

# MAINE STATE LEGISLATURE

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ACTS AND RESOLVES

AS PASSED BY THE

Eighty-first Legislature

OF THE

STATE OF MAINE

1923

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Published by the Secretary of State, in accordance with the Resolves of the Legislature approved June 28, 1820, March 18, 1840, and March 16, 1842.

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AUGUSTA, MAINE  
1923

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MISCELLANEOUS  
COMMUNICATIONS

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# MISCELLANEOUS COMMUNICATIONS

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## LIST OF PARDONS, ETC., 1921-1922

### STATE OF MAINE

#### Executive Chamber

Augusta, Maine, Jan. 3, 1923.

To the Honorable Senate and House of Representatives:

In compliance with the constitution of the State I herewith communicate to the Legislature each case of reprieve, remission of penalty, commutation or pardon granted during the years 1921 and 1922, stating the name of the convict, the crime of which he was convicted, the sentence and its date, the date of the reprieve, remission, commutation of sentence, and the conditions, if any, upon which the same was granted.

(Signed) PERCIVAL P. BAXTER,

Governor.

#### STATE PRISON

James J. Gillen of Boston. Convicted of assault with intent to kill, at the September term, 1918, of the Superior Court at Portland, and sentenced to a term of at least five years nor more than ten years in the State Prison at Thomaston. Pardon granted May 6, 1921, upon the condition that he shall not be guilty of violating any of the criminal statutes of the State, and that he shall report fortnightly by letter or otherwise to Councilor Hastings.

Ludwell L. Howison of Portland. Convicted of the crime of forgery, at the May term, 1919, of Superior Court at Portland, and sentenced to not less than five years nor more than ten years in the State Prison at Thomaston. Full and free pardon granted June 3, 1921.

Joseph C. Zucowska of Portland. Convicted of the crime of breaking, entering and larceny in the night time, at the May, 1915, term of the Superior Court at Portland, and sentenced to not less than five nor more than eight years in the State Prison at Thomaston. Pardon granted August 31, 1921, upon the condition that he shall not be guilty of violating any of the criminal statutes of the State.

Michael J. Mulkern of Portland. Convicted of the crime of murder, at the January term, 1915, of the Superior Court at Portland, and sentenced on indictment No. 3788 to imprisonment at hard labor in the State Prison at Thomaston for life. Pardon granted December 9, 1921,

upon the condition that he shall not be guilty of violating any of the criminal statutes of the State.

Harry C. Gray of Portland. Convicted of the crime of larceny, at the January term, 1921, of the Superior Court at Portland, and sentenced to not less than two years nor more than four years in the State Prison at Thomaston. Full and free pardon granted March 24, 1922.

Nail Banush of Biddeford. Convicted of the crime of assault with intent to kill, at the May term, 1921, of the Supreme Judicial Court at Alfred, and sentenced to serve not less than two nor more than four years in the State Prison at Thomaston. Pardon granted April 20, 1922, upon the condition that he shall not be guilty of violating any of the criminal statutes of the State and that he shall report weekly to the Chief of Police of the City of Biddeford.

### COUNTY JAILS

Nelson W. P. Munster of Jackman. Convicted of the crime of unlawfully having in his possession a certain quantity of intoxicating liquor, at the Western Somerset Municipal Court holden at Skowhegan, on July 26, 1920, and sentenced to pay a fine of \$500 and costs of court taxed at \$33.10 and six months in the county jail at Skowhegan, and in default of payment of fine and costs, six months additional in said jail. Pardon granted March 16, 1921, upon the condition that he shall not be guilty of violating any of the criminal statutes of the State.

Elwood Verrill of Durham. Convicted of the crime of going away and not stopping to make himself known, for causing an injury while operating an automobile, at the January term, 1920, of the Superior Court at Portland, and sentenced to three months in the county jail at Portland. Full and free pardon granted May 20, 1921.

Alfred Ouellette of Lewiston. Convicted of the crime of keeping intoxicating liquors with intent to sell the same in violation of the law, at the Superior Court at Auburn, February term, 1921, and sentenced to pay the sum of one hundred dollars and costs taxed at \$12.75, and in addition thereto, be imprisoned two months at labor in the county jail at Auburn, and in default on payment thereof be imprisoned six months additional at labor in said jail. Pardon granted May 20, 1921, upon the condition that he shall not be guilty of violating any of the criminal statutes of the State.

Rosina Mango of Portland. Convicted of the crime of larceny at the January term, 1920, of the Superior Court at Portland, and sentenced to imprisonment at labor for six months in the county jail at Portland; also convicted of the crime of larceny at the January term, 1921, of the Superior Court at Portland, and sentenced to imprisonment at labor for six months in the county jail at Portland. Pardon granted August 12,

1921, upon the condition that she shall not be guilty of violating any of the criminal statutes of the State.

William St. Clair of Bingham. Convicted of the crime of unlawful sale of intoxicating liquors, at the April term, 1921, of the Supreme Judicial Court at Skowhegan and sentenced to sixty days in the County jail at Skowhegan on two counts and fined \$100 and costs on each. Pardon granted August 12, 1921, upon the condition that he shall not be guilty of violating any of the criminal statutes of the State.

Wilfred Breton of Fayette. Convicted of the crime of breaking, entering and larceny, at the September term, 1921, of the Superior Court at Augusta, and sentenced to one year in the county jail at Augusta. Pardon granted December 9, 1921, upon the condition that he shall not be guilty of violating any of the criminal statutes of the State, and that said Wilfred Breton shall as soon as released from the Kennebec jail apply for admission to and become a patient at one of the State Sanatoriums for treatment of Tuberculosis and shall remain in such sanatorium during the remainder of the term for which he was sentenced, unless he shall be sooner relieved from this condition by the Governor and Council, and shall also send a report in writing each week during such term to Gilbert R. Chadbourne, Private Secretary to the Governor, by mail at Augusta, Maine, stating his whereabouts and such other facts as said Chadbourne may from time to time require.

Louis Schwartz alias Jack Duffy, Murray Bernard and James B. Miller, all of Bangor, convicted of the crime of breaking, entering and larceny at the September term, 1921, of the Supreme Judicial Court at Skowhegan, and sentenced to ten months each in the Somerset County Jail at Skowhegan. Full and free pardons granted April 20, 1922.

### REPRIEVES

Lillian Breen of Rockland. Convicted of the crime of single sale of intoxicating liquor at the September, 1921, term of the Supreme Judicial Court in the County of Knox, and sentenced to pay a fine of three hundred (\$300.00) and imprisonment for three months in the county jail at Rockland, and in default of fine to serve six months additional in said jail. Reprieve of forty-five days granted April 20th, 1922, second reprieve of sixty days granted on June 6th, 1922, and third reprieve of thirty days granted on August 3, 1922.

F. E. J. Dodge of Portland. Convicted of the crime of adultery, at the January term, 1922, of the Superior Court of Portland, and sentenced to imprisonment at hard labor for not less than one year and not more than two years within the precincts of the State Prison at Thomaston. Reprieve of four months granted July 7, 1922, and a further reprieve

granted from said sentence of six months on October 27, 1922, the same to commence at the expiration of the first mentioned reprieve. Ernest Mathieu of Skowhegan. Convicted of the crime of breaking, entering and larceny, at the November, 1921, term of the Supreme Judicial Court at Skowhegan, and sentenced to one year in the county jail at Skowhegan. Reprieve of ninety days granted on June 6, 1922, for the purpose of receiving surgical treatment.

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## REPORT OF SPECIAL LEGISLATIVE COMMITTEE

STATE OF MAINE

Office of the Governor

AUGUSTA

January 10, 1923.

To the Honorable Senate and House of the 81st Legislature:

The Committee appointed by House Order dated February 9, 1921, "to investigate all existing legislative enactments relating to the expenditure of money by the various departments of the State and collate such expenditures \* \* \* and report to the Governor and Council," has rendered its report, and in accordance with the request contained in said House Order I am transmitting it to you.

The report of the Committee consists of 373 typewritten pages, the first 58 pages of which comprise the Committee's recommendations, the balance of 315 pages being collections and tabulations of statistics relating to the State departments and other activities of our State government. In order that the Legislature may have the Committee's report promptly I have arranged with the Superintendent of Public Printing to have the first 58 pages printed and distributed. In my opinion the collections and tabulations will prove of value to the various Legislative committees that are to consider the recommendations submitted to you. As it would cost approximately \$1200.00 to print the 315 pages I have not arranged for this to be done, as this is a matter that rests in the discretion of the Legislature. I suggest that these 315 pages be placed on file with the State Librarian where they will be readily accessible to the members of the Legislature.

The Legislative Committee has made a careful examination of the various departments of State and I ask you to give serious consideration to its recommendations. It would not be advisable for the Chief Executive to go into the details of the report for doubtless the several committees of the Legislature will take up the subjects that are referred to therein. It is

proper, however, for me to say that if the Legislature sees fit to adopt the Committee's recommendations the State Government will be placed upon a more secure and more economical financial basis than it is at present. Of all the matters that will be presented to this Legislature I doubt if any have greater possibilities for efficiency and economy than have the recommendations attached hereto. An opportunity is now presented to the 81st Legislature to take a step in advance and although it will be necessary to set aside some of the traditions and customs of the past, I hope you will not hesitate to do so if you believe that the State will gain thereby. Almost without exception I endorse the Committee's recommendations and hope they will be adopted.

I shall be glad to confer with the several committees of the Legislature at any time on any public matters, including those outlined in the report of the Legislative Committee, for perhaps the knowledge acquired by two years of service as Chief Executive will prove helpful.

Respectfully submitted,

(Signed) PERCIVAL P. BAXTER,

Governor of Maine.

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## BUDGET COMMITTEE REPORT.

STATE OF MAINE

Office of the Governor

AUGUSTA

January sixteenth, 1923.

To the Honorable Senate and House of Representatives:

In accordance with the provisions of our statutes I am handing you herewith the report of the Budget Committee of 1922. This report was brought to my office on Thursday morning last, January 11th, a few moments after the adjournment of the Senate and House.

I appreciate the fact that this report should have been transmitted to you before it was made public. As is customary in such cases for the convenience of the newspapers I sent several advance copies to them marked "Hold for release Tuesday P. M., January 16th, 1923." I did this so that the newspapers might not be hurried and might have time to set up their type in advance.

This is the only instance in my long experience when a report of this sort given in advance to the newspapers was published before the time specified.

I desire you to know the circumstances so you may clearly understand



that as chairman of the Budget Committee I did not violate the proprieties which were that the report being addressed to the 81st Legislature should not have been made public until after it had been formally presented to the Senate and House.

Respectfully yours,

(Signed) PERCIVAL P. BAXTER,

Governor of Maine.

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COAL SITUATION.

STATE OF MAINE

Office of the Governor

AUGUSTA

January twenty-fourth, 1923.

To the Honorable Senate and House of Representatives of the 81st Legislature:

I have been in conference with the Attorney General and the Fuel Director in regard to the emergency coal situation in the city of Portland and report to you that we are endeavoring to make arrangements whereby certain private dealers will purchase the six hundred (600) tons of anthracite now stored there at a fair price and have it distributed in small lots where it is most needed. If it is possible to bring this about without seizing the coal and without involving the credit of the State it is desirable to do so.

I should not want to establish a precedent in seizing private property unless it is absolutely necessary. It will require twenty-four hours more in order to determine whether or not the plans we have formulated can be carried out.

Faithfully yours,

(Signed) PERCIVAL P. BAXTER,

Governor of Maine.

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COAL SITUATION.

STATE OF MAINE

Office of the Governor

AUGUSTA

January twenty-ninth, 1923.

To the Honorable Senate and House of Representatives:

On Wednesday, January 24th, I sent a message to your honorable bodies

stating that arrangements were being made for the purchase and distribution of the six hundred tons of anthracite coal stored in Portland, Maine, and further stated that I hoped it would not be necessary to seize this coal as I considered such action would constitute a dangerous and unfortunate precedent.

