00
Specials—						
Maintenance of State and State aid highways			300,000 00	400,000 00		
Completion of Jackman-Rockwood Road	10,000 00	12,500 00	50,000 00			
Roads and bridges, as per Resolves of the legislature....	111,640 45	33,650 00				

Appendix C—Concluded

DETAILED STATEMENT OF APPROPRIATIONS AND RECOMMENDATIONS.

Departments, Boards and Commissions	Regular and Special Appropriations For		Regular and Special Appropriations Asked For		Appropriations Recommended by the Governor For	
	1915	1916	1917	1918	1917	1918
Higgins Classical Academy.....	\$1,500 00	\$1,500 00	\$3,000 00	\$3,000 00	\$1,000 00	\$1,000 00
North Yarmouth Academy.....	750 00	750 00	1,000 00	.....	500 00	500 00
Nasson Institute.....	1,000 00	1,000 00	5,000 00	5,000 00	2,500 00	2,500 00
Litchfield Academy.....	.....	.....	500 00	500 00	500 00	500 00
Farmington State Normal School, new dormitory with equipment.....	.....	.....	15,000 00	15,000 00	.....	20,000 00
Farmington State Normal School, repairs and permanent improvements.....	500 00	500 00	1,750 00	1,750 00	500 00	500 00
Western State Normal School, repairs and permanent improvements.....	750 00	750 00	1,500 00	1,500 00	500 00	500 00
Western State Normal School, alterations in Robie hall.....	.....	.....	1,000 00	1,000 00	.....	.....
Western State Normal School, addition to recitation building.....	.....	.....	10,000 00	15,000 00	.....	20,000 00
Western State Normal School, interior alterations and furniture, in recitation building.....	.....	.....	5,000 00	4,000 00	.....	.....
Western State Normal School, bank wall and grading around dormitories.....	.....	.....	3,000 00	.....	.....	.....
Washington State Normal School, addition to main building.....	.....	.....	20,000 00	20,000 00	.....	20,000 00
Washington State Normal School, O'Brien house, repairs and new road.....	1,500 00	1,500 00	2,000 00	2,000 00	500 00	.....
Washington State Normal School, repairs and permanent improvements.....	.....	.....	3,000 00	3,000 00	.....	500 00
Eastern State Normal School, gymnasium.....	.....	.....	10,000 00	5,000 00	.....	20,000 00
Eastern State Normal School, furnishing ten rooms in dormitory.....	.....	.....	2,500 00	.....	.....	.....
Eastern State Normal School, repairs and permanent improvements.....	2,500 00	2,500 00	1,200 00	1,200 00	500 00	500 00
Aroostook State Normal School, new school building.....	.....	.....	40,000 00	35,000 00	20,000 00	30,000 00

Appendix C--Continued

DETAILED STATEMENT OF APPROPRIATIONS AND RECOMMENDATIONS.

Departments, Boards and Commissions	Regular and Special Appropriations For		Regular and Special Appropriations Asked For		Appropriations Recommended by the Governor For	
	1915	1916	1917	1918	1917	1918
Salaries of eight stenographers to justices.....	12,000 00	12,000 00	12,000 00	12,000 00	12,000 00	12,000 00
Salaries of retired justices of the supreme court.....	5,000 00	5,000 00	5,000 00	5,000 00	5,000 00	5,000 00
Expenses of law courts.....	1,400 00	1,400 00	1,500 00	1,500 00	1,500 00	1,500 00
Clerks of law courts.....	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00
Expenses of justices.....	1,100 00	1,100 00	3,500 00	3,500 00	3,500 00	3,500 00
Stationery, postage and express.....	600 00	600 00	600 00	600 00	600 00	600 00
Reports of judicial decisions.....	3,200 00	3,200 00	3,200 00	3,200 00	3,200 00	3,200 00
TREASURER OF STATE						
Salary of treasurer.....	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00
Salary of clerks.....	6,550 00	6,500 00	6,600 00	6,600 00	6,600 00	6,600 00
Postage, stationery, office supplies, freight, express, telephone, telegraph and other incidental expenses of the office.....	3,000 00	3,000 00	3,000 00	3,000 00	3,000 00	3,000 00
Premium on bonds of treasurer of state and clerks.....	650 00	600 00	650 00	650 00	650 00	650 00
Printing of report, blank forms, blank books, binding, ruling, etc.....	1,500 00	1,500 00	1,500 00	1,500 00	1,500 00	1,500 00
Interest on bonded debt and temporary loan.....	24,000 00	24,000 00	12,000 00	12,000 00	12,000 00	12,000 00
Advertising land sale and tax act.....	4,500 00	4,500 00	4,500 00	4,500 00	4,500 00	4,500 00
Forfeited lands.....	500 00	500 00				
Sale of land for taxes.....	500 00	500 00				
Lands reserved for public uses.....	8,000 00					
Abatement and corrections of errors in tax act.....	500 00	500 00	500 00	500 00	500 00	500 00
Payment of fees to town clerks.....	50 00	50 00	50 00	50 00	50 00	50 00
Damage by dogs and wild animals to domestic animals.....	20,000 00	20,000 00	20,000 00	20,000 00	20,000 00	20,000 00
Interest on lands reserved for public uses.....	15,000 00	15,000 00	60,000 00	25,000 00	25,000 00	25,000 00
Railroad and telegraph tax.....	182,591 71	182,591 71	225,000 00	225,000 00	225,000 00	225,000 00
Temporary loan.....	300,000 00	300,000 00	300,000 00	300,000 00	300,000 00	300,000 00
Tax Commissioner.....					1,250 00	2,500 00

Specials—							
James C. Braman	237 00						
Blanche M. Reynolds, Public Administrators' Fund.....	3,466 19						
Installation of steel filing cases.....	1,500 00						
TRUSTEES							
Per diem and expenses of hospital trustees.....	3,500 00	3,500 00	3,500 00	3,500 00	3,500 00	3,500 00	3,500 00
Per diem and expenses of trustees of juvenile institutions	1,000 00	1,000 00	1,500 00	1,500 00	1,500 00	1,500 00	1,500 00
Per diem and expenses of normal schools and training schools.....	1,500 00	1,500 00	1,500 00	1,500 00	1,500 00	1,500 00	1,500 00
Traveling and other expenses of trustees, University of Maine.....	400 00	400 00	400 00	400 00	400 00	400 00	400 00
AUDITOR'S ESTIMATES							
Legislative department, including all expenses pertaining to this department with salaries of members of the legislature and increases on the same	171,326 00		167,000 00		167,000 00		
Public improvements, town of Old Orchard.....	3,000 00	3,000 00	3,000 00	3,000 00	3,000 00	3,000 00	3,000 00
Property exempt from taxation.....	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00	2,000 00
Inquests and incidental expenses.....	1,500 00	1,000 00	1,000 00	1,000 00	600 00	600 00	600 00
Specials—							
Printing and binding reports.....		3,000 00					
Forms and practice in Probate Courts	2,000 00						
Restoration of early records in office of Clerk of Courts York county.....	900 00						
AUGUSTA STATE HOSPITAL							
Maintenance and support of insane State beneficiaries, including salaries of officers and employees, fuel, lights, etc.....	227,000 00	234,000 00	315,233 00	323,702 00	315,233 00	323,702 00	323,702 00
Gilman and Williams legacy and Robie fund.....	230 00	230 00	230 00	230 00	230 00	230 00	230 00
Specials—							
New construction: psychopathic building designed and equipped especially for the reception and treatment of new cases with accommodations for two hundred patients			175,000 00	50,000 00	25,000	75,000 00	
Nurses' home to accommodate sixty nurses.....			60,000 00				
Renovation and new construction, bath and toilet sections in Harlow and Sanborn buildings, etc.....			8,000 00				
Male and female pavilions, new hardwood floors in six wards			1,300 00				
Electric wiring to be concealed in metal conduits, with the extension of lights into each room, installation of new fixtures in corridors and rooms.....			2,000 00				

Appendix C—Continued

DETAILED STATEMENT OF APPROPRIATIONS AND RECOMMENDATIONS.