I am glad to report to you that I have received the following telegram from Fuel Director Andrew P. Lane, dated Portland, January 26th:

"Schipper Bros. (owners of the coal) in Portland today. After consulting with me they have sold the entire lot of coal in the Portland Coal Co. yards to Deering Coal & Wood Co. at prices so that it can be sold to the people of Portland at the regular going rates which are satisfactory to me."

The distribution of this coal has already been undertaken. I should have reported to you on Friday, the 26th, but the above telegram came to me a few moments after the Legislature adjourned.

Faithfully yours,

(Signed) PERCIVAL P. BAXTER,

Governor of Maine.

## STATE CONTINGENT FUND.

STATE OF MAINE

Office of the Governor

AUGUSTA

February first, 1923.

To the 81st Legislature of the State of Maine:

During the past two years in many public addresses I have referred to the State Contingent Fund, and have stated that the existence of this Fund in its present form is not in accord with modern methods of finance. During the period in question the Executive Councilors and myself have been very reluctant to approve payments from this Fund. I desire to have the Legislature fully understand the situation, so that each member will know just how this Fund has been handled by the Governor and Council.

At my request the State Auditor has made a tabulation of all payments made from the Contingent Fund during the past two calendar years. These total \$1,159,703.91. Of this amount \$256,117.19 will be or already has been returned to the Fund as will be shown by the following four items.

Maine Forestry District.....	\$55,968.74
Soldiers' Bonus Fund.....	117,917.11

Special Resolves, for roads and park.....	75,800.00
Sale Centennial coins.....	6,431.34

Total .....\$256,117.19

From this it will be seen that the net payments from the State Contingent Fund for the two calendar years in question were \$903,586.72.

The total payments made from the Contingent Fund are as follows:

(a) Payments required by law but for which no provisions were made by the Legislature,	\$319,285.05
(b) Payments of overdrafts by State Departments and Institutions,	389,631.17
(c) Payments under special resolves payable in 1923 for roads and State Park at Augusta; this money already has been refunded to Contingent Fund,	75,800.00
(d) Payments in which Governor and Council have exercised their discretion,	35,993.92
(e) Payments from Contingent Fund where balances of unexpended appropriations lapsed into the Fund, but later were used to pay outstanding bills presented after books were closed June 30, 1922,	297,188.28
(f) Payments of bills contracted during 1919-1920 administration,	41,805.49

Total .....\$1,159,703.91

**CLASS A—Payments required by law but for which no provisions were made by the Legislature**

The Legislature often fails to make adequate provision to meet certain expenditures required by law, and during 1921-1922 it became necessary for the Governor and Council to pay out \$319,285.05 on a large number of items that were overlooked by the last Legislature. This should be guarded against in the future, and care should be taken by the Legislature to go over the provisions of the Statutes and provide whatever funds are needed to meet the State's obligations whenever these can be foreseen. If the Governor and Council had not paid these bills, the financial standing of the State would have been injured.

**CLASS B—Payments of overdrafts by State Departments and Institutions**

The several State Departments and Institutions overdrew their accounts \$389,631.17. This does not reflect credit upon the Departments and Institutions that expend the State's money. The Departments and Institutions of the State should make every effort to live within their legislative appro-

priations, and early in 1921 I brought this to their attention. It is of course impossible to tell exactly what funds will be needed, but I believe that a stricter compliance with legislative appropriations is advisable. A department or institution should not overdraw its account unless a real emergency arises, and sound finance requires that some change be made in our present practice. The Governor and Council were obliged to pay these overdrafts; otherwise the State would not have met its obligations.

**CLASS C—Payments under special resolves payable in 1923 for roads and State Park at Augusta; this money already has been refunded to Contingent Fund**

Certain special road resolves were paid out of the Contingent Fund in 1921 and 1922. The last Legislature made a number of special appropriations for roads, the money to be available in the fiscal year 1923. In many cases the local town authorities came to the Governor and Council and said that if they could use the 1923 money in 1922, they could spend it more economically and the citizens of their communities would get one year's extra service out of the roads built by it. It was agreed that if this money was paid to them in advance the appropriations would lapse to the Contingent Fund during the year 1923. This was done. This item of \$75,800 is merely a bookkeeping item, and does not represent any actual net draft from the State Contingent Fund.

**CLASS D—Payments in which Governor and Council exercised their discretion**

The \$35,993.92 covers those items that were paid out in the discretion of the Governor and Council. These are the only actual payments that the Governor and Council might have declined to authorize without affecting the State's credit. The total appropriations by the last Legislature amounted to \$19,760,537.93. The fact that the Governor and Council really drew out but \$35,993.92 indicates that great care has been used in taking money from this Fund, and that their discretionary powers have not been abused.

**CLASS E—Payments from Contingent Fund where balances of unexpended appropriations lapsed into the Fund, but later were used to pay outstanding bills presented after books were closed June 30, 1922**

The item of \$297,188.28 represents withdrawals from the Contingent Fund subsequent to July 1, 1922. In these cases balances of unexpended appropriations of \$536,789.26 were on July 1, 1922 transferred to the Contingent Fund from the several accounts given in the tables submitted herewith, but there were outstanding bills that had not been presented and that had to be paid after July 1st. It was necessary to draw from the

Contingent Fund to pay these bills as the money already had lapsed to that Fund. These items therefore do not represent actual net overdrafts. The total withdrawals under Class E were \$297,188.28, but \$536,789.26 of unexpended appropriations had lapsed to the Fund, the net overdraft being \$7,686.24 and the net balance unexpended being \$247,287.22 less \$7,686.24 or \$239,600.98.

**CLASS F—Payments of bills contracted during 1919-1920  
administration**

This item, amounting to \$41,805.49 was to cover bills contracted during the former administration of the years 1919-1920.

**STATE CONTINGENT FUND**  
January 1, 1921 to January 1, 1923.

**CLASS A—Payments required by law but for which no provisions  
were made by the Legislature**

Adjutant General

Publication of Grand Army Records,	\$370.04	
Disability Claims,	308.35	\$678.39

Attorney General

Revision of Collateral Inheritance and Probate Laws,		557.20
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Board of Prison Commissioners

State Probation Officer,		282.84
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Executive Department

Sea Food Protective Association,	91.76	
Retiring and Pensioning State Employees,	203.49	
Mary S. Hillman,	150.00	
DeForest Keyes Claim,	40,263.12	40,708.37

Land Agent and Forest Commissioner

Compensation for Injuries,	165.00	
Maine Forestry District,	*55,994.24	56,159.24

\*Of this amount, \$55,968.74 was a loan, later returned.

Legislative Department

Special Session,		1,509.75
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Maine State Library

Maine State Bar Association Reports,	500.00	
Free Public Libraries,	1,945.00	2,445.00

Passamaquoddy Tribe of Indians		
C. H. Thompson and J. W. J. Marion,		20.00
Public Utilities Commission		
Obstructions at Grade Crossings, Automatic Sig-		
nals, Warning Signs, etc.,		241.39
Sea and Shore Fisheries		
Compensation for Injuries Received,		30.00
Secretary of State		
Third District Primary Election,	1,884.30	
Third District Special Election,	1,954.58	
Ballot Boxes,	332.92	
Inspectors of Air Craft,	62.75	4,234.55
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Soldiers' Bonus Fund (later credited back to Con-		
tingent Fund),		117,917.11
Supreme Judicial and Superior Courts		
Retired Justices,		1,500.00
Treasurer of State		
Railroad and Telegraph Tax,		18,313.40
Augusta State Hospital		
Compensation for Injuries,		666.12
Western Maine Sanatorium		
Compensation for Injuries,		77.67
State Reformatory for Men		
Compensation for Injuries,		288.00
State School for Girls		
Compensation for Injuries,		32.69
University of Maine		
Maintenance,	30,000.00	
Payment of Indebtedness,	22,500.00	52,500.00
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State Highway Commission		
Compensation for Injuries,	12,373.33	
Dixfield and Peru Toll Bridge,	8,750.00	21,123.33
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Total,		\$319,285.05

#### CLASS B—Payments of overdrafts by State Departments and Institutions

The appropriations for Departments and Institutions often times are made in separate items, and the figures given below indicate how these items were overdrawn. In some cases, however, departments and institutions have made savings on certain items while there have been over-

drafts on others. Good bookkeeping, however, requires that each appropriation item be regarded as separate and distinctive.

Adjutant General,	\$1,784.62
Attorney General,	830.07
Bank Commissioner,	2,299.26
Board of Osteopathy,	200.00
Board of Registration of Medicine,	267.75
Board of Prison Commissioners,	277.70
Board of State Assessors,	2,327.76
Charitable, Benevolent and Educational Institutions,	310.43
Commissioner of Agriculture,	46,685.80
County Attorneys,	293.55
Department of Labor and Industry,	2,046.37
Directors of Port of Portland,	1,047.15
Executive Department (See Note of overdraft and amounts lapsed 1921-22),	13,857.67
Fort William Henry,	27.31
Industrial Accident Commission,	1,205.07
Insurance Commissioner,	778.87
Legislative Department,	2,644.22
Live Stock Sanitary Commissioner,	23,670.37
Maine State Library,	1,665.88
Maine Water Power Commission,	884.67
Miscellaneous,	500.00
Passamaquoddy Tribe of Indians,	3,781.06
Penobscot Tribe of Indians,	8,916.89
Public Utilities Commission,	2,402.74
Sea and Shore Fisheries,	13,929.64
Secretary of State,	891.04
State Auditor,	3.93
State Board of Arbitration and Conciliation,	3.53
State Board of Charities and Corrections,	96,500.85
State Historian,	403.28
State Highway Commission,	18,000.00
State Superintendent of Public Schools,	5,046.06
Superintendent of Public Buildings,	755.42
Supreme Judicial and Superior Courts,	2,368.11
Treasurer of State,	13,102.78
Trustees,	2,149.20
Augusta State Hospital,	15,295.30
Bangor State Hospital,	12,309.10
Bath Military and Naval Orphan Asylum,	1,043.58
Maine School for the Deaf,	5,873.11

Maine School for Feeble Minded,	15,511.69
Maine State Prison,	11,131.86
Central Maine Sanatorium,	6,747.42
Northern Maine Sanatorium,	29,911.24
Western Maine Sanatorium,	1,953.24
State Reformatory for Men,	1,048.84
State Reformatory for Women,	6,711.12
State School for Boys,	6,146.70
State School for Girls,	4,088.92

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\$389,631.17

## NOTE.

## EXECUTIVE DEPARTMENT

Amounts Lapsed, Calendar Years, 1921 and 1922

Salary and Clerk Hire,	\$1,114.65
Pay Roll of Council and Visiting Committee,	5,337.19
General Office Expenses,	1,388.49
Examination and Commitment of Insane State Beneficiaries,	1,162.27
Soldiers' Pensions,	46,117.55
Support of Paupers,	76,569.50
Education of the Blind,	4,127.31
Burial Expenses of Soldiers, etc.,	2,191.00
Retiring and Pensioning Employees of State,	970.09
Veterans of the Civil War,	1,920.00
Blaine Memorial,	13.35
Markers for Valley Forge,	600.00
James H. Burgess,	12.90
Plans for Library Building,	5,000.00
Support of Needy Blind,	1,675.04
Expenses of Pardon Hearings,	778.88
Dependent families of Soldiers and Sailors,	522.46
Investigation of Railroad Situation,	131.42
State-wide Moving Picture Program,	3,621.44
Departmental Stationery,	682.45
Bath Centennial Celebration,	1.06
Maine Centennial Celebration,	26,123.85
Dunnack's Maine Book,	945.47
Residence of Late James G. Blaine,	13.50
Blaine Memorial,	7.44

Total,

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\$181,027.31

## Detail of Overdrafts, Class B

Expenses of Pardon Hearings,	\$732.54
Live Stock Sanitary Commissioner,	3,855.30
Soldiers' Pensions,	8,153.00
Education of the Blind,	51.19
General Office Expenses,	26.64
Support of Needy Blind,	843.12
Insurance on State House,	178.07
Pay Roll of Council,	17.75

Total,

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\$13,857.67

## Detail of Overdrafts, Class E

Soldiers' Pensions,	\$18,303.00
Support of Paupers,	40,383.94
Salary and Clerk Hire,	62.50
Burial Expenses of Soldiers, etc.,	4,178.65



General Office Expenses,	205.66	
Examination and Commitment of Insane State Beneficiaries,	540.93	
Dependent Families of Soldiers and Sailors,	107.57	
Total,	<u>\$63,782.25</u>	
Amounts lapsed, Calendar Years, 1921 and 1922,		\$181,027.31
Detail of Overdrafts, Class B,	\$13,857.67	
Detail of Overdrafts, Class E,	<u>63,782.25</u>	<u>77,639.92</u>
Net unexpended appropriation, Executive Dept.,		\$103,387.39

The Executive Department covers a wide field and although the sum of \$77,639.92 was overdrawn on the several branches of its work, the sum of \$103,387.39 was unexpended by this Department and lapsed into the Contingent Fund. Also \$66,139.94 of the above overdraft was returned to the towns and cities of the State for Soldiers' Pensions and Support of Paupers.