Departments, Boards and Commissions	Regular and Special Appropriations For		Regular and Special Appropriations Asked For		Appropriations Recommended by the Governor For	
	1915	1916	1917	1918	1917	1918
AUGUSTA STATE HOSPITAL—CONCLUDED						
Renovation of toilet and bath rooms with tiled floors and new closets, lavatories and bath tubs in male and female pavilions.....			4,000 00			
The unoccupied granite dwelling known as the commandant's house, situated on the Arsenal grounds, should be renovated and a new ell built to replace the old one which is irreparable.....			10,000 00			
Night watchman and night attendants, signal and time recording clock system.....			1,000 00			
Furnishing third female wing.....	1,500 00					
Renovating second male wing.....	85,000 00					
BANGOR STATE HOSPITAL						
Maintenance and support of insane State beneficiaries, including the salaries of officers and employees, supplies, lights, fuel, etc.....	156,000 00	163,800 00	206,300 00	206,500 00	206,300 00	206,500 00
Robie amusement fund.....	140 00	140 00	140 00	140 00	140 00	140 00
Specials—						
Changing over heating system.....			6,000 00	3,000 00	6,000 00	
Sleeping rooms, night nurses.....			2,500 00		2,500 00	
Repairs and alterations on barn and purchase of cows.....			5,000 00			
Automatic stokers in boiler plant.....			3,500 00	1,500 00		
New building for carpenter shops, paint shop and storage for lumber.....			20,000 00			
Purchase of additional farm land.....			4,000 00			
Erection and equipment of greenhouse.....			3,000 00			
Stone crusher.....	1,500 00					
Sleeping rooms for night nurses.....	2,000 00					
Sun parlors.....	4,000 00	4,000 00				

Renovations of wards C-3 and E-3.....	5,000 00					
Congregate dining room.....	50,000 00					
BATH MILITARY AND NAVAL ORPHAN ASYLUM						
Maintenance, including salaries, provisions supplies, groceries, heat, light, power, etc.....	9,500 00	10,000 00	12,225 00	12,225 00	12,725 00	14,725 00
Repairs and permanent improvements	500 00		500 00	500 00		
Specials—						
Painting buildings, new floors on third floor of dormi- tories, repairs and placing portion of windows, new store room, new steam heater, repairing and painting large iron fences.....			2,050 00			
New playhouse to replace present structure now so out of repair as to require a very large expenditure to put in good condition.....				2,500 00		
MAINE SCHOOL FOR THE DEAF						
Maintenance, including salaries, fuel, groceries, repairs, etc.....	28,000 00	28,000 00	31,400 00	31,900 00	31,400 00	31,900 00
Specials—						
Permanent repairs and improvements on Winslow hall.			3,500 00		1,500 00	2,000 00
Purchase of land.....	12,000 00					
MAINE SCHOOL FOR FEEBLE MINDED						
Maintenance for the support of State charges, including board and clothing, medical attendance, salaries, etc	60,000 00	67,500 00	65,000 00	75,000 00	74,765 00	80,000 00
Specials—						
Construction of central heating and power plant.....			15,000 00	10,000 00	25,000 00	
Construction and improvement.....						100,000 00
Equipment for heating power plant.....			10,000 00	10,000 00		
Permanent outside service.....			15,000 00	15,000 00		
Congregate dining rooms.....			25,000 00	30,000 00		
Brick dormitory for boys.....			30,000 00	35,000 00		
New horse barn.....			8,000 00			
Bridge across Collyer brook.....			2,000 00			
Extension of electrical lighting system.....			5,000 00			
Central kitchen.....	25,000 00	25,000 00				
Fence around dam.....	500 00					
Laundry equipment.....	2,500 00					
Road.....	3,000 00	1,000 00				
MAINE STATE PRISON						
Salary of warden.....	2,500 00	2,500 00	3,000 00	3,000 00	2,750 00	3,000 00
Salaries of subordinate officers.....	15,364 16	16,020 00	25,000 00	25,000 00	21,700 00	21,700 00
School.....	50 00	50 00	100 00	100 00	50 00	50 00

Appendix C—Continued

DETAILED STATEMENT OF APPROPRIATIONS AND RECOMMENDATIONS.

Departments, Boards and Commissions	Regular and Special Appropriations For		Regular and Special Appropriations Asked For		Appropriations Recommended by the Governor For	
	1915	1916	1917	1918	1917	1918
MAINE STATE PRISON—CONCLUDED						
Books for library.....	\$50 00	\$50 00	\$75 00	\$75 00	\$50 00	\$50 00
Medicine and operations.....	150 00	150 00	500 00	500 00	150 00	150 00
Water supply.....	2,500 00	2,500 00	2,500 00	2,500 00	2,200 00	2,200 00
Printing and binding reports.....	200 00	200 00	200 00	200 00	200 00	200 00
Criminal insane.....	200 00	200 00	200 00	200 00	200 00	200 00
Sacred concerts.....	100 00	100 00	200 00	200 00	100 00	100 00
Chaplain for catholic inmates.....					300 00	300 00
Retiring and pensioning prison officials.....	1,800 00	2,600 00	2,600 00	2,600 00	2,600 00	2,600 00
Maintenance, to help pay salaries not included in salaries of officers and other incidental expenses that are unprovided for by the State.....			10,000 00	10,000 00	10,000 00	10,000 00
Specials—						
Certain improvements and repairs.....	1,500 00					
Altering and enlarging.....	50,000 00					
STATE REFORMATORY FOR WOMEN						
Maintenance, including salaries, foods, clothing, heat, light, power, etc.....	20,000 00	30,000 00	13,435 00	15,125 00	13,435 00	15,125 00
Specials—						
Furnishing new cottage.....			2,000 00			
Land improvements.....			1,500 00			
Finishing third floor, new cottage.....			2,000 00			
New cottage and furnishing same.....			37,500 00			
STATE SANATORIUMS						
For maintenance of Central Maine and Western Maine Sanatoriums.....	75,000 00		100,000 00	150,000 00		
Central Maine Sanatorium, including Bangor.....					28,000 00	63,500 00
Maintenance, Western Maine Sanatorium.....					78,325 00	78,325 00

Appendix C—Continued

DETAILED STATEMENT OF APPROPRIATIONS AND RECOMMENDATIONS.

Departments, Boards and Commissions	Regular and Special Appropriations For		Regular and Special Appropriations Asked For		Appropriations Recommended by the Governor For	
	1915	1916	1917	1918	1917	1918
Bath City Hospital.....	\$2,000 00	\$2,000 00	\$2,500 00	\$2,500 00	\$2,500 00	\$2,500 00
Central Maine General Hospital.....	7,000 00	7,000 00	10,000 00	10,000 00	8,000 00	8,000 00
Children's Aid Society.....	1,500 00	1,500 00	3,400 00	3,400 00	1,600 00	1,800 00
Children's Heart Work Society.....	750 00	750 00	1,500 00	1,500 00	750 00	750 00
Children's Hospital.....	27,500 00	27,500 00	28,000 00	28,000 00	27,500 00	27,500 00
Children's Protective Society.....	800 00	800 00	1,000 00	1,000 00	800 00	800 00
Daughters of Wisdom.....	500 00	500 00	750 00	750 00	500 00	500 00
Eastern Maine General Hospital.....	8,000 00	8,000 00	8,000 00	8,000 00	8,000 00	8,000 00
Eastern Maine Orphan's Home.....	500 00	500 00	2,500 00	2,500 00	1,000 00	1,000 00
Girls' Orphanage, Lewiston.....	2,500 00	2,500 00	2,500 00	2,500 00	2,500 00	2,500 00
Good Samaritan's Home.....	1,800 00	1,800 00	3,000 00	3,000 00	2,500 00	2,500 00
Greenville Young Men's Association.....	1,200 00	1,200 00	2,700 00	2,700 00	1,200 00	1,200 00
Hayes Home for Young Women.....	1,000 00	1,000 00	1,700 00	1,700 00	1,000 00	1,000 00
Healy Asylum, Lewiston.....	7,000 00	7,000 00	10,000 00	10,000 00	4,500 00	4,500 00
Holy Innocents Home for Infants.....	2,000 00	2,000 00	3,000 00	3,000 00	2,000 00	2,000 00
Knox County General Hospital.....	2,500 00	2,500 00	5,000 00	5,000 00	1,500 00	1,500 00
Lewiston and Auburn Children's Home.....	750 00	750 00	750 00	750 00	750 00	750 00
Madigan Memorial Hospital.....	1,000 00	1,000 00	3,000 00	3,000 00	1,000 00	1,000 00
Maine Children's Home Society.....	1,250 00	1,250 00	2,500 00	2,500 00	1,500 00	1,500 00
Maine Eye and Ear Infirmary.....	3,500 00	3,500 00	5,000 00	5,000 00	2,500 00	2,500 00
Maine General Hospital.....	9,000 00	9,000 00	15,000 00	15,000 00	7,500 00	7,500 00
Maine Home for Friendless Boys.....	1,500 00	1,500 00	1,500 00	1,500 00	1,500 00	1,500 00
Maine Institution for the Blind.....	15,000 00	15,000 00	15,000 00	15,000 00	14,000 00	14,000 00
Maine Mission for the Deaf.....	200 00	200 00	400 00	400 00	200 00	200 00
Northern Maine General Hospital.....	2,000 00	2,000 00	3,000 00	3,000 00	2,000 00	2,000 00
Old Town Hospital.....	1,000 00	1,000 00	1,500 00	1,500 00	1,000 00	1,000 00
Presque Isle General Hospital.....	750 00	750 00	1,000 00	1,000 00	750 00	750 00
Rumford Hospital Association.....	500 00	500 00	1,000 00	1,000 00	750 00	750 00
St. Elizabeth's Roman Catholic Asylum for Girls.....	2,000 00	2,000 00	3,500 00	3,500 00	2,500 00	2,500 00