**CLASS C—Payments under special resolves payable in 1923 for roads and State Park at Augusta; this money already has been refunded to Contingent Fund**

State Highway Department,	\$74,800.00	
State Park Commission (Augusta),	1,000.00	
Total,	<u>\$75,800.00</u>	

**CLASS D—Payments in which Governor and Council have exercised their discretion**

Board of Bar Examiners		
Per Diem and Expenses,	\$88.25	
Land Agent and Forest Commissioner		
Public Instruction in Forestry,	3,300.00	
Secretary of State		
Enforcement of Motor Truck Law,	207.84	
State Board of Health		
Maternity and Child Welfare Work,	5,000.00	
State Highway Commission		
Mattawamkeag Bridge,	\$6,000.00	
(Carried away by Freshet)		
St. Leonard-Van Buren Bridge,	4,663.06	10,663.06
(Repairs. Emergency)		
Bath Military and Naval Orphan Asylum		
Hot Water Supply System, (emergency)		923.78
Maine School for Feeble Minded		
New Building (Piggery destroyed by fire, insurance applied to new building),	1,600.00	2,000.00
Executive Department		
Investigation of Railroad Situation,	942.53	

Eastern States' Railroad Conference,	148.46	
Insurance on State House,		2,720.00
Maine Fuel Administration (\$3,182.06 unexpended Jan. 1, 1923),	10,000.00	13,810.99
Total,		\$35,993.92

**CLASS E—Payments from Contingent Fund where balances of unexpended appropriations lapsed into the Fund, but later were used to pay outstanding bills presented after books were closed  
June 30, 1922**

The first column shows amount of unexpended appropriations lapsed into the Contingent Fund July 1, 1922. The second column shows amount of bills that came in subsequent to July 1, 1922, and which were paid from the Contingent Fund, as unexpended appropriations lapsed cannot be reinstated as appropriation items. The third column represents net overdrafts since July 1, 1922. The fourth column represents unexpended appropriations of the several Departments and Institutions since July 1, 1922, as listed therein.

Department	Amount Lapsed	Amount Recalled	Net Overdraft	Net Balance
Bank Commission,	\$5,000.00	\$1,000.00		\$4,000.00
Board of Prison Commissioners,	689.37	173.28		516.09
Board of State Assessors,	4,136.18	616.66		3,519.52
Charitable, Benevolent and Educational Institutions,	910.75	687.00		223.75
Commissioner of Agriculture,	6,722.12	7,295.70	\$573.58	
Department of Labor and Industry,	245.24	158.61		86.63
Directors of Port of Portland,	1,000.00	95.26		904.74
Executive Department,	201,282.24	63,782.25		137,499.99
Land Agent and Forest Commissioner,	83.57	38.12		45.45
Legislative Department,	2,975.60	140.64		2,834.96
Maine State Library,	775.83	480.32		295.51
Maine Water Power Commission,	4.98	4.98		
Miscellaneous,	136.00	30.20		105.80
Secretary of State,	5,181.55	5.21		5,176.34
State Board of Arbitration and Conciliation,	317.04	54.47		262.57
State Board of Charities and Corrections,	20,392.72	23,803.38	3,410.66	
State Department of Health,	6,427.54	3,335.02		3,092.52
State Highway Commission,	3,574.44	2,874.44		700.00
State Park Commission,	252.56	284.32	31.76	
State Superintendent of Public Schools,	82,299.42	52,521.17		29,778.25
Supreme Judicial and Superior Courts,	582.57	231.63		350.94
Trustees,	17.04	168.41	151.37	
Augusta State Hospital,	44,903.29	35,607.99		9,295.30
Bangor State Hospital,	26,884.49	24,152.10		2,732.39
Bath Military and Naval Orphan Asylum,	716.87	1,165.32	448.45	
Maine School for Feeble Minded,	17,792.79	18,176.34	383.55	
Maine State Prison,	32,666.23	8,115.57		24,550.66
Central Maine Sanatorium,	9,825.78	7,186.94		2,638.84
Northern Maine Sanatorium,	16,121.29	4,973.57		11,147.72
Western Maine Sanatorium,	20,638.66	23,325.53	2,686.87	
State Reformatory for Men,	8,172.92	5,659.41		2,513.51
State Reformatory for Women,	9,518.58	5,972.05		3,546.53
State School for Boys,	6,457.04	4,987.83		1,469.21
State School for Girls,	84.56	84.56		
Totals,	\$536,789.26	\$297,188.28	\$7,686.24	\$247,287.22

**CLASS F—Payments of bills contracted during 1919-1920  
administration**

Executive Department

Dunnack's Maine Book,	\$2,622.31
Residence of Late James G. Blaine,	1,019.47
Blaine Memorial,	2,766.80
War Purposes,	5,252.36 \$11,660.94

Penobscot Tribe of Indians

Teachers' Old Home,	206.94
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State Superintendent of Public Schools

Aroostook State Normal School Building,	12,044.93
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Superintendent of Public Buildings,	9,655.39
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Treasurer of State

Sale of Centennial Coins,	6,431.34
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(Does not represent actual outlay, as all paid back.)

State Reformatory for Men

Engineering Expenses,	1,805.95
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Total,

\$41,805.49

**STATE CONTINGENT FUND**

January 1, 1921—January 1, 1923

January 1, 1921, Balance,	\$786,150.24
Lapses to June 30, 1922,	309,369.95
Excess Revenue to June 30, 1922,	523,352.74

\$1,618,872.93

Less Payments to June 30, 1922,

831,565.54

Balance, June 30, 1922,

\$787,307.39

Lapses December 31, 1922,

242,140.19

\$1,029,447.58

Less Payments to December 31, 1922,

328,138.37

Balance January 1, 1923,

\$701,309.21

Respectfully submitted,

(Signed) PERCIVAL P. BAXTER,

Governor of Maine.

**CONFEDERATE BATTLE FLAGS**

STATE OF MAINE

Office of the Governor

AUGUSTA

February sixth, 1923.

To the Senate and House of Representatives of the Eighty-first Legislature:

We have a cabinet on the third floor of the Capitol that contains several battle flags captured by Maine troops in the Civil War from the Confederate armies. If Maine should return these flags to the Southern States whose troops once carried them into battle such action would constitute an act of friendliness that never would be forgotten.

The scars of the Civil War long since have healed and many of the states, both those in the North and in the South, have given back the flags which they took from their former enemies.

I believe the veterans of the Civil War will approve the return of these flags, for no doubt the Southern States cherish the flags of their regiments just as we cherish the wonderful collection of flags that we have in the rotunda of our Capitol.

I suggest to the 81st Legislature that a resolution be passed authorizing the Chief Executive to return these flags to the states from which they came.

Respectfully submitted,

(Signed) PERCIVAL P. BAXTER,

Governor of Maine.

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**LEGISLATIVE EMPLOYEES**

STATE OF MAINE

Office of the Governor

AUGUSTA

February 6, 1923.

To the Senators and Representatives of the 81st Legislature.

For the information of the Legislature I have had prepared a list of the employees of the 80th Legislature showing the salaries paid to them. The information handed you herewith has been furnished me by the Auditor's Office and is divided into three classes.

CLASS A gives the list of employees of the 80th Legislature who received more than one salary for their Legislative work.

CLASS B gives a list of Legislative employees who received a single salary for their Legislative work.

CLASS C gives a list of the employees who received a special salary for their Legislative work, and in addition thereto their regular salaries as State departmental employees.

The total amount spent for these three classes was \$25,904.38, not including regular salaries in Class C amounting to \$4,750.82, and this message is sent you so that you may have the information needed in preparing the salary lists of the employees of the present 81st Legislature. In my opinion there is some duplication in these items, and I believe in the interest of economy, it would be well for the several Legislative committees to consult together before establishing the amounts to be paid for services rendered during the present session.

At the beginning of the session an order was introduced providing that the Governor and Council fix the amounts of salaries to be paid for Legislative employees. The Legislature in its wisdom declined to pass the order, preferring to handle this matter itself. In order that the Legislature may have the facts upon which to base its figures the State Auditor has prepared the accompanying tables at my request, and I submit them to you.

The total amount of \$25,904.38 appears large, and I believe if the Legislature cares to do so that in some cases the sum can be reduced by a substantial amount, without doing injustice to these employed. If the Legislature will set an example in the practice of economy in the management of its own affairs, it will encourage our State Departments and Institutions to do likewise and our people will be relieved from some of the staggering burdens of taxation.

#### CLASS A

##### Employees of Eightieth Legislature Who Received More Than One Salary for Legislative Work

Charles S. Buckley			
Clerk, Committee on Ways and Bridges	\$325.00		
Clerk, Committee on Salaries and Fees	250.00		
Clerk and Stenographer, Committee on Taxation	150.00	\$725.00	
<hr/>			
George H. Chick			
Page in Senate	161.00		
Messenger, Legal Affairs Committee	100.00	261.00	
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Francis C. Colburn			
Document Clerk, House	301.00		
Weekly Cumulative Index	100.00	401.00	
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## LEGISLATIVE EMPLOYEES.

1003

Julian K. Croxford		
First Folder, House	312.00	
Clerk, Committee on Claims	300.00	
Clerk, Committee on Public Health	100.00	712.00
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Verna B. Curtis		
Stenographer, Committee on Public Utilities	100.00	
Stenographer, Committee on Salaries and Fees	200.00	300.00
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George A. Dow		
Document Clerk, Senate	313.00	
Weekly Cumulative Index	100.00	413.00
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Harry P. Hawes		
Assistant Secretary of Senate	602.00	
Assistant Secretary of Senate (extra services)	100.00	702.00
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Kenneth F. Lee		
Messenger, Judiciary Committee	225.00	
Clerk, Committee on State Lands and Forest Preservation	150.00	
Stenographer, Committee on Claims	10.00	
Clerk, Committee on Insane Hospitals	50.00	435.00
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H. G. Smallidge		
Assistant Messenger to House	327.00	
Extra services, Assistant Messenger to House	100.00	427.00
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Benjamin R. Swasey		
Clerk, Committee on Feeble-minded	50.00	
Second Folder, Organization of House	36.00	
Messenger, Committee on Appropriations	100.00	
Clerk, Committee on Sanatoriums	100.00	286.00
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Faith A. Tryon		
Stenographer, Committee on Legal Affairs	250.00	
Stenographer, Committee on Re-districting State	15.00	
Stenographer, Committee on Military Affairs	25.00	290.00
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Mellen Tryon		
Doorkeeper, Senate	312.00	
Clerk, Committee on Public Utilities	250.00	562.00
<hr/>		
Total		\$5,514.00

## CLASS B

Employees of Eightieth Legislature Who Received One Salary  
for Legislative Work