St. Mary's General Hospital, Lewiston.....	8,000 00	8,000 00	8,000 00	8,000 00	8,000 00	8,000 00
Somerset Hospital.....	500 00	500 00	1,900 00	1,900 00	500 00	500 00
Temporary Home for Women and Children.....	2,500 00	2,500 00	2,500 00	2,500 00	2,500 00	2,500 00
Trull Hospital Aid Association.....	1,000 00	1,000 00	1,500 00	1,500 00		
Waldo County General Hospital.....	1,000 00	1,000 00	2,000 00	2,000 00	1,000 00	1,000 00
Webber Hospital Association, Biddeford.....	4,000 00	4,000 00	6,000 00	6,000 00	4,750 00	4,750 00
W. C. T. U., Temporary Home for Children, Gardiner...	750 00	750 00	1,150 00	1,150 00	750 00	750 00
York County Children's Aid Society.....	500 00	500 00	1,000 00	1,000 00	750 00	750 00
York Hospital.....	1,200 00	1,200 00	1,200 00	1,200 00		
Maine State Sanatorium, Hebron.....	6,000 00				1,200 00	1,200 00
Specials—						
Bangor Anti-Tuberculosis Sanatorium.....			1,500 00			
Central Maine Association for the Relief and Control of Tuberculosis, for payment of debt.....				1,500 00		
Central Maine General Hospital, reduction of mortgage debt.....			6,663 72		6,663 72	
Children's Hospital, deficit on account of free work.....			12,500 00		12,500 00	
For payment of debt.....			9,000 00			
Home for Aged Women, Belfast.....			10,000 00		10,000 00	
Hill Crest Hospital, Inc., for heating plant, electric lights, equipment for operating room, etc.....			600 00		600 00	
For water supply, painting and repairing buildings, etc.....			3,450 00			
Knox County General Hospital, for replacement.....				545 00		
Maine General Hospital, for isolation ward for treat- ment of contagious diseases.....			20,000 00			
For grading, fencing, etc.....			35,000 00			
Moulton Hospital.....			5,000 00			
Northern Maine General Hospital for partial construc- tion of annex.....			2,000 00	2,000 00		
Old Town Hospital, for repairs.....			2,000 00			
St. Mary's General Hospital, Lewiston, for free patients.....			500 00			
Waldo County General Hospital, for elevator, buildings for barn, repairs, sewerage, etc.....			8,000 00			
Webber Hospital Association, for district nurse.....			3,000 00			
To reduce mortgage.....			500 00	500 00		
INDIVIDUALS AND CORPORATIONS			5,000 00	5,000 00		
People's Ferry Co., Bath.....	2,000 00	2,000 00	3,000 00		2,000 00	2,000 00
Eastport Fish Fair Association.....			1,000 00	3,000 00		
Deficiencies.....	48,784 88					
	\$5,755,214 04	\$5,042,923 18	\$7,774,585 33	\$7,167,397 91	\$6,711,849 58	\$7,106,297 09

Appendix D

COST OF MAINTAINING STATE CHARITABLE AND REFORMATORY INSTITUTIONS FOR 1915 AND 1916 COMPARED WITH APPROPRIATIONS RECOMMENDED FOR 1917 AND 1918

Items: Actual for 1915-1916 Estimated, 1917-1918		Augusta State Hospital.	Bangor State Hospital.	School Feeble Minded.	†Central Maine Sanatorium.	‖Western Maine Sanatorium.	State School For Boys.	State School For Girls.	Bath Military and Naval Orphan Asylum.	§Reformatory For Women.	
*Population	1915	987+68	631+65	264+3	.....	.....	177+14	110+75	56	
	1916	1016+80	634+55	268+3	.....	39	171+116	118+70	60	
	1917	1044+75	650+60	283	.....	50	100	177+141	125+70	65
	1918	1072+75	660+60	335	80	100	177+141	130+70	65	25 40
Personal Services	1915	\$85,398 00	\$59,528 74	\$23,637 82	.....	.....	\$14,124 34	\$8,796 13	\$3,291 60	
	1916	84,563 03	63,447 61	21,395 34	.....	\$4,706 47	\$15,432 47	14,727 35	9,317 39	3,506 50
	1917	95,000 00	68,649 53	25,000 00	8,500 00	24,300 00	14,367 14	9,665 00	3,725 00	4,760 00
	1918	97,000 00	63,849 53	26,000 00	11,400 00	24,300 00	14,367 14	10,340 00	3,725 00	6,780 00
Food Supplies	1915	104,826 21	53,756 71	23,720 38	.....	.....	14,378 40	7,225 43	3,426 78	
	1916	92,544 13	59,150 27	19,316 96	.....	6,743 21	15,241 46	13,601 47	9,681 43	3,592 45
	1917	111,000 00	68,022 81	24,000 00	9,500 00	26,600 00	15,129 87	12,330 00	4,500 00	1,290 00
	1918	117,000 00	68,022 81	28,000 00	28,000 00	26,600 00	15,129 87	13,130 00	4,500 00	2,030 00
Clothing	1915	10,827 08	3,645 43	4,899 71	.....	.....	1,718 41	2,642 71	1,334 94	
	1916	10,880 29	2,895 42	3,384 43	.....	.....	2,214 96	2,855 43	1,043 71	
	1917	13,000 00	3,619 27	5,000 00	.....	.....	2,720 84	3,500 00	1,175 00	430 00
	1918	13,000 00	3,619 27	6,000 00	.....	.....	2,720 84	3,700 00	1,175 00	975 00

†Repairs and Equipment	1915	\$8,186 48	\$16,252 88	\$3,669 96	.....	.....	\$1,475 38	\$2,041 91	\$1,076 52	
	1916	16,066 98	6,655 66	2,829 80	701 00	3,519 95	2,040 37	2,306 75	927 05	
†	1917	35,123 00	23,000 00	9,000 00	2,900 00	8,600 00	3,000 00	3,900 00	¶2,500 00	950 00
	1918	36,260 00	23,000 00	10,000 00	7,000 00	8,600 00	3,000 00	3,325 00	500 00	950 00
General Expenses	1915	62,064 16	49,167 42	15,521 64	.....	.....	20,399 13	12,172 66	1,627 67	
	1916	58,619 39	51,235 12	16,149 77	6,552 42	13,149 56	23,224 29	10,864 07	1,663 59	
,	1917	61,110 00	43,008 39	11,765 00	7,100 00	18,825 00	24,782 15	8,945 96	2,825 00	6,005 00
	1918	60,442 00	43,008 39	10,100 00	17,100 00	18,825 00	24,782 15	7,845 96	2,825 00	4,390 00
Total Maintenance	1915	271,301 93	182,351 18	71,449 51	.....	.....	52,095 66	32,878 84	10,757 51	
	1916	262,673 82	193,384 08	63,076 30	18,783 10	47,343 44	55,808 44	35,025 07	10,733 30	
	1917	315,233 00	206,300 00	74,765 00	28,000 00	78,325 00	60,000 00	38,340 96	¶14,725 00	13,435 00
	1918	323,702 00	206,500 00	80,100 00	63,500 00	78,325 00	60,000 00	40,340 96	12,725 00	15,125 00

NOTES: * Where two numbers appear with a plus sign (+) between, the first number is the daily average number of inmates present, the second the daily average number on parole.
 † Includes only repairs of buildings for 1915 and 1916; includes also for 1917 and 1918 repairs and additions to household furniture and equipment and farm equipment.
 ‡ No data for 1915 —10 months for 1916.
 § No data for 1915 —9 months for 1916.
 ¶ No previous data.
 ¶¶ Includes \$2,000 for special repairs.