Alice H. Aliff, Stenographer to Secretary of Senate	\$601.00
C. H. Ashford, Doorkeeper, House, (Special Session)	16.00
J. F. Ashford, Messenger to Senate	417.00
C. O. Barrows, Stenographer	10.00
Lawrence P. Barton, Clerk, Legal Affairs	500.00
Queenie A. Bickford, Stenographer, Judiciary	50.00
Mary N. Boulter, Special Messenger, House	253.00
Thomas Briggs, Special Messenger, House	60.00
William W. Brown, Folder, Senate	305.00
Philip T. Carroll, Assistant Folder, Senate	331.00
Francis J. Cayouette, Second Folder, House	301.00
Clyde R. Chapman, Clerk of House	1,414.00
R. M. Chapman, Stenographer to Clerk of House	600.00
Cecil Clay, Reporter of House	1,264.00
D. S. Clement, Mail Carrier, House	302.00
P. F. Crane, Organizing Senate	115.00
Alfred E. Dostie, Page, House	151.00
Ralph M. Farris, Clerk, Bills in Second Reading	500.00
Roy C. Fish, Assistant Clerk of House	619.00
C. L. Fish, Stenographer to Speaker of House	300.00
Patrick Fitzgerald, Doorkeeper, House	301.00
Helen Fuller, Stenographer to Assistant Reporter of House	225.00
William W. Gallagher, Clerk, Judiciary	600.00
Beatrice C. Gidney, Stenographer, Committee on Appropriations and Financial Affairs	350.00
Fred L. Hayden, Stenographer, Committee on Taxation	21.50
Patrick Hayes, Messenger to House	402.00
George T. Hinchcliffe, Clerk and Stenographer, Sea and Shore Fisheries	150.00
Fred W. Lee, Reporter to Senate	1,251.00
M. C. Lee, Assistant Typist, Senate	351.00
Percy N. H. Lombard, First Folder, Organizing House	50.00
Stephen D. Lord, Assistant Messenger to Senate	322.00
S. D. Lord, Clerk, Towns	50.00
Edmund D. Mallett, Clerk, Committee on Appropriations and Financial Affairs	700.00
Louis A. McGowan, Clerk and Stenographer, Mercantile Affairs and Insurance	100.00
Bernice M. Patten, Clerk	400.00
John J. Perry, Assistant Messenger to Governor and Council	400.00

## LEGISLATIVE EMPLOYEES.

1005

Charles H. Porter, Page, Senate	151.00
Harry L. Rankin, Postmaster, House	320.00
L. B. Raynes, Assistant Reporter, Senate	615.00
Thomas M. Rollins, Mail Carrier, Organizing House	16.00
Lena I. Sanborn, Stenographer to Reporter of House	350.00
W. M. Stuart, Postmaster, Senate	310.00
Arthur E. Tiffin, Clerk, Bills in Third Reading	500.00
L. Ernest Thornton, Secretary of Senate	1,501.00
Charles J. Whiting, Page, House	152.00
Arthur H. Whitman, Assistant Reporter to House	615.00
Lelia Yeaton, Stenographer to President of Senate	501.00

Total	\$18,791.50
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## CLASS C

Employees of Eightieth Legislature Who Had Special Compensation for Legislative Work and Also Regular Salary from Department Where Employed

	Regular Salary 13½ Weeks	Special Legislative Work
Bernice E. Bates, Clerk, Committee on Education Salary @ \$23.07 a week	\$311.45	\$200.00
Brooks Brown, Clerk, Committee on Agriculture Salary @ \$32.69 a week	441.32	200.00
Anne M. Clancy, Clerk to Supply Department Salary @ \$23.07	311.45	150.00
Lillian J. Coleman, Clerk, Committee on Interior Waters Salary @ \$33.00 a week	445.50	150.00
Olive M. Dutton, Clerk, Committee on Library Salary @ \$17.00 a week	229.50	60.00
Myrtle H. Hodgdon, Clerk, Inland Fisheries and Game Salary @ \$32.69 a week	441.32	150.00
Mildred L. Humphrey, Stenographer to Special Com- mittee on Agriculture Salary @ \$23.07 a week	311.45	50.00
Ralph Ingraham, Clerk, Engrossing Department Salary @ \$20.00 a week	270.00	27.75
Thomas A. James, Messenger, Inland Fisheries and Game Salary @ \$34.60 a week	467.10	50.00



Nellie S. Lord, Clerk and Stenographer, Pensions		100.00
Salary @ \$18.00 a week	243.00	
Sarah W. Pike, Stenographer, Judiciary Committee		250.00
Salary @ \$16.50 a week	222.75	
Ola W. Plummer, Clerk Engrossing Department		10.88
Salary @ \$21.15 a week	285.53	
Carolyn L. Sparks		
Clerk, Engrossing Committee		51.75
Clerk, Committee on Counties		15.00
Salary @ \$19.00 a week	256.50	
Amie E. Teague, Clerk, Engrossing Department		6.75
Salary @ \$15.00 a week	202.50	
Edith B. Wilson, Clerk Engrossing Committee		
Clerk Committee on Engrossed Bills		51.75
Salary @ \$23.07 a week	311.45	15.00
	\$4,750.82	\$1,598.88

## SUMMARY OF LEGISLATIVE PAYROLL

Class A, one salary list	\$5,514.00
Class B, more than one salary list	18,791.50
Class C, special list with regular departmental salary	1,598.88
	\$25,904.38

Respectfully submitted,

(Signed) PERCIVAL P. BAXTER,

Governor of Maine.

## STATE AID TO PRIVATE INSTITUTIONS

## STATE OF MAINE

Office of the Governor

AUGUSTA

February seventh, 1923.

To the Senators and Representatives of the Eighty-first Legislature:

The Eighty-first Legislature has an unusual opportunity to stand for a great principle that is one of the foundation stones of this Republic. That principle is, that public money shall be used only for public purposes; in other words, that money taken from the people as taxes shall not be used for private purposes, no matter how worthy they may be.

In my Inaugural Address of January 4th I called attention to the rapid

growth of the practice of granting "State Aid" to private schools, private hospitals and other institutions under private management. At that time I placed this question squarely before the Legislature and the people of Maine. The discussion that has ensued has assumed State wide proportions. This is well, for a vital principle needs to be discussed in every home and shop so that the truth that underlies it, if truth there be, may be brought to light.

Opposition has been aroused, misinformation has been spread abroad, and prejudices have been appealed to. The more the grain is beaten the sooner will the chaff be threshed out and blown away. There is no issue before our people of greater importance than this. Economy, water powers, roads and all other questions will take subordinate positions once the State Aid issue is thoroughly understood.

### ECONOMY IS NOT THE ISSUE

The money expenditure incurred by granting State Aid to private institutions is entirely distinct and apart from the great principle that is at stake. In fact the financial side of this question is really of so little moment that it is not worth considering in this connection. It is immaterial that a considerable saving would be made by abolishing State Aid, and my program of economy is in no way involved in the present discussion. Principle is not measured by dollars and cents.

An institution or a charity, either should be public or private; it never should attempt to be both at one and the same time. The individual may give to whomsoever or whatsoever he will; he may contribute to the advancement of any particular political, religious, medical or educational object or school. The State, however, using the money taken from all the people should spend that money only for what are understood to be public purposes, and should do this only through those channels that are under the direct control of State authorities.

### MAINE'S STATE INSTITUTIONS

In Maine the State supports two Insane Hospitals, a Feeble Minded Home, three Sanatoriums for the Tubercular, a Prison, a Reformatory for Men and one for Women, a Correctional School for Boys and one for Girls, and a Soldiers' and Sailors' Orphan Home. The State also helps Needy Mothers and provides for Dependent and Neglected Children. All this is done by public money and the work is administered by public officials. Race, politics, religion and social status are not considered in the care of the State's wards.

### PRINCIPLE NOT DOLLARS

It very properly can be advanced that the several State institutions above mentioned can use and really need more money than the State is

able to furnish them, and that new construction is required at most of them if the State is to take proper care of its dependents and defectives. Apart from all these arguments I place this question upon higher ground. If we were able to provide for all the needs of our State institutions and even if we had a large surplus of money that could be diverted to other purposes, the principle of no State Aid to private institutions would be just as important and just as binding upon us as it is today. If all our State institutions were completely equipped and were upon a comfortable financial basis, I still should advocate the adoption of a constitutional amendment prohibiting the giving of the people's money to private undertakings.

It may be advanced that certain private institutions can do some educational and relief work more economically than such work can be done in our State institutions. As I have stated, this is not a question of dollars and cents but one of principle, and it is immaterial whether such work costs more or less in private institutions than in those of the State. The people of Maine will not sacrifice a deep-rooted principle even if by doing so they can make a saving in their taxes.

### FEDERAL AID AND STATE AID

The granting of Federal Aid to States in some ways is similar to the granting of State Aid to private institutions. There exists a difference of opinion as to the wisdom of Federal Aid, but the ill effects, if any, resulting from it are less harmful than those that flow from State Aid. The Federal Government never would consider appropriating Federal money for anything but for public purposes, and it gives its money to the several states to be used by them for such purposes. State Aid, however, selects certain private institutions as the State's beneficiaries, passing by others equally entitled to assistance from the public treasury, but whose managers prefer to do without it rather than sacrifice their independence and perpetuate a practice that is bound to lead to disastrous results.

### OUR PUBLIC SCHOOLS

State aid, which is public money, has been and now is granted to certain private educational institutions which do excellent work, but in my opinion public money spent for educational purposes should be used only to support our public schools. I am a firm believer in our public school system, which from the early days of this Republic has been recognized as one of the corner stones of our liberties. I believe the people of Maine stand squarely behind this system and once this issue is placed before them, in my opinion, they will decree that no public money shall be given to any schools that are not exclusively under the management of State and municipal, public authorities. The children of the well-to-do and the poor, of

the native born and the foreigner meet in the public schools, exchange views and soon learn that in this country all are equal before the law, and that all should be given equal opportunities for development. The days of class distinctions or religious prejudices never will return as long as our public school system is maintained. I myself was educated in our public schools, and often have seen un-American and un-democratic tendencies developed and encouraged in those who did not attend them. I unhesitatingly take a stand in favor of the system that has done so much to make this country what it is.

### SPECIAL AID TO ACADEMIES

In this discussion about State Aid to academies and private educational institutions I refer only to the so-called "special aid" and am not concerned with the contributions made by the State to aid academies that are doing high school work, for this money is paid them under the provisions of our general laws. In addition to this it occasionally may be necessary for the local authorities in a community that has no high school, to make temporary arrangements with private educational institutions to give certain scholars a high school training, but this should be purely a local business agreement. The following figures are interesting. Special aid to private academies was granted as follows:

1901 .....	\$1,240.00
1911 .....	740.00
1922 .....	54,675.00

The number of academies aided in 1901 was 4; in 1911, 4; in 1922, 33; and in the latter year there were 23 academies in the State that did not receive this special aid.

### AMEND THE CONSTITUTION

The time has arrived for the people of Maine to squarely meet this situation. Unless our State Constitution is amended so as to stop the immediate extension of State Aid, and finally put an end to it altogether, the day is not far distant when privately managed institutions will no longer request aid as a gift or gratuity but will demand their share of the public money as a matter of right. Should this happen, our public schools will have lost their hold upon the people and our communities will be divided into contending camps, each faction struggling jealously to extend its influence over the rising generation. This is inevitable if the present tendencies continue, and already I see evidences of a movement that justifies me in making this statement.

Through a well-intentioned but misguided generosity our legislatures of the past have contributed to private schools and charities; at first to a few, now to many. These contributions have weakened the sense of indi-

vidual and community responsibility, and often have had a paralyzing effect upon private charitable and educational initiative. The day for a return to fundamentals has come, and if you will lay the foundations for abolishing State Aid, such action will constitute your greatest achievement, and the Eighty-first Legislature always will be remembered in the history of this State as a Legislature that acted courageously and built wisely.

I believe there are but few people in Maine who will not admit the soundness of the principle involved in this discussion, but many seem bewildered by the details incident to its adoption.

### "NO STATE AID"

In my Inaugural I purposely made the principle of "No State Aid" stand out in bold relief, and deliberately declined to hedge it about with compromises and exceptions. I, however, did refer to the University of Maine directly, and to two other institutions indirectly, as requiring special consideration. This situation, however, can be met without sacrificing the basic principle, that only public institutions shall be supported at the public expense.

### UNIVERSITY OF MAINE

The University of Maine held, somewhat technically, by the Supreme Court to be a private institution is in many respects a State undertaking. Its land and buildings are owned by the State and its buildings are insured by the State. Its Trustees are appointed by the State, and it could not operate without State Aid. No one wants to close this excellent school, and it would be obliged to close did it not receive State Aid. The University should be either public or private. Some argue it is one thing, some the other; it cannot be both.

The solution of the University of Maine problem is either first, make this school a State institution outright; or second, make it a private institution giving it State Aid for ten years, or more if need be, so that it will be self-sustaining at the end of the period, with the State controlling its board of trustees while it receives State Aid; or third, make it a private institution and insert a clause excepting the University from the constitutional amendment, with the further provision that the school shall be exclusively under the control of the trustees appointed by the State. If the second course is adopted State Aid would be given for a certain definite period, at the end of which the school would be in the same class as our three colleges, Bates, Bowdoin and Colby. Neither the second nor the third plans would interfere with the adoption by the Legislature of the general principle herein advocated.

### CHILDREN'S HOSPITAL

The Children's Hospital in Portland is a private hospital but it received from the State in 1922, \$45,000, or 90 per cent of its total income. It costs the State about \$1000 a year for each child treated there. This Hospital can be cared for in any one of the three methods suggested for the University of Maine, provided they are modified to meet the requirements of a hospital. If the third plan is adopted for this Hospital the constitutional exception should provide that hospitals treating the crippled and deformed exclusively, in the discretion of the Legislature, may be given State Aid. In any case as long as the State contributes to its support the State should control its Board of Managers, as in the University plan above referred to.

### SCHOOL FOR BLIND

The School for the Blind can be handled in a way similar to the Children's Hospital, the exception in the constitutional amendment being suitably framed to cover this institution. This School already is managed in part by Directors appointed by the State.

### NO IMMEDIATE WITHDRAWAL

I would not immediately withdraw State Aid from the numerous hospitals, academies and other charitable institutions now receiving it. Such action might embarrass some of them, although it is doubtful if any would close their doors on account of it. Their respective budgets have been built around State Aid, and time should be allowed them to readjust their financial affairs and make themselves self-sustaining. There is a proposal before you to allow a considerable period for this readjustment, and such a plan seems reasonable.

### MUNICIPAL RESPONSIBILITY FOR HOSPITAL TREATMENT

Every municipality should assume responsibility for its sick and afflicted; every town and city should be willing and should be required to furnish hospital relief to needy citizens requiring it. If there are persons in Portland, Augusta or in other municipalities who need medical or surgical treatment and cannot pay for it, those communities should assume that burden. Many of the larger hospitals have endowment funds and a portion of their resources was given them to be used in the care of needy patients. This is especially so in the larger cities and towns. One of the functions of hospitals is to furnish a certain amount of free treatment, and many of them do not ask or expect to receive compensation for it. A hospital that receives from the State payment for non-paying patients, is not doing real charity work. Where hospitals have funds or endowments for free work it is not necessary for the municipalities to pay for it. If a

town has no hospital it can send its afflicted citizens to one that has one, and should pay for the treatment furnished.

### ABUSES CHECKED

The municipal authorities are better informed as to the needs of their fellow citizens than State officials can be; in fact State officials seeking information are accustomed to go to the town authorities to get it. Hospitals often are imposed upon by those who really can afford to pay, but who receive gratuitous treatment when not entitled to it. If the responsibility of paying for free patients rested on municipal authorities, they would exercise care in authorizing it. Today it is very easy to shift this burden upon the broad shoulders of the State. On the other hand if there are sick people with no municipal residence, the State of course would pay for their hospital care from a fund provided for the purpose, and certain hospitals would be designated to furnish it.

### STATE AID TO HOSPITALS AND OTHER CHARITABLE INSTITUTIONS

In 1901 State Aid to hospitals and other charitable institutions was granted to the extent of \$64,750; in 1911, \$92,100 and in 1922, \$191,000. The number of hospitals aided at the present time is 23 and there are 46 hospitals that do not receive State Aid.

### NO PAUPERISM

It may be urged that the plan outlined herein would make paupers of the sick who receive treatment at public expense. It need not be so. Today more than 500 Mothers with Dependent Children are receiving State and Municipal Aid, and 1500 children are being cared for at the State's expense without any of them being pauperized. A similar plan could be adopted for the sick and there need be no stigma attached in such cases.

My experience, beginning 20 years ago, has convinced me that State Aid should be abolished. Other states where conditions have been much more complicated and difficult than those in Maine, have abandoned it. A constitutional amendment is needed to correct this situation.

### LOG-ROLLING

Today in this Legislature the friends of one institution or another are working earnestly to save their appropriations which amount to a few thousand dollars each. These friends are not animated by selfish motives, for they receive none of the money but they are fearful lest their home institutions suffer. It is but natural for one group of Legislators to unite with other groups similarly interested in securing appropriations and,

regardless of the actual merits of the particular charities or schools all seek to save their State gratuities.

Once this principle is brought home to them I believe the very men, who now are advocating State Aid for their several hospitals or schools, will take a broad, statesmanlike and fearless position. I doubt if there is a man or woman here who is not actuated by good motives, and I believe that almost every one of you at heart will agree that the principle involved in this discussion is sound.

### GOVERNOR'S POSITION

As for myself, I have given you my views, based upon serious reflection and long experience. I am acting without fear of consequences or hope of favor. While it would be unbecoming of me as Governor to use the power of my office to attempt to influence any man against his will, it is proper for me to urge this great principle upon you in a dignified, earnest manner. I shall abstain from confusing this important issue with any other; it is big enough to stand alone. I shall bring no pressure to bear on any one, but am deeply interested to have this issue settled on its merits. I shall at all times be glad to discuss the question with any of you.

### LET THE PEOPLE DECIDE

The practice of granting State Aid cannot continue forever and sometime it must be stopped. The Eighty-first Legislature has an unusual opportunity to erect a bulwark that will protect the future liberties and independence of the people of this State. If you choose to do this, your path is well defined and you will refer this question to the people at home for their decision. Of course it cannot be referred unless you have the courage and foresight to take positive, constructive action. In my opinion the People of Maine will be eager to decide in favor of the great principle, that public money never shall be used for private purposes or for private institutions.

Respectfully submitted,

(Signed) PERCIVAL P. BAXTER,

Governor of Maine.

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### MUNICIPAL ACCOUNTING

STATE OF MAINE

Office of the Governor

AUGUSTA

February 20, 1923.

To the Honorable Senate and House of Representatives:

During the past two years of my administration as Governor I have



become much interested in the question of municipal accounting. At my request the State Auditor has made a survey of the various methods of accounting now in vogue in the towns and cities of our State.

The State Auditor reports to me that the accounting of many of our municipalities is wholly inadequate to meet present day requirements. The bookkeeping of states, counties, cities and towns should be in as simple form as possible so that citizens may understand the public business for unless citizens do so understand they cannot take an intelligent part in public affairs.

It also is important that the bookkeeping methods of cities and towns should be uniform in order that comparisons may be made, for only by comparison can the citizens of one community determine whether or not their public officials are doing their work satisfactorily.

At my suggestion the State Auditor has drafted a bill making it optional with the municipalities within our State to adopt a uniform system of accounting. I am transmitting to you herewith the Auditor's report above referred to together with the statistics that accompany it, and I suggest that this be referred to an appropriate committee. This question deserves your careful consideration.

If the bill referred to is adopted by this Legislature it will mean that in the course of a few years most of the municipalities of the State will have modern accounting systems, the form of which will have been approved by the State Auditor.

Anything that will arouse an interest in public affairs in the minds of our citizens in general makes for better government. I believe we should do everything we can to stimulate the great body of our citizens to study and understand the financial statements of our State, county and municipal governments. To do this we must make these statements understandable.

It cannot be denied that in times past many public transactions that would not bear the light of day deliberately have been covered up by elaborate systems of bookkeeping, and complicated figures often have been used for sinister purposes.

I bring this matter to your attention for I believe there is need for reform in the accounting methods of our several municipalities.

Respectfully submitted,

(Signed) PERCIVAL P. BAXTER,

Governor of Maine.

## STATE HIGHWAY FINANCES

STATE OF MAINE

Office of the Governor

AUGUSTA

February 22, 1923.

To the Honorable Senate and House of Representatives of the 81st Legislature:

In my Inaugural Address I called attention to the present complicated system of the State's Highway program and suggested its simplification. I have given the matter careful study and believe that the plan submitted herewith, if adopted, would do away with much of the confusion that now exists in the minds of the public in connection with the raising and expenditure of the money used by our State Highway Commission.

In the tables submitted herewith, based on the year 1922 and on such figures as we have for 1923, I have shown the amount of money available, first, for construction, giving the different classes of roads now constructed in whole or in part by money raised by the State; second, for maintenance, showing the sources from which it is derived; and third, for necessary overhead expenses, comprising State Highway Commission administration, Secretary of State for Registration and Licenses, and Motor Vehicle Enforcement Division.

It appears from these tables that our present laws will provide a total of \$4,137,211.23 for the calendar year of 1923 to be spent by the State Highway Commission for the various branches of State road work. If a gasoline tax of one cent per gallon is passed by this Legislature it is estimated it will produce an additional revenue of \$300,000. This would give a total of \$4,437,211.23 of State money available for all road purposes.

I am accompanying this message with a plan as to how this money in my opinion properly could be apportioned, and in doing this have had in mind the special needs of the so-called third class roads. This plan calls for the expenditure of \$4,435,000.00 for all branches of the State's road work.

In order to simplify our accounting methods I suggest the creation of a State Road Fund into which would be paid all the fees received from the licensing of automobile drivers and the registration of automobiles, the proceeds of the road mill tax, the proceeds of the gasoline tax and the regular appropriation now made for road purposes. I suggest that all the appropriations passed by this Legislature for road construction, maintenance and overhead expense be fixed as definite sums so all our citizens will understand the figures.

As the valuation of the State increases, and as the number of automobiles licensed increases, doubtless additional revenue will come into

the State Treasury, and I suggest that everything over and above the definite sums herein provided for be expended by the State Highway Commission in the improvement of third class roads. This would provide an ever increasing amount for this class of roads.

In my opinion the second class, or State Aid, road money should be spent by the State in the following order of preference: first, to meet the requirements of towns under the general State Aid law; second, to provide for the towns that come under the 5 Times Law; and third, to meet the requirements of towns under the 3 Towns Act. In fact I believe it would be fairer to all concerned to repeal the 5 Times Law and the 3 Towns Act. This, however, rests in the discretion of the Legislature.

In connection with the proposed new bond issue to supplement the \$10,000,000 issue already authorized, if this is adopted I would limit it to an issue of \$5,000,000 and would use it to complete the State Highway system during the calendar years 1925 and 1926. I hesitate to recommend the issuing of additional bonds, for I do not want the State to be overburdened with interest charges, but additional bonds are probably necessary if the State is to continue to receive Federal Aid for roads, and some provision should be made to meet the Federal requirements for the years in question. If new bonds are issued they should be used only to match Federal Aid and this could be provided for in the Constitutional Amendment. All bonds should be serial and provision should be made that they cannot be reissued after maturity.

A careful study of the details herein will enable the members of the Legislature to see at a glance where the State's road money comes from, what is now done with it, and what can be done with it in the future. A decided advantage will result in having clean-cut appropriations for each and every item of the State's road program and all uncertainties then would be done away with.

Should the State's Road money fall below the estimated receipts a pro rata reduction could be made in each of the items of expenditure, but in the light of past experience and of what has occurred in other states this is not to be expected.

In order to be sure that the figures presented herewith are correct, after preparing them they were submitted to the bookkeeping department of the Highway Commission and have been checked over by them.

If the accompanying suggestions are adopted they would do away with much bookkeeping and any citizen of the State could tell just where the money comes from and what it is used for.

I submit this to you for your consideration.

Respectfully submitted,

(Signed) PERCIVAL P. BAXTER,

Governor of Maine.