SPECIFICATION FOR MAINTENANCE APPROPRIATIONS: PERSONAL SERVICES—Salaries and wages of all officers and employees except those wholly engaged in repairs of buildings, etc. FOOD SUPPLIES—All articles of food. CLOTHING—All articles of personal clothing and materials for making the same. REPAIRS AND EQUIPMENT—All materials and supplies required for repairs and upkeep of grounds, buildings and attached fixtures; all additions to and repairs and replacements of furniture and equipment, including farm equipment and livestock, and all personal services rendered wholly in connection with repair work. GENERAL EXPENSES—All other materials, supplies and expenses incident to maintenance of the institution and the inmates thereof, whether present or absent.

A P P E N D I X E

Report of the Commission on Taxation of Intangible Property

To His Excellency, Hon. Carl E. Milliken, Governor of Maine:
Dear Sir:

In submitting the following report upon the question of taxing intangible property the Committee wish to extend their thanks to you for the confidence reposed in requesting them to undertake the performance of so important a duty. They also wish to avail themselves of this opportunity to express their appreciation of the generous courtesy and valuable aid that has been extended to them by everyone with whom they have had occasion to confer. They also desire to extend a special expression of thanks to Professor Bullock of Harvard, Hon. Zenas W. Bliss of Rhode Island, and to Mr. McIntire, the able and versatile Chairman of our own Board of State Assessors, for the courtesy of interviews granted by these gentlemen and for the valuable material and aid furnished at their hands. We are indebted to Mr. McIntire for the statistics regarding our own State and for many pertinent suggestions.

With this report they also submit in separate form the communication of Charles J. Bullock of Harvard University; of Zenas W. Bliss, Chairman of the Department of State Taxation of Rhode Island; of Professor Catlin of Bowdoin College; of Professor Wolfe of Colby College; of A. J. Williams, Secretary of the Wisconsin Tax Commission; of Clement F. Robinson of Portland; of Henry A. S. Ives, Secretary of Minnesota Tax Commission; of Allen C. Girdwood, Secretary State Commission of Maryland; of Bertrand G. McIntire, Chairman Board of State Assessors, Maine; and a copy of the Report of the Tax Commission from each state from whom one has been received. For further reference, they suggest the reports, found

in the State Library, of the National Tax Association, and especially the proceedings of the Third and Ninth Congress where will be found a very full discussion of the question of taxing intangible property.

Respectfully submitted.

A. M. SPEAR.
 CHAS. S. COOK.
 KENNETH C. M. SILLS.
 HUGH R. CHAPLIN.
 OBADIAH GARDNER.

Report of the Committee, informally requested by Governor Milliken to consider a scheme for the taxing of intangible personal property, in accordance with the provisions of the amendment of the Constitution, authorizing the Legislature to levy a tax upon this class of property at such a rate as it might deem wise and equitable.

Theocritus being asked which was the most cruel of all beasts answered: "Among the beasts of the wilderness, the bear and lion; among the beasts of the city, the publican and the parasite . . ." The publican of old was an object of aspersion. He was regarded as an outlaw in the Roman provinces and barred from the temple and churches in the time of Christ. From that day to this, the tax gatherer, the visible representative of the taxing power, has been regarded with disfavor and sometimes with reproach. This attitude of the world toward the impositions of taxes is due to two causes. First, the payment of a tax in any form, however necessary and just, is not popular. Second, inequality, discrimination and injustice have resulted from the methods employed in levying the public revenue. The first cause of hostility we may never hope to eradicate, while human nature remains normal. The second cause we may never hope to fully remove, as no workable scheme of taxation can ever be devised that will do exact justice; but we may hope to lessen the hardship by the adoption of a system that will work out more approximate equality. Public contribution is a necessary burden. The power of taxation is a sovereign right essential to the existence of government. Deny it and confusion will follow order, and license displace law.

But the use of this sovereign power is based upon the theoretical rule that every kind of property should bear its proportionate part of the public burden. Accordingly, we meet at the threshold certain well defined premises underlying the principles of taxation, namely: (1) The constitutional provision: "That the legislature shall never in any manner suspend or surrender the power of taxation." (2) "That State and local government must be maintained for the benefit and protection of society." (3) That the State must provide for the collection of sufficient revenue to sustain these institutions. (4) That additional revenue is constantly needed to meet the increasing demands of industrial, educational, charitable, agricultural, financial and transportation development, support of State and quasi public institutions and the many other unforeseen and necessary requirements of modern civilization. (5) That this new expense and demand for more revenue are matters wholly within the sovereign power. (6) That this increased burden logically and necessarily leads to search for new sources of income and new schemes of taxation, otherwise the increase of rate would become intolerable. But this assertion may appear inconsistent, as the unamended constitution provides that all property, real and personal, not exempt, is taxable. This is theoretically true, but the fact remains that the constitutional requirement, and the laws enacted to carry it into effect, are so persistently and effectually evaded, and so much property is untaxed, that a constant demand has been made that these evasions be checked and the burdens more equally distributed.

The one great source of complaint, however, against the administration of our tax laws, has been that real estate and tangible personal property have had to bear an inequitable share of the burden of taxation for the reason that the assessment of intangible personal property is very small in proportion to the assessment of these other classes.

Although the evasion of taxation by intangible personal property is not authorized by law, it is tolerated in fact, and condoned by common consent because of common knowledge that the average income received by the holders of this class of property averages under five per cent, while the average rate of taxation is between 2% and 3%, to be exact,—2.395%, and

that the collection of this rate, taking nearly one-half the income, leaving an average of but little over $2\frac{1}{2}\%$, renders this class of property nearly worthless as an investment, and works a great hardship upon the holder. This fact, itself, speaks, and offers ample proof that the system of taxation that seeks to impose such a burden on this kind of property on the one hand, and, in consequence, drives it into hiding on the other, is unjust, improvident and ineffectual, imposing an unnecessary burden upon visible property and practically exempting invisible property; and that it is so regarded is amply shown not only by the consensus of expert opinion and practical investigation, wherever the matter has been the subject of consideration, but also by the history of tax legislation in our own state.

In order to define the issue, it should be here noted that we have nothing whatever to do with the question of taxing real estate and tangible personal property, as these are not affected by the recent constitutional amendment; but only with the advisability or inadvisability of changing the method of taxing intangible personal property; and that all the authorities discuss this one issue, and tend to show a general condemnation of any system of taxation that seeks to impose upon intangible personal property the same value and same rate, that it lays upon the other classes of property, and to support the contention that intangible personal property, wherever it is permitted, should be classified and taxed at a different rate.

As the authorities here quoted refer to the system which they condemn as "a general property tax," it should also be borne in mind that our present method is in all respects "a general property tax" and that the quoted criticisms of such a tax apply directly to our method. We wish further to say that by use of the term "tax expert" we do not mean one who has made a hobby of the question and studied it to support a fad, but one who is skilled upon the subject of economics of which taxation is a department.