**MONEY AVAILABLE FOR ROAD PURPOSES  
HOW IT IS EXPENDED  
AND  
A PLAN FOR THE CALENDAR YEAR OF 1923**

**CONSTRUCTION**

<i>First Class Roads, \$10,000,000 Bond Money, 1923</i>	\$1,600,000.00	
((\$704,500 will remain to be issued in 1924)		
Federal Aid, 1923	700,000.00	\$2,300,000.00
(½ Allotment from United States, estimated)		
<i>Second Class Roads,</i>		
Legislature appropriates by law 1923	300,000.00	
Portion of Mill Tax, fixed by law 1923	200,000.00	500,000.00
<i>Third Class Roads,</i>		
1-3 of Mill Tax, 1923		224,255.91
(Towns may use 25 percent of allotment for maintenance)		
<i>Legislative Roads,</i>		
1-6 of Mill Tax, 1923		112,127.95
<i>Bridges,</i>		
½ of amount Bond Money allotted for Bridges, 1923		150,000.00
Total United States and Maine money		\$3,286,383.86
Less United States Aid		700,000.00
Total Maine Money		\$2,586,383.86

**MAINTENANCE**

<i>Residue of Mill Tax, for First Class Roads, 1923</i>	\$136,383.88
(Can be used for construction)	
<i>Residue of Auto Fees, 1922, for First and Second Class</i>	769,199.58
	\$905,583.46
(Received from Towns for Maintenance, 1922, \$228,578.09 not included here but available for maintenance; total \$1,134,165.55)	

**OVERHEAD EXPENSES**

<i>Auto Fees, 1922, Maturing bonds and interest, 1922</i>	\$414,330.00
(Total, \$1,414,443.49)	
(Will be increased in 1923 by interest on new bonds to be issued under \$10,000,000 Act)	
<i>Administration Charges:</i>	
State Highway Commission	\$68,813.23
Secretary of State	81,287.45
Motor Vehicle Department	80,813.23
	230,913.91

**TOTAL MONEY AVAILABLE**

Construction, Maine Money	\$2,586,383.86
Maintenance, Maine Money	905,583.46
Overhead Expenses, Maine Money	645,243.91
	\$4,137,211.23
<i>New Sources of Revenue</i>	
Gasolene tax at 1 cent	300,000.00
Suggested ½ for Third Class Roads	
½ for Maintenance	
	\$4,437,211.23

## A PLAN FOR THE CALENDAR YEAR OF 1923 CONSTRUCTION

First Class Roads, Bond Money, (Maine)	1,600,000.00
Bridges, " "	150,000.00
Second Class Roads, straight appropriation	500,000.00
Third Class Roads, " "	375,000.00
Legislative Roads, " "	100,000.00
	<hr/>
	\$2,725,000.00

## MAINTENANCE

First and Second Class Roads,	\$1,050,000.00
Towns to pay \$60.00 and \$30.00 per mile as at present	
(Received \$228,578.09 in 1922 from Towns; not included in this item)	

## OVERHEAD EXPENSES

Maturing Bonds and Interest, estimated 1924	\$460,000.00	
Administration charges		
State Highway Commission	200,000.00	660,000.00
Secretary of State		
Motor Vehicle Department		
	<hr/>	
		\$4,435,000.00

## APPROPRIATION FOR AGRICULTURAL PURPOSES

## STATE OF MAINE

Office of the Governor

AUGUSTA

March seventh, 1923.

To the Honorable House of Representatives of the 81st Legislature:

A few days ago I returned to you without my approval a Resolve, in Favor of the Commissioner of Agriculture Carrying out the Provisions of Chapter 81 of the Public Laws of 1921. After having conferred with some of the representatives interested in this measure I would like to have my veto message returned as the measure is to be amended so as to make it conform to the provisions of our statutes. I understand that if this message is kept upon the table in the House that the members interested will prepare the necessary amendment.

Respectfully,

(Signed) PERCIVAL P. BAXTER,

Governor of Maine.

## TAX EXEMPTION LAWS

STATE OF MAINE

Office of the Governor

AUGUSTA

March fifteenth, 1923.

To the Honorable Senate and House of Representatives of the 81st Legislature:

Several bills have been introduced during the present session of the Legislature to change our tax exemption laws. These bills have drawn attention to the unsatisfactory status of the laws now governing this subject. Chapter 10, Section 6, of the Revised Statutes, as amended, given in detail the several classes of property that are relieved by law from bearing their proper share of the tax burden.

Fundamentally all the property within the State equally should pay taxes and no class of property should be allowed to reap an unfair advantage through tax exemption. From time to time legislatures have extended the tax exemption privilege until at present, in the sections of the Statutes above referred to, there are thirteen separate paragraphs in which are enumerated more than forty different classes of property that are tax free by law.

In this message I am not discussing property lawfully taxable but which escapes taxation, but am confining myself to property that is lawfully exempt from all tax assessments.

A study of our Tax Exemption Laws indicates that they are not based upon any fundamental principles that are the result of slow and unregulated growth where each new exemption was added to relieve some special class of property from taxation. Today these laws are ill balanced and unfair. Without doubt abuses have crept into their administration so that property of great value that should be taxed is now relieved from this burden. These laws need to be revised by unbiased men with a State wide vision.

If at the present time accurate figures could be obtained to show the amount of tax exempt property in the State, some constructive action might be taken by the present Legislature. It is a fact, however, that no such tabulation ever has been made, and while some local boards of assessors have uncompleted lists of tax exempt property more or less accurate, other boards have no lists whatsoever. More attention has been given this matter in the cities where valuations run into larger figures than in smaller communities but I am of the opinion that the total amount of property in Maine tax exempt by law is larger than many citizens believe.

As an example of conditions, I call to your attention the fact that the

City of Portland with a valuation of \$100,954,725. has not less than \$9,244,350. of property wholly exempt by law from taxation. This total is figured upon a low valuation and I believe that \$12,000,000. would more nearly represent the actual value of the property in question. This does not include many millions of dollars represented by mortgages, none of which are taxable. Moreover in this figure probably all the tax exempt property is not included. Compared with the population of Portland the cities of Bangor and Lewiston are in about the same situation and other cities and towns probably are in a similar position. It is very plain that whatever property is made tax exempt, the tax burdens of the property that is not so favored is proportionately increased.

I call to your attention the fact that according to careful estimates live stock to the value of \$5,000,000. is exempted from taxation: the exempted property of soldiers and sailors represents an equal amount, and so on through the list of forty or more items. The State valuation is \$672,767,742. and at a conservative estimate \$500,000,000. property is exempted by law under Chapter 10, Section 6, of our Revised Statutes.

These exemptions need revision and some underlying principle should be discovered on which tax exemption should rest. It may be that some exemptions should be done away with altogether. Perhaps some limit should be placed upon the amount of property exempted in certain of the classes referred to. A regrouping also may be desirable. This matter should be looked into by broad minded men, uninfluenced by political ambitions or selfish motives.

I have thought of advocating the appointment of a Recess Committee of the Legislature, as has been suggested by the Legislative Committee to which you referred the report of the Board of State Assessors. My experience, however, with the work of such committees is not altogether encouraging, for although in the past they have devoted a great deal of time to the study of the subjects placed in their charge, Legislatures seldom have adopted any of their suggestions. Nor do I advocate the appointment of a permanent board or commission.

The statistics required must be collected from 520 cities and towns, and as these will need to be tabulated and audited, I am of the opinion that the Chairman of the Board of State Assessors and the State Auditor should form the nucleus of whatever committee is created to undertake this work. In addition to these State officials, who would serve ex-officio, I believe it would be desirable for the Governor to appoint not more than three citizens of the State, thoroughly qualified for the work, who would undertake it as a public duty, without receiving compensation for their services.

If such a committee is formed I believe that the next Legislature will have before it the information it needs to form a definite policy in regard to the future of our tax exemption laws.

A reasonable sum should be appropriated to cover the expenses of this Board. I bring this to your attention and ask your serious consideration, for the time has arrived when this tax exemption problem should be studied with great care.

Respectfully submitted,  
(Signed) PERCIVAL P. BAXTER,  
Governor of Maine.

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KENNEBEC RESERVOIR COMPANY

STATE OF MAINE

Office of the Governor

AUGUSTA

March 20th, 1923.

Mr. President, Senators and Representatives:

There has been placed before me for my approval or disapproval an Act that has passed both branches of this Legislature by overwhelming majorities. This Act deals with a subject of vital importance to the State of Maine, one in which I have taken a very active interest during the past seven years. As I shall later give you my formal disapproval of this Act I desire in person to present to you my reasons for so doing, and consequently have asked that this joint session of the Senate and House be convened.

The document before me is entitled: An Act to Create the Kennebec Reservoir Company and Define the Powers Thereof.

Under this bill a private corporation is given one of the few remaining great undeveloped water storage reservoirs in the State of Maine. This storage is located in the Dead River and its development is destined to take place in the near future. The question before this Legislature is, shall a great storage reservoir of inestimable value be deeded to a private corporation to be used for private gain, or shall the people of the State retain it for themselves until they are given the opportunity to decide whether or not it shall be developed by the people in the interests of the people?

To give you an idea of the value and extent of the proposed storage system I call your attention to the fact that the drainage area involved covers a territory of 500 square miles, an area larger than Androscoggin county, and twice as large as Sagadahoc county. The artificial lake to be created will be 24 miles in length and will cover an area of 21 square miles. The cost of the development has been carefully figured at \$1,200,000



and 14,600 additional water horsepower will be supplied to seven companies now developing power on the Kennebec River. If this horsepower is figured in kilowatt hours it appears that 10,950 kilowatt hours will be furnished these companies at the cost of one-third of a cent per kilowatt hour.

The value of the franchise which the Kennebec Storage Reservoir Company seeks to obtain from the State is enormous. Moreover, the Act before you provides that this franchise be granted for all time to come. It is true that a clause in this charter provides that the State may take over the franchise on certain conditions. Such a clause is of but little or no value, however, in view of the opinion of the Supreme Judicial Court rendered in 1919, which holds that the State has no power to develop storage until an amendment to the Constitution shall have been adopted. From this it will be seen that the reservation referred to furnishes no adequate protection to the people's rights and once this charter is given away it can safely be assumed that the power companies will do their best to prevent the passage of any such Constitutional Amendment by this or succeeding Legislatures.

This Act presents to the 81st Legislature a clean-cut issue: shall private corporations be given the remaining rights that the people have in a great natural resource? Shall this and other valuable storage systems be given away forever, or shall the people themselves retain them?

There is but one answer. The people of the State of Maine never should part with any more of their inherent rights in the State's natural resources. These should be held in perpetuity for the benefit of the present and future generations.

The Dead River storage system today in its undeveloped state, at a conservative estimate, is worth several million dollars. As the value and uses for water power increase in the coming years it is difficult to over estimate the future value of this great system. I do not hesitate to say that should my signature be affixed to this bill the paper on which it is written immediately would be worth far in excess of one million dollars in cash to the gentlemen whose names appear therein.

It should not be overlooked that if the seven companies now operating on the Kennebec River will obtain 14,600 horsepower from this storage system, every undeveloped water power on the Kennebec, the noblest river in the State of Maine, immediately will be greatly enhanced in value on account of this charter.

There is another phase of this question that should not be overlooked, and that is the tremendous but yet unknown value that will accrue to a water storage project in the years to come through the development of electrical science. Certainly this value has not been overlooked by the far-sighted owners of electric developments, and that being so the repre-

sentatives of the people also should take this into consideration before they part with something that they never can recall. No man can safely predict this great progress that is sure to be made in electrical development or the countless new uses to which it will be put. If water storage and water powers are of real value today, what will they be worth tomorrow, if science advances as rapidly in the next 25 years as it has in the past? What will this value be in 50 years when your grandchildren are on the stage of life? No doubt you will all agree with me that the world has not begun to appreciate what can be accomplished by electric energy.

It is less than 25 years ago that the electric experts who were called in for consultation reported that it was not possible to successfully transmit electrical power into the city of Portland from the Presumpscot River Falls, only four miles distant. These experts were paid handsomely for rendering this valuable opinion. Any man who alleges that electricity within a period of ten years will not be used for purposes at present unthought of is not entitled to a hearing, for with electricity all things are possible. Will this Legislature be responsible for giving away not only the present but also the future value that lies in the great storage development that we are considering? What will the sons and daughters and the grandsons and granddaughters of Maine say if they look back to the year 1923 as the year in which the State's great storage systems were placed definitely under the control of private interests? Let the people of Maine look ahead even as the corporations are doing. I am astonished that scarcely a voice has been raised in protest in this Legislature against the passage of this bill. I shall not allow this matter to leave my hands without paying a well deserved tribute to those few far-sighted and courageous men who have stood bravely against the onslaught of corporate interests. These men ever will be remembered for their fearless action.