Among the great authorities on taxation Charles J. Bullock, Professor of Economics at Harvard University, is generally acknowledged to be the most eminent. He says of the general property tax system: "It places the tax payer in the position of circumventing the law, and does not foster habits of good

citizenship; the latter is the cause of fearful demoralization. Here, again, official documents abound in testimony to the evils of the system. It is declared to be 'debauching to the conscience and subversive to the public morals—a school of perjury promoted by law'; it 'puts a premium on perjury and a penalty on integrity'; it 'debauches the moral sense,' produces 'widespread demoralization' and encourages 'evasion and dishonesty.' 'This is severe, but no one familiar with the facts can doubt its truth.'

This statement, varied in phraseology, may be taken as a standard of the terms in which the general property tax is condemned. To the same effect may be cited Professor Edwin R. Siligman of Columbia University, another great authority; Professor Richard T. Ely; the U. S. Industrial Commission; the Massachusetts Tax Commission of 1908; U. S. Supreme Court in *Pacific Express Co. v. Serbert*, 142 U. S. 351; B. G. McIntire, Chairman of our Board of State Assessors. Every tax authority with whom we have conferred and every communication received upon this particular question have answered in the same way.

Nor in the time found for research upon this phase of the case have we been able to find a single authority that approves of the system of a general property tax.

But it might be said that tax experts become theorists and are not always practical in their conclusions and recommendations; but in answer to this it may be said that not only do the eminent authorities above quoted condemn this system but a careful investigation will show that the practical men who comprise the tax commissions in the different states of the Union are, so far as we have been able to discover, unanimous in their concurrence in the opinion of the tax experts upon this question. Also, the abandonment of this system and the adoption of new methods of taxing intangible property to be found in Massachusetts, Rhode Island, Pennsylvania, Maryland, Wisconsin and Minnesota and the agitation in most of the other states in favor of a reform, all support the conclusion that the general property tax plan should go.

Except for the purpose of showing the broad field of expert and practical opinion upon this question, it would be unneces-

sary to go aside for argument, as the history and development of tax legislation in our own state are both interesting and instructive upon the desirability, or otherwise, of abandoning the general property tax plan and adopting some new method of taxing intangible property, for the first time made permissible under the recent constitutional amendment. It is unnecessary to go into detail to call to mind the opposition with which every progressive tax movement in this state has been met by the classes of property to be affected. Reference will be made to but a few of the more important efforts which have been made from time to time to reach property and business that were not bearing their proportionate share of the public burdens. Years ago it was proposed to tax the railroads upon the basis of their mileage and gross earnings. All possible arguments were made against it, and particularly against the scheme, which was elastic and could be stretched, whenever proper, to increase the revenue from this source of taxation. The law, however, was passed, but the opposition did not cease until met with an adverse decision of the Supreme Court of the United States. Yet this law, although increasing the rate from time to time, has operated fairly to both the railroads and to the people. The proposed laws for the taxation of insurance companies, telephone companies, telegraph companies, of corporate franchises, of express companies, were all enacted in the face of arguments offered to show not only that the various schemes were impracticable, but that the tax, itself, was unjust and burdensome. And when the inheritance tax law was proposed it was met with strenuous opposition.

Yet, notwithstanding the predictions to the contrary, these laws, improved from time to time by amendment, have all operated smoothly and equitably and produced a very large amount of income to the state and municipalities that would otherwise have been levied on visible property, already taxed to the limit, and no prudent person would for a moment suggest their abolition. Similar opposition is voiced by many at the present time to either an income or level rate tax on intangible property.

It is also clearly apparent that the accomplished action of our state in its tax legislation unerringly points to the disapproval by our own people, of the general property tax. Prior

to 1875 our Constitution required only the taxation of real estate. Under this provision even tangible personal property was evading and escaping its fair proportion of taxation. To remedy this wrong, in 1875 an amendment was adopted compelling the taxation of personal estate. From that time to this tangible personal property has been generally taxed. The amendment was intended to and did include all personal estate, tangible and intangible. But the same difficulty at once arose, regarding the discovery of intangible property after 1875, that had prevailed in regard to finding tangible personal property before 1875. Hence forthwith began an agitation for the adoption of some change in the law that would make compulsory the disclosure of intangible property. This agitation may be said to have culminated in 1891 when the Maine House of Representatives by a large majority passed a drastic listing bill, which was defeated in the Senate by only one vote and that given by one who believed in the bill but yielded to the great pressure brought to bear before the vote. We particularly refer to this spirited contest for the purpose of introducing the contention of the participants upon the one side and the other.

The urgent argument at this time in favor of the listing measure was that such a law would compel the disclosure of stocks, bonds, money at interest and other securities, to taxation like other property. The potent argument against the listing bill, at this time, by the holders, large and small, of intangible property, was, that the then rate of taxation would be disastrous to small holders, without other sources of income for a living, and unfair to large holders, and that such a change should be made in the fundamental law as would permit of the imposition of such a small rate as would enable the small holder to live and the large holder to have a fair return.

These two arguments, which agitated the whole state at the time, have been before the people for 25 years, in the meantime pressing their respective reasons for approval upon the voters, until in 1913 the argument for a change in the Constitution prevailed, and authority was finally given for classifying intangible personal property for the purposes of taxation, as might seem "equitable" and "wise," and the holders of intangible property had attained at last the relief they had advocated and sought for 25 years.

But it is the significance of adopting the amendment as an interpretation of the popular will and change in public sentiment, that becomes important upon the question whether the amendment shall now be carried into effect. After this long period of agitation, this amendment must be regarded as giving expression, not only to the long continued wish of the intangible property owners, but to the deliberate judgment of all other property owners.

We think it is fairly shown that the history of taxation in this state points directly to the conclusion, that it is the expectation of the people that such legislation shall follow as will make operative the recent amendment. This amendment reads: "But the Legislature shall have power to levy a tax upon intangible personal property at such rate as it deems wise and equitable, without regard to the rate applied to other classes of property." The words "wise" and "equitable" in the amendment are also significant and by necessary implication convey the legislative condemnation of the old provision. The logic of the amendment is this: All property, real, personal and intangible, ought to pay some tax. Intangible property was required to pay too much tax. It ought to pay only an "equitable" and "wise" tax. Therefore, the old tax was "inequitable" and "unwise," and ought to be changed and the legislature is hereby authorized to make the change.

If this be so, then follows the inquiry, What is the process by which it can be done? To leave the present system at it is absolutely defeats the purpose of the amendment and leaves the situation exactly where it has been for 40 years. Therefore, inaction will not do. If action is to follow, what ways are open? We are able to discover but two workable plans by which the amendment can be carried into effect; one the imposition of an income tax; the other a classified property tax, or level rate of, say 3 or 4 mills, on all kinds of intangible personal property not exempt. One or the other of these methods not only accords with the expressed wish of the people but also represents the past contention of the intangible property holders.

But various matters are to be taken into consideration in the proposal to abandon the old system and to adopt a new one.

One of importance in connection with the proposal of an income or level tax on intangible property is the question of their revenue producing capacity. It is an argument carrying some weight that, without reasonable expectation that the new method of imposts would soon return a revenue substantially equal to that yielded by the old, the arguments in favor of a change would be subject to challenge.

It is evidently impossible to predict with absolute certainty what amount of revenue an income or level rate tax on intangibles would product. But we are not without evidence from which strong inferences may be drawn. Several states have for a longer or shorter time employed one or the other of these systems of taxation. The first trials of the income tax were failures dues, as is said by those who studied their effects, to want of proper administration. But the Federal income tax law, and its administration, became a great educator upon this question, and this system is now regarded with more favor.

In efforts to obtain information in connection with all matters coming within the duties of your committee they proposed certain questions, more particularly as inquiries to our own citizens, among which was the following: "To be considered in connection with the proposal of an income or level rate tax on this class of property is the question of its revenue producing capacity. In 1916 the average rate of state, county and town taxation on all property including this class of property was 2.395%. This year \$14,698,666 intangibles were taxed and therefore yielded a revenue of \$352,033.05. In your opinion: (1) How much intangible personal property, including exemption, is owned in this state?"