This message constitutes the turning point in the water power question in the State of Maine. If you grant this franchise, in my opinion you definitely and deliberately abandon the rights of the people in the water resources of the State. Should this bill become a law I predict that the water power question never again will be brought forward during the lives of any of the members of this Legislature. The granting of this franchise means that private corporate control of the water resources of Maine is the fixed policy of the State, and that the water power issue has passed into oblivion. The fight for the people's rights in Maine's water resources will be remembered as a lost cause. It, however, will not be forgotten that the people of Maine were deprived of their last remaining natural inheritance by an Act of the 81st Legislature.

The first agitation in behalf of the rights of the people in water storage and water powers began in the year 1909. It was actively revived in

1917 and from that time until now it has been a live issue. Gradually the people of the State have awakened to its importance. It has been and is being discussed by our citizens in the homes, the shops and on the streets. The people are beginning to appreciate the fact that they have certain rights in the State's water resources. If you Legislators will give the people the opportunity to express themselves, I believe their answer will be sent back to you in no uncertain terms.

The 81st Legislature of the State of Maine holds the key to the future, for it and it only now has the power to allow the people of the State to vote on this vital issue. Unless this or some succeeding Legislature passes a Resolve submitting to the people a constitutional amendment that allows the State to create storage reservoirs, the people never will be able to avail themselves of what rightfully belongs to them.

There is a Resolve now pending before this Legislature that provides for the submission of a constitutional amendment to the voters of the State. For seven years I have consistently advocated such a Resolve and I am deeply interested to have this Legislature pass it. The people of Maine should be allowed to vote on this question and to decide it for themselves. The language of the constitutional amendment referred to has been passed upon by several representatives of the industries of the State, as well as by citizens who have no direct financial interest in them, and has met with their approval.

I realize that the industries of the State have developed our resources and give employment to thousands of our citizens. These industries by building up communities, have rendered a real service to the State and they should be given every proper encouragement. The State, however, always has treated them liberally, has given them almost everything that they have asked for and most of them have been very profitable. These industries, however, during the past seven years have stood firmly against the rights of the people and have refused to allow the people to have anything to say on the water power question. At the present session of the Legislature the lobbyists of private interests have been unusually active and diligent in working for those they represent and in my opinion these lobbyists are largely responsible for the spirit of conflict that now and then crops out in these halls. They will not hesitate to throw this Legislature into controversy with the Governor if in the confusion and distrust created thereby they can carry through this franchise that means millions to them.

I consistently have maintained that the people own the lakes and storage reservoirs of the State. In times past the people owned many valuable water power locations, and great areas of timberlands. From time to time these have been alienated, and nothing now remains but the rights to water storage. Will the 81st Legislature at this critical moment sacrifice

these rights when the whole nation is awakened to the importance of the fuel supply, for water is fuel translatable into terms of heat and power?

I consider it fortunate that this issue is presented at this time, for our citizens are more likely to understand it now that the need of heat and power daily is brought home to every householder and every industry. The shortage of coal has taught more than one lesson!

The passage of this charter by this Legislature would be nothing less than a betrayal of the trust imposed upon this Legislature by the people of the State. The plea of private corporations that the public will be benefited by the "development" of this storage is specious, for their development would be solely for their own private gain. It should be for the public interest.

It is interesting to note that the proposed dam in the Dead River system is to be located at one of the few places in the State where the State by owning both sides of the river actually owns a water power privilege. This is an additional reason why this Legislature should not part with the people's rights in this valuable location.

I want the people of Maine to develop their own storage reservoirs. The cost of doing so is trifling, when the advantages to be derived therefrom are taken into consideration. The development of industries and of water powers will be encouraged by the State's developing its own storage reservoirs and I never shall deed to a private corporation the control of the headwaters of the Kennebec River. Do not forget that he who controls the source, controls the river.

I could not go before the people of this State, who have chosen me their Governor, if I should approve the Act before you. When I took the oath of office I solemnly said, "I will faithfully and impartially perform to the best of my ability the duties incumbent upon me as Governor of the State of Maine." I cannot be false to this oath, no matter how great the pressure, and while I am Governor I shall act for all the people and shall not give away their great inheritance. Do not forget that your oath contains the same language as mine and imposes obligations equally as sacred.

It may be urged that Governors in the past have not hesitated to transfer to private interests the people's rights, but a Governor in 1923 is better informed than were the Governors of the years gone by. Moreover, the people of Maine today are more enlightened than they were in the year 1868, when between one and two million acres of the finest timberlands that belonged to the people were given away on the empty promise that a railroad would be built into the wilderness of Maine. The year 1868 will ever be known as the year of the State Land Steal; and I hope the year 1923 will not be remembered by any similar calamity.

In refusing to approve the bill before me, I speak for three-quarters of

a million people and their unborn descendents, all of whom you and I represent. I cannot believe that the 81st Legislature, knowing the facts, and it does know them, deliberately will alienate forever the land and the water which the Almighty placed here for the benefit of all the people. Should this be done, a cry of protest will be raised from Kittery Point to Quoddy Head; thence it will roll on with ever increasing volume to far away Fort Kent, and not a city, town or plantation in the State that will not hear it.

It may be that in 1868 no one protested against the rape of the State's timberlands, it may be that no one foresaw their value or realized that an innocently worded Act meant the sacrifice of the princely inheritance of millions of acres of fine timberland and many noble water powers. Today the eyes of this Legislature are opened wide and so are the eyes of the people.

I urge you not to be misled by false arguments. I urge you to stand squarely for the people's rights. There is but one course; refuse to pass this Act and then give the people of the State the right to vote upon a constitutional amendment. Let the people decide this question for themselves.

A formal veto message will be submitted to the Senate immediately after the adjournment of this joint convention.

(Delivered in person to a joint convention of both branches of the Legislature.)

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## THE UNIVERSITY OF MAINE

### STATE OF MAINE

Office of the Governor

AUGUSTA

March 27, 1923.

To the Honorable Senators and Representatives of the 81st Legislature:

The problem of the University of Maine is one of the most interesting as well as one of the most difficult of those now before this Legislature. It needs to be discussed without prejudice, in a sane and reasonable manner. Animated solely by a desire to solve this problem in the interests of the whole State, and of the young men and women of the present and of the future who are attending and who will attend this institution, I have given my best thought to the study of the situation now existing at Orono.

The local self interest of any particular county or community should not be allowed to dominate this question, for the entire State is represented at the University and is interested in its future. According to the 1922-23

catalogue the classification of the 1234 Maine students is as follows: Androscoggin 28, Aroostook 96, Cumberland 154, Franklin 31, Hancock 64, Kennebec 79, Knox 30, Lincoln 20, Oxford 47, Penobscot 389, Piscataquis 55, Sagadahoc 22, Somerset 38, Waldo 31, Washington 82, York 68. With 240 students from outside the State the total enrollment is 1474. These figures show 14 more students than are accounted for in the report of the President of the Trustees of June 30, 1922, on which my subsequent statistics are based. This difference, however, is immaterial.

### Co-operation Needed

Honest differences of opinion as to the University's needs should be recognized and tolerated while personalities and bitterness of speech should not be indulged in. I had hoped that the new President and the members of the Board of Trustees, four of whom I myself have appointed, a fifth having been persuaded by me to remain upon the Board after he had tendered his resignation, would co-operate with me in a serious and determined effort to eliminate those old-timed practices and antagonisms that for a generation have been the bane of the University. Personally I have done my best to work in harmony with those in charge of this institution, but their response has not always been cordial.

In this message I shall speak plainly but fairly, not hesitating to express my convictions and outline my plans regardless of the views of others. The crisis demands it.

### Demands Upon the State

When the committee of Trustees and the new President came to the Capitol last autumn to consult with me about their proposed budget for 1924-1925, it soon became apparent that they came to dictate, not to discuss. Their attitude was unyielding and the President of the University made the definite statement that he would "not cut the Budget a fraction of a dollar." There was no suggestion of any willingness to listen to the views of others equally interested with them in the University's welfare. Moreover, the positive announcement was made at this meeting by the President of the Trustees that unless every one of their demands was complied with that most if not all of the Board of Trustees would resign. Such ultimatums are not conducive to mutual understanding.

I also deeply regret that the President of the University should have allowed himself to make a public utterance in Washington, on November 23, 1922, six weeks before the Legislature convened, and seven weeks before the Budget Committee of which the Governor is Chairman made its report, that the Governor of Maine was opposed to proper appropriations for the University and that it would be necessary to carry them over his veto. At the conference referred to I had listened patiently to

the demands of the President and the Trustees for appropriations that totalled \$1,387,012.55, and my only comment was that I did not see how the State could afford such an outlay and hoped that the figures could be revised without crippling the proper activities of the institution. Since the Washington incident referred to, both the Presidents, of the University and of the Trustees, frequently have indulged in similar unwarranted utterances, and although at all times I have been ready to confer with them they have not cared to discuss with me the University's affairs. It may be that I shall disapprove some of the appropriations asked for, but that does not mean that I shall disapprove "proper" ones, and certainly no one over four months ago had the right to make the statements referred to.

### State's Educational Problem

The welfare of the young people at Orono is of such importance that regardless of these incidents, I approach the problem unbiased, and with a desire to determine what are the real needs of the University and to what extent the State is able to meet them. No one more than the present Governor has at heart the welfare of this institution, and I yield to no one in my desire to give our Maine boys and girls a good start in life. However, I not only am responsible for the welfare of the 1460 young people at Orono (President of Trustees report, June 30, 1922) but also am deeply concerned with the welfare of the 237,972 other boys and girls of school age who live within our State. It is right for us to be interested in the 6-10ths of one per cent of our young people attending our State University, but the other ninety-nine and 4-10ths per cent at least are entitled to equal consideration. You represent, and I am Governor of, all the people and our vision should be State-wide.

The University of Maine never has been held in check; it has outgrown itself; it has outgrown the ability of the State to properly provide for it. This is the root of its troubles. Year by year, deliberately and regardless of consequences, those in charge of the University in the past have expanded its activities. They seem to have been imbued with a desire to make the University the **biggest** educational institution in the State, while there is but slight evidence that they sought to make it the **best**. Their hopes for the University have rested upon false foundations, the consequence being that the students now within its walls are suffering from the errors of those who formerly were entrusted with its management.

These students, as well as the tax payers of the State, are paying the price of ambitions that were not based upon enduring principle. My ambition for the University of Maine is to have it aim to be the **best** institution in the State and that goal I constantly shall have before me. No other is worth striving for.

### What Can Maine Afford?

The fundamental problem before us is, how much can the State of Maine afford to expend in giving higher education to the 1460 young people at Orono, 1270 of whom live in Maine and 190 of whom come from beyond our borders. What portion of the total amount of money that the State raises for educational purposes shall be devoted to giving college courses to this comparatively small percentage of our young people? What is fair to those boys and girls who remain at home on the farm and who work in the factories, on whom a very considerable share of the State's burden of taxation is now resting? In urging appropriations for the University we should not overlook the fact that today taxes in Maine are onerous, that many of our farms are heavily mortgaged and that it is becoming increasingly difficult for the Maine farmer to meet his tax obligations. When thousands of farmers are obliged to lay by out of their hard-earned money the small sums of \$5 and \$10 at a time to build up a fund to pay their taxes, oftentimes being forced to borrow similar small amounts to pay the tax collector on the last day of grace, it means that some attention should be given to their relief.