It is at once obvious that the amount yielded at the above per cent is in excess of the actual receipts, as this class of property is invariably found in the taxing jurisdictions which impose the smallest rates. The exact returns can be found by a mathematical calculation upon the rate and amount of this class of property assessed in each town.

Your committee not only has sent these questions to residents of our own state but to tax commissioners in other states where the level or income rate has been adopted, as well as to Prof. Bullock with whom two of your committee had a personal

interview, in which they found he was not only conversant with the tax yielding capacity of the level rate and income tax laws of the states that have adopted these methods, but perfectly familiar with the tax laws of Maine, and with the facts and figures contained in the reports of our Board of State Assessors. We therefore quote his opinion upon this point and reasons therefor. While we shall append his full report upon all the questions suggested, his answer upon the point now involved is so concise, comprehensive and pertinent that we feel justified in quoting it in full at this time.

“III. In estimating the financial results of a flat tax at the rate of three mills it is necessary to allow first of all for the fact that the \$14,698,000 of intangibles taxed in 1916 probably paid upon an average somewhat less than the average rate of taxation in Maine. As a rule it will be found that there is almost none of this property on the tax rolls in the districts where the tax rates are highest; that about half of the intangibles now taxed are in Portland where the tax rate is, according to last accounts, slightly less than the average for the state; and that outside of Portland the largest accumulations as a rule are found in places where tax rates are less than the average.

“In Massachusetts repeated investigations have shown that the taxable intangible property exceeds by from 10 to 50% the value of our real estate. (For the latest investigations see Report of Special Commission on Taxation of 1916, pp. 57-58.) In Maine the proportion of intangibles is probably smaller, but so too is the amount of real estate value. In Massachusetts the value of our real estate amounts to \$1000 per capita, while in Maine the value of real estate is somewhat around \$500 per capita. It would be safe to estimate that the taxable intangible property in Maine is one-half the value of the real estate. This assumes a proportion less than half as great as the proportion which obtains in Massachusetts, and moreover, applies such proportion to an amount of real estate values which is only one-half as great per capita as the amount of real estate values in Massachusetts.

“In Maine the assessed value of real estate belonging to residents was \$265,000,000 in 1915. Real estate was probably not assessed at more than two-thirds of its real value upon an aver-

age, and the United States Census estimates that the assessed value was about 73% of the true value. In order to be conservative, we may estimate that the assessed value was as much as 75% of the true value, and upon this basis may estimate that the true value of real estate belonging to residents was \$350,000,000. One-half of this amount, or \$175,000,000, would probably be a very conservative estimate of the taxable intangible property in the State of Maine. A three-mill tax strictly enforced should bring in \$525,000 from this class of property. This figure might be reduced 25% to allow for contingencies, and we should still have a total that exceeds the tax collected today from intangible property at the full local rate. This estimate is made on a basis which seems very conservative, and allows for the fact that much intangible property is exempt from taxation. For instance, in Massachusetts our figures allow for the fact that mortgages on Massachusetts real estate are exempted, so that our method of calculation allows for the exemption of mortgages on Maine real estate."

Clement F. Robinson of Portland, secretary of the Tax Commission of 1907, and one of the most diligent and accomplished tax students in this state, and who has had peculiar advantages for gaining information, in the valuable response he makes upon the inquiries sent out and which will be appended in our report in full, in regard to the prospects of revenue under one or the other of the plans suggested, says: "As you suggest, in your letter, I am not in a position to know what revenue the new form of tax would yield, but I would state that it is my conviction that many times the present assessment of this form of property would be reached, under either form of tax. I should not be surprised if the ownership of intangible property, including exemptions, in this state, equals the entire ownership of all other kinds of property. Answering your second question under the head of "Revenue," I would say that I think this class of property *would* voluntarily respond to either the flat rate tax or the equivalent income tax. Such has been the experience of other states, and if the administrative provisions of the law were adequate, no responsible banker or lawyer would advise a client or customer to attempt to dodge the tax."

Some of the members of the committee had an interview with Hon. Zenas W. Bliss, Chairman of the Board of Tax Com-

missioners of Rhode Island. Mr. Bliss is a former Lieutenant Governor of Rhode Island, has had a long and intimate experience with the finances of the state and has been for some years chairman of the department of taxation. As a student of taxation and an official in the practical administration of the tax laws of his state, Mr. Bliss was not unfamiliar with the tax laws of Maine. Upon the question of revenue his statement, as will be seen, is carefully considered and conservative. He says: "Your average rate is so high that it probably absorbs at least 50% of the income from the intangibles taxed, and while this is to be deplored from the standpoint of justice, and an equitable distribution of the tax burden, the amount of revenue received is very substantial; \$352,033-05/100 could be obtained only by increasing the tax base approximately six times if the rate is 4 mills, and eight times if the rate is 3 mills. In other words, the amount of intangibles would have to increase from approximately \$15,000,000 to 90 or 120,000,000 dollars, according to whether your rate was 4 or 3 mills in order to get the same revenue you now receive from that source. To discover and list such an amount of intangibles is a task of considerable proportions, and in the hands of local assessors without State supervision of a very positive character would not be readily accomplished, if at all. With ample supervisory powers vested in a competent State Board, in my opinion, the task would be accomplished without much difficulty, and within a reasonable time."

We expect to receive many more replies to the questions sent out, which will be attached to this report, and regret that they have not come in time to enable us to refer to them specifically. At the present time, however, we have not only the information derived from experts and tax commissioners, who have given the subject the most careful and thorough study, but the experience of several states which have adopted the one system or the other. To these sources it may be useful to further allude for conclusions drawn from an exhaustive study of the practical operation of these methods as revenue producing agents.

We wish particularly to refer to the report of the committee on taxation appointed by the Massachusetts legislature in 1907

to investigate the subject of taxation and to codify, revise and amend the laws relating thereto, as this commission had upon its staff nine of the strongest men of Massachusetts including Prof. Bullock, the eminent authority already referred to. In their report they show a most thorough and careful examination of the tax laws of Pennsylvania and Maryland which at this time had adopted level rate plans, and of the results of the operation of these plans. Their chief concern in their investigation regarded the practicability of substituting either the income or level rate plan of taxing intangibles for the general property tax.

Among the important inquiries which they felt called upon to make was one touching the revenue producing capacity of the new method as compared with the old. This is shown by the amount of intangible property discovered by the assessments following the change in the law. Regarding Pennsylvania, while their report goes into every detail, it is only necessary here to consider the summaries to illustrate the working of the law in this regard. A table is compiled showing that the amount of intangible property locally assessed in Pennsylvania in 1885 under the old rate was \$145,000,000; in 1907 under the level rate, \$1,014,000,000. About one-half this amount was assessed upon mortgages.

In speaking of receipts from intangible property the Massachusetts report says: "From 1886 to 1890 the receipts averaged \$300,000 per year, this amount being somewhat less than usual, because considerable sums were withheld by corporations pending the outcome of litigation. From 1891 to 1895 the receipts averaged \$1,130,000; from 1896 to 1900 they averaged \$1,260,000; from 1901 to 1905 they averaged \$1,530,000; and in 1906 amounted to \$2,352,000. Here, as in the figures showing the results of the tax upon intangible property assessed locally, we find a healthy and normal increase."

Maryland adopted the level tax of 3 mills in 1896, with a state tax of 1.6 mills, making a total tax of 4.6 mills or \$4.60 per \$1000, on intangibles. In regard to Maryland the Massachusetts commissioners say: "The experience of Maryland is as interesting and instructive as that of Pennsylvania . . . No statistics are obtainable for the entire state; but the bulk

of this property undoubtedly is held in the city of Baltimore, and in that city complete statistics are available." Without giving the whole table it is sufficient to say that the assessed value of securities taxed in the city of Baltimore in 1896 was \$6,000,000; in 1907, \$150,900,000, an increase of 2500%. This deduction follows: "In 1896, when these securities were taxed at the full local rate, which was then about \$20 per \$1000, the assessment was not more than \$6,000,000. The following year, when the tax was reduced to about \$4.60 per \$1000, the assessment increased more than ninefold. Since that time the assessment has nearly trebled, and Baltimore is now taxing twenty-five times as much of this class of property as it taxed in 1896 at the highest rate."

It should be here noted that the intangible assessments did not cover as broad a field of securities, as is done in the other states, employing an income or flat rate. The Massachusetts report records the further deduction: "It shows that people will voluntarily return for taxation at a reasonable rate far more property than the most arbitrary dooming law can place upon the assessment list." For more complete reference see Report of the Commission on Taxation, for Massachusetts of 1908.

Since 1907 Minnesota and Rhode Island have adopted the flat rate and Wisconsin and Massachusetts the income tax. Minnesota may be regarded as a commonwealth sufficiently analogous to the State of Maine in its agricultural, industrial, manufacturing and financial institutions, and in the general characteristics of its people, to warrant the use of its taxing instrumentalities as a fair criterion for the use of similar methods in Maine. Outside of Minneapolis and St. Paul, neither state has any very large cities and each, as a whole, may be regarded as consisting of a rural population.

The Minnesota law was changed in 1910 and provides for a flat rate of 3 mills and requires a list on oath. The following table shows the result of the operation of this method of taxing intangibles:

Comparative statement to show increase in the number of persons assessed, the amount of the assessment and the revenue derived by reason of the enactment of the law levying a tax of three mills on this class of property, first effective in 1911.

Year	No. assessed	Assessment	Revenue	Rate
1910	6,200	\$13,919,806	\$379,754	28 mills
1911	41,439	115,481,807	346,445	3 mills
1912	50,564	135,369,314	406,107	3 mills
1913	57,068	156,969,892	470,909	3 mills
1914	73,266	195,549,307	589,644	3 mills
1915	73,062	212,134,901	636,404	3 mills
1916	73,446	233,766,601	701,300	3 mills
1916	73,446	233,766,601	701,300	
1910	6,200	13,919,806	379,754	
Increase	67,246	219,846,795	321,546	
Increase	1084%	1680%	84%	

This table not only proves, but demonstrates, the prudence, the workability and efficiency of this method in Minnesota, whatever may be the result in any other state. A brief analysis shows that the number of persons assessed increased from 6200 in 1910 to 73,446 in 1916; the assessment from \$13,919,806 to \$233,766,601; the revenue from \$379,754 to \$701,300. It will at once be noticed that this table shows a decrease of revenue the first year the law went into effect. But the report shows that this law was approved in April, 1911, and went into effect in May, 1911, less than a month after its passage. The consequence was that the machinery necessary to administer the law was completely lacking, and many towns in the state were not even notified to make returns, and the assessment in the cities was only partial. The second year, it will be observed, the revenue increased over that of 1910, when the rate was 28 mills, from \$379,754 to \$406,107, or \$26,353.

Wisconsin and Massachusetts have adopted for the taxation

of intangible property the income plan. The Massachusetts law provides for an income tax of 6%, which would be equivalent to a level rate of 3 mills upon a 5% income. While the adoption of this law is too recent to furnish evidence of permanent results, there seems to be no reason to doubt its ultimate success. In Wisconsin the income plan has been in operation for several years and is regarded as an accomplished success. A reference to the Wisconsin reports will show the complete workings of the law.

At this point it may be instructive to insert the statistics pertaining to the present assessment of intangible property in this state as bearing upon the probable result under a flat or income rate.

INTANGIBLE PROPERTY TAXED IN 1916.

	Money at Interest	Railroad Stock	Railroad and other bonds	Other Co. Stock
Androscoggin	\$152,270		\$5,000	\$16,000
Aroostook	33,150	\$2,000	1,800	20,300
Cumberland	8,217,960	130,021	559,665	15,100
Franklin	157,050			7,250
Hancock	310,732	625	19,850	22,826
Kennebec	748,732	2,000		19,975
Knox	172,750			61,158
Lincoln	165,750		1,500	94,872
Oxford	78,645	80	800	26,825
Penobscot	1,197,525	480	720	288,575
Piscataquis	15,915		3,000	9,113
Sagadahoc	586,013	105,498	81,505	28,995
Somerset	243,640	9,000	28,500	30,635
Waldo	192,585		15,000	24,190
Washington	211,645		14,000	9,060
York	398,085	42,134	79,596	38,471
	<hr/>	<hr/>	<hr/>	<hr/>
	\$12,882,447	\$291,838	\$810,936	\$713,445

COMPARATIVE INCREASE IN VALUATION OF DIFFERENT CLASSES OF PROPERTY, LAST 20 YEARS.

Increase in wild land valuation in 20 years.....200%
 Increase in real estate outside wild land in 20 years..... 68%

Increase in personal estate in 20 years.....		50%
Increase in total valuation in 20 years.....		64%
Increase in stock in trade in 20 years.....		67%
Increase in intangible personal estate in 20 years.....		29%
Intangible personal estate 1916....	\$14,698,666	
Intangible personal estate 1896....	11,370,382	
	<hr/>	
Increase in 20 years.....	\$3,328,284	
Intangible personal estate 1916....		\$14,698,666
Amount in Cumberland County....	\$8,922,746	
Amount in Penobscot County.....	1,487,300	
Amount in Sagadahoc County.....	802,011	
Amount in Kennebec County.....	770,707	11,982,764
	<hr/>	
Balance in 12 counties.....		\$2,715,902
Intangible personal estate 1916.....		\$14,698,666
Intangible personal estate 1914.....		13,151,139
	<hr/>	
Increase in two years nearly 12%.....		\$1,547,527

PROPORTION OF INTANGIBLE PROPERTY ASSESSED IN COMPARISON
WITH VALUATION.

18 cities taxed intangible property in 1916....	\$10,817,926
52 towns over \$1,000,000 in valuation taxed in 1916	3,036,097
118 towns less than \$1,000,000 in valuation taxed in 1916	844,643
	<hr/>
188 cities and towns taxed in 1916.....	\$14,698,666
2 cities, So. Portland and Old Town, taxed none in 1916.	
15 towns over \$1,000,000 in valuation taxed none in 1916.	
316 towns less than \$1,000,000 in valuation taxed none in 1916.	
	<hr/>
333 cities and towns taxed no intangibles in 1916.	

18 cities taxed average amount of \$600,000.
 52 towns taxed average amount of 58,386.
 118 towns taxed average amount of 7,158.
 Average for all cities, \$540,896.
 Average for all towns, 7,746.
 299 cities and towns taxed intangibles in 1896.
 189 cities and towns taxed intangibles in 1916.

—
 110 decrease in 20 years.

THE 15 TOWNS AND CITIES ASSESSED NO INTANGIBLE PROPERTY
 IN 1916.

67 towns in 1916, had valuation in excess of \$1,000,000.
 52 of this number taxed intangible property amounting to
 \$3,036,097.
 15 of this number taxed no intangible property.
 16 of this number taxed less than \$10,000 of intangible prop-
 erty.

List of 15 towns taxing no intangible property:

Caribou, Presque Isle, Standish, Wilton, Oakland, Vassal-
 boro, Waldoboro, Bethel, Newport, Orono, Pittsfield, Bailey-
 ville, Kittery, Old Orchard and Sanford.

DECREASE IN NUMBER OF TOWNS TAXING INTANGIBLE PERSONAL
 PROPERTY IN LAST 20 YEARS.

Counties	1896	1916	Decrease	Increase
Androscoggin	13	8	5	
Aroostook	28	10	18	
Cumberland	24	22	2	
Franklin	14	11	3	
Hancock	19	16	3	
Kennebec	25	9	16	
Knox	14	6	8	
Lincoln	10	13		3
Oxford	26	12	14	
Penobscot	30	20	10	
Piscataquis	16	8	8	
Sagadahoc	7	6	1	

Counties	1896	1916	Decrease	Increase
Somerset	21	11	10	
Waldo	20	10	10	
Washington	16	12	4	
York	16	15	1	
	<hr/>	<hr/>	<hr/>	<hr/>
	299	189	113	3
	189		3	
	<hr/>	<hr/>	<hr/>	
Net decrease	110		110	
Whole number of towns in 1916,	521			
Number taxing intangibles,	189			
	<hr/>			
Number not taxing intangibles,	332			

These tables as made by our Board of State Assessors, so obviously suggest their own interpretation, that little if any explanation is needed. It may, however, be permissible to say that the list of 16 cities and towns that are not assessed at all on intangibles, with over 300 other towns in the same category, including a decrease of 110 towns in 20 years, together with the apparent inequality and inadequacy of the assessment in the cities and towns that now pay the bulk of the tax on this class of property, disclose a condition that is intolerable from the standpoint of justice, and warrants the inference that but a fraction of the intangible property actually held in this state is now disclosed. In view of these statistics, the opinion of those who have had great experience upon the question, and accomplished results in the states that have adopted the new plan, it would seem a prudent conclusion that the assessment of intangibles in this state upon a 3 mill basis would soon produce a revenue at least equal to that now received from this class of property. Nor do we think it would be indulging in undue speculation to predict that revenue from this source will be gradually augmented. Accordingly, your committee are of the opinion that the present general property tax plan should be abandoned, and a new plan adopted.

Before proceeding to a statement of the reasons for the preference of one plan over the other, it should be here noted that the purpose and end in view of each plan are to all practical purposes the same and accomplish practically the same results. In other words, the two plans arrive at the same goal by different routes. Having, therefore, briefly presented the reasons for adopting one of the plans open, and furnished statistics, so far as available, showing the practical operation of each plan, we now meet the inquiry as to which plan is to be preferred. The decision of this question depends largely upon the conditions of adaptability.

Wisconsin and Massachusetts have the income plan. An examination of the Massachusetts statute will at once reveal a most difficult and complicated law. After much discussion and an adverse report by the able tax commissioners of 1907, the income tax was finally considered the better plan, particularly in view of the enormous amount of intangible wealth to be found in the Commonwealth. In Wisconsin this method has become an established success. Yet in answer to an inquiry, whether the level rate or income plan should be adopted in Maine, the Wisconsin Tax Commission returns the following answer: "We understand that your law does not contemplate, if indeed it permits, the taxation of income from other sources. If we are correct in this, only the income from intangible securities could be taxed as such, and we should consider it inadvisable to create the necessary income tax machinery for so limited a class of income. If the work were done well the expense may be almost prohibitive, and the necessary machinery out of proportion to the yield which could be expected. Moreover, if any exemptions were allowed as are given elsewhere, owners of moderate amounts of securities could not be reached at all. The exemption would offset the amount of income received from this source. It is not probable that an exemption of less than \$600 would be allowed, and that would cancel the income of \$12,000, assuming a 5% rate. In our opinion a low flat rate would be simpler and better suited to the requirements of your situation. The experience of Maryland, Pennsylvania, Minnesota or Iowa would be more

helpful to you in this connection than any data we can furnish as we have no such law in this state. The advantages of a flat rate over an income tax are the greater simplicity in levying and collecting the tax and the greater revenue resulting therefrom if exemptions are to be allowed."

Professor Bullock expressed to your committee the same view and the same reasons above suggested in favor of the level rate for our state. Our cities are not large and our wealth is not concentrated, as in the great commercial states, but more or less distributed throughout many of the thrifty towns and villages of the state. Our people are also used to a tax upon property but not to one imposed upon income. Another important fact to be regarded is the limitation of our power to tax only intangible personal property. There is also room for debate whether the constitutional amendment authorizes an income tax at all; whether the tax must be upon the property and not upon the income of the property. However this may be, for the sake of having every phase of the case presented we have discussed both plans.

Accordingly, from all the information we have been able to obtain and for the reasons above set forth, your committee are of the opinion that a flat rate tax is far better adapted to the conditions in Maine than the income plan, if available.

The next question of importance is that of the rate. We have found no authority which has not made the extremes between 3 and 5 mills, and, as careful an investigation as we have had time to give, fully persuades a majority of your committee that 3 mills is the most practical and satisfactory rate. Massachusetts has the equivalent of this rate; Minnesota has this rate, which has worked with admirable success. Maryland has the same rate, with the addition of the state tax. Rhode Island has 4 mills, which Mr. Bliss informed your committee was due to peculiar local circumstances. An important consideration in determining the rate is the way it will be received by the tax payer and regarded by the public as to its adequacy and fairness. It would seem incredible that any fair-minded man would object to paying 3 mills on the full amount of his intangible property. If he does, then he will

at once fall without the pale of public favor, and be justly regarded as a tax dodger, who is unwilling to bear his share of the public burdens. Self-respect, if not duty, will prompt most men to discard avarice and obey the law. On the other hand, if the rate is placed too high it will be met with the same disposition to secrete and remove this class of property from the reach of assessment that has prevailed under the present law. It is the universal experience of every state in the Union that there is a limit to the rate of taxing intangible property, beyond which the property disappears, and the revenue that a fair rate would otherwise produce is substantially lost.

We come now to the final and most important consideration regarding any act for the taxation of intangible property,—the administrative features of the law. First: Where shall the administration be vested, in state or local authority? Second: How shall the required return of this class of property be made, by an itemized list of each piece of intangible property or by a general list of the valuation of each class of property? For example, the separate value of each bond, each share of stock, each note, etc., or the aggregate value of all bonds in one class, all shares of stock in another and all notes in still another, and so on. Regarding the first proposition we find no dissent whatever. It is the universal opinion of all the authorities which have discussed the question, and of all the states which have adopted laws for the taxation of intangible property, that these laws should be administered through some state department. A very general and well-founded complaint against the assessment of real estate and tangible personal property is based upon the assertion that local assessors are guilty of partiality and favoritism in finding and valuing the property of their neighbors, although these kinds of property are quite open to inspection. If local assessors can be charged upon these grounds, regarding the finding and valuation of property that is entirely visible, the discovery and fair valuation of property entirely invisible could hardly be expected at their hands. Accordingly, the administration of this law should be placed in the hands of authorities so far re-

moved from local pressure that neither fear nor favor could have the slightest influence upon the discovery and valuation of intangible property. Your committee, accordingly, are unanimous in the opinion that if a law is passed for the taxation of intangible personal property its administration should be lodged in some state department.

It may be presumed that the purposes to be subserved by enacting a law for the taxation of intangible property is not only to attain a method that is just and equitable towards this class of property but one that will be effectual in giving the largest revenue. It is a matter of common observation that any law which incurs the inherent hostility of the people is difficult of execution. And it will not be denied that a drastic listing bill which requires a property holder to disclose in detail every species of intangible value which he owns will be regarded with disfavor and perhaps evasion. It is therefore desirable to find, if possible, a form of return that will be at the same time effective and not offensive. In our investigation we have found the objection to divulging every species of intangible property, operating as the strongest opposition to the proposed legislation. We think the law can be made workable and effective without this objectionable measure provided the administration of the law is vested in the authority of the State.

Your committee accordingly would suggest that every holder of intangible property should be required to make a general return of such property, classified as money at interest, stock, bonds, and so on, and a valuation of each class. This return should be made under oath upon a proper blank prepared for the purpose and deposited in the state department designated to receive it, and the maker thereof should, if required, be subject to interrogation upon oath as to the truth of his return, and false statements in reference thereto should be regarded as perjury and subject to punishment accordingly.

The propriety of additional inquiry of the tax payer should be left to the discretion of the designated department or official and, as is clearly evident, will operate as a check upon evasion as well as a means of detecting fraud.

It seems hardly necessary to suggest that the returns, when filed, should be kept within the veil of secrecy by the enactment of a strict law with stringent penalties for any disclosure. Few men are favorable, and most men strenuously object, to disclosing their business affairs to their neighbors or to the public. We are therefore of the opinion that a policy of guaranteed secrecy will do much to allay opposition and greatly facilitate the administration of a law, necessarily inquisitorial.

Your committee are unanimous in the conclusion:

(1) That the present method of taxing intangible personal property should be changed.

(2) That the flat rate is better adapted to the conditions in our state than the income tax.

(3) That a rate of 3 mills, or \$3.00 per \$1000, will meet more favor and produce a larger income than a higher rate. (Here it should be said, that Hon. Obadiah Gardner of the Committee is in favor of leaving the rate to the legislature.)

(4) That the administration of the law should be vested in some central power and not left to local assessment.