The total amount of money raised by the State for schools in 1922 under the 3 1-3 mill tax was \$2,125,844.04. In that year the State Budget Committee recommended an appropriation for the State University of \$277,300.38, an amount equal to 13% of all the money raised under the mill tax to provide for the 4788 schools and 237,972 school children scattered all over this State. In 1923 the total amount of money to be raised from this mill tax will amount to \$2,242,559.14 while the University now is demanding of this Legislature an annual appropriation of \$693,506.27, this being one-half of the total for the two years of \$1,387,012.55. Instead of 13% as recommended in 1921, the University now demands an annual amount equal to 30 9-10ths per cent of the total funds that are to be available in 1923 for the 4788 schools and 237,972 children referred to. Furthermore it is stated that if the Governor raises his hand in warning and the money is not forthcoming, the appropriation will be carried over his veto, and failing in this, several, if not all, of the Board of Trustees will resign. These figures and this situation require no comment.

### State Aid Comparisons

For purpose of comparison I call your attention to the fact that for the fiscal year of 1923 the State appropriated for 38 private hospitals and other charitable institutions the sum of \$183,500.00; and for the 34 private academies the sum of \$54,250.00; a total of \$237,750.00. These 72 institutions combined received less than what was given to the University in 1922, the latter amount having been \$280,957.58.

The Budget Committee of 1921 recommended a total appropriation of



\$558,257.00 for the University for the two fiscal years 1922 and 1923, while the Budget Committee of 1923 recommended \$701,678.00 or a 12½% increase for the fiscal years 1924 and 1925.

The State always has been liberal to this institution. In 1902 it gave it \$40,000; in 1912, \$115,000; in 1922, \$280,957.57; while in 1923, \$693,506.27 is demanded. This latter figure represents an increase in one year of 246%. The total amount the State has given to the University is \$3,233,014. These millions represent the State's investment in higher education and that investment must be conserved. I give these figures to offset the charges that the State has been parsimonious in its support of the University.

### Limit Number of Students

It probably will be generally admitted that the State never can afford, and some will hold that it would not be desirable, to provide a college education for every boy and girl in the State. How many young people in Maine need a college education is problematical, but how many the State can afford to educate is not problematical. Apart from these questions however I believe that taking conditions as they exist, the State without unduly burdening itself can maintain a well equipped high grade University of from 900 to 1000 students and that such an institution would be a credit to the State. Beyond this point the State at present should not go. This can be brought about in one of two ways; either this Legislature can establish 1000 students as a maximum for the University or the scholarship requirements can be raised to accomplish the desired results. Such action would meet with the general approval of thoughtful citizens. You and I face a very practical problem. Unless this, or some succeeding Legislature or the Board of Trustees have the foresight and courage to take the initiative, I predict that within five years the University of Maine will number at least 2,000 students. Conditions then would become even more unbearable than they are at present.

### Expansion Program

The program laid out by the President and Trustees and submitted to this Legislature is one of expansion. The expenses of the University have increased rapidly. One item, that of salaries, shows an increase for 1923 over 1922 of \$32,610.00. The teaching forces are constantly increasing, 24 new teachers being called for in the University's latest Budget estimates. The payroll of last September shows the employment of 30 persons in the Administration Department, 53 in the College of Arts and Sciences, 21 in the College of Agriculture, 37 in that of Technology, 50 in the Experiment Station, 46 in the Extension Service and 186 others on the regular weekly payroll. These make a total of 424 persons receiving sala-

ries at this institution. This gives some idea of the University's present obligations. If conditions are allowed to continue on their present course unchecked, the University of Maine soon will become a burden too heavy for the tax payers to bear.

It is apparent that those who in the past have had charge of the University have sought to imitate the great universities of the wealthy Middle Western states. This accounts for its having lived beyond its means. As the president of the University frankly stated at the conference already referred to, the institution under his charge is approximately but 60% efficient. I maintain that such a state of affairs is deplorable and before I retire from the office of Governor I hope the University of Maine will be placed on a secure foundation, with the number of its students limited, all of them well housed and well taught, and with every branch of its activities working well within a comfortable margin of safety. Today this institution is an overgrown school, improperly nourished, with both its teaching force and its student body working under difficulties. Its Trustees and friends feel under pressure to plan in every way to obtain increasingly large sums of money from the State Treasury, and in doing this they often have felt obliged to resort to political influences in order to keep the University's head above water.

#### Bates, Bowdoin and Colby

Bates College, with its tuition of \$150.00, expends \$310.00 a year to educate each student. It has 9 administrative officers and 30 instructors and teachers, and an enrollment of 587 students. Bowdoin with the same tuition has 31 officers and instructors and 450 students and spends \$434.00 per student per year. Colby with a faculty of 31, tuition at \$120.00 and 505 students, spends \$300.00 per student per year. Every reasonable economy is practiced in all three of these colleges and there are none in the country that give young men and young women a fairer start in life than Bates, Bowdoin and Colby. The University of Maine with tuition of \$125.00 for Maine students and \$195.00 for those from other States, spends \$495.00 per student and has 142 in its faculty and administration. Based on a proportionate student population the University of Maine has ten students for every teacher while Bates has fifteen, Bowdoin fourteen and one-half and Colby sixteen. The cost of educating a student at Orono is 42% greater than the average cost of \$348.00 at the three colleges herein named. When these figures are considered in connection with the statement made by the President of the University, that Bates is 75% efficient, Bowdoin 90% and Colby 70%, while his own institution is but 60% efficient, it shows that something must be wrong when the least efficient 60% institution costs 42% more per student per year.

### State Normal Schools

The State of Maine conducts five normal schools in which are enrolled 1,020 students and appropriates \$180,000.00 per year for their operation and maintenance. This averages \$176.00 per student per year and represents the entire income, as no tuition is charged. All bills are paid out of this \$180,000.00 and the five institutions always are in comfortable circumstances. There would seem to be no good reason why the financial conditions of the University of Maine should not at least approximate those of our colleges and normal schools, all of which are well managed and are a credit to the State.

### Endowment Funds—Internal Reorganization

In estimating the amount to be paid by the State as an annual appropriation, it is interesting to figure the State's contribution as though it were interest paid to the University on an endowment fund. This furnishes a basis of comparison with institutions like Bates, Bowdoin and Colby which receive no state aid and are dependent upon income from their endowments. An annual appropriation of \$250,000.00 would represent the interest at 5% on an endowment fund of \$5,000,000. The endowment funds of the three colleges referred to amounts to \$5,135,360.00 and the total income therefrom amounts to \$204,029.00. Consequently the University of Maine with \$250,000.00 per year from the State would receive more than the three other colleges combined, and what would equal the interest at 5% on an endowment fund of \$5,000,000.00. With the additional aid it receives from the Federal Government it should be able to educate 1460 students where the other three colleges combined without Federal Aid are educating 1542. These comparisons are interesting. As has been stated the University also receives large sums from the United States government, a source of income not available for our other institutions and which should be sufficient to provide the extra equipment needed for its technical courses. From these figures I believe it properly can be deduced that it is unwise to continue paying large sums into the University's treasury until there is a general reconstruction of its educational and financial program. The entire situation at Orono needs to be thoroughly revised by those who earnestly desire to have this institution placed upon a sure foundation.

### Is University Justified?

The figures in the preceding paragraphs do not furnish a strong argument for lavish support of a State University. Such support would be justifiable if the University brought a college education within the reach of boys and girls who could not afford to go to other Maine colleges. In

the case before us however it costs more to educate our young people at Orono than it costs at any one of the three private colleges in the State, and they receive less in return for the money spent upon them according to the University President's own figures.

### Politics

It is unfortunate that the atmosphere at Orono should be permeated with politics. This produces an unwholesome effect upon the minds of the students, and gives them a false impression not only of their own importance but of public affairs in general. Not long ago the University paper was used as a medium for political advertisements and in its columns candidates seeking office pledged to the University liberal sums of the taxpayers money. It was apparent that the purpose of this advertising was to influence the students and through them the voters in their families at home to support those candidates who made the most alluring promises. This occurred notwithstanding the fact that on January 20, 1922, the Board of Trustees passed a vote the purpose of which was to confine to the Trustees the University's activities throughout the Legislative session. The Trustees sought to avoid the unpleasant experiences of the Legislative session of 1921, when the Alumni Associations of the University became very active in carrying on an unfortunate propaganda. The vote of the Trustees referred to was as follows:

"On motion duly made and seconded it was voted that all matters pertaining to the presentation of appropriation bills to the next Legislature be handled exclusively by the Trustees of the University and that this action be conveyed to the Alumni Association and student body in the proper way."

### Out-of-State Students

As has been stated, the last annual report showed an enrollment of 1460 students not including 168 who were taking special courses. 190, or 13% of the regular students come from outside the State of Maine. The tuition of out-of-State students is fixed at \$195.00 per year and the cost of educating them is \$495.00. This means that the State pays \$57,000.00 a year for this item alone. It would seem inadvisable for the State to be burdened with this large expense when its own sons and daughters are not being properly cared for. There is an advantage, of course, in having a certain number of students from other States, but this situation needs attention for there is no logic in the State's continuing this practice. Out-of-State students at least should be self-supporting.

There are many details in connection with the business management of the institution which, if attended to, would effect large savings and here is a wide field for the exercise of good sound business judgment. In

fact if the University is to be the institution we all want it to be, one in which we all can take pride, its affairs need a thorough internal reorganization.

#### President—Full Time

I believe the management of an institution of 1460 students—1628 with the "specials"—is of sufficient moment to require the undivided attention of its President. It should not be necessary for him or for the President of the Trustees to travel about the State attending Legislative hearings and carrying on what may be called propaganda in order that the University may obtain what it actually needs. This, of course, is very different from informing the people as to what the University is doing and stimulating an interest in higher education, both of which are desirable and form a part of the duties of college authorities.

It would mean much to the entire State if the University's situation could be clarified for it is not helpful to have the Legislature biennially torn by dissensions between those who have the University's welfare at heart, but who honestly differ as to what should be done to properly maintain it.

#### Economies to be Practiced

As an example of expenditures that in my opinion are not justifiable, is the \$6,000.00 per year appropriated in order that the President may carry on certain experiments upon several thousand rats and mice. Apart from the fundamental difference of opinion as to the value or propriety of such work, and I protested against it from the beginning, I believe these experiments will not be approved generally, at least while the financial affairs of the University are in their present unsatisfactory condition. Also a considerable saving can be made in eliminating certain courses that are not well attended, and in consolidating the work of certain professors and instructors whose teaching hours per week are below what reasonably can be expected of them.

#### Budget Estimates

It should not be overlooked that the institution actually has lived within the appropriation that the State made for it two years ago, for at the end of the year it had a current operating surplus of \$12,163.12. Notwithstanding the statement made by the President of the Board of Trustees in his annual report that the "utter inadequacy of the State's appropriation forced the University administration to drastic and stingy methods," I believe that apart from the necessary repairs on the buildings, the University ought to be able to live very close to the figures given in the 1923 Budget report.

### Repairs on Buildings

Extensive repairs on the University buildings are needed for they must be put into proper condition. It would seem to be in accord with sound business judgment immediately to repair these buildings, as they are alleged to be in deplorable condition, before planning the erection of new ones. The attitude of the University's President toward these repairs is shown by a remark made by him at our last conference. After urging an appropriation for expansion and for new buildings, he stated that "the repair of buildings is of least importance." With such a view I am not in accord.

### "College" Spirit

There is one phase of this State University problem that is difficult to explain. Those connected with a State educational institution, especially its alumni, seem to lack the cooperative spirit that accomplishes so much for privately owned institutions. An institution of the latter type when in debt naturally calls upon its loyal alumni to rally to its support, and seldom does its appeal fail. A college or a university debt of almost any proportions can be wiped out in a very few months, or an endowment easily can be secured if the right spirit prevails. In a State-owned University (for all practical purposes the one we are discussing is a State institution), it is impossible to arouse any favorable response when the suggestion is made that its Alumni join together and pay off the debt or raise an endowment. In fact the Committee of Trustees and the President who interviewed me refused to entertain any such suggestion, stating as a reason for their refusal that it is a State institution and everything, even the debt, must be paid from the public treasury. Such lack of "college" spirit is disheartening. If the Alumni of the University of Maine wished to do so, they soon could pay off the debt and in addition thereto could raise a substantial endowment. This institution recently received a bequest of \$250,000.00 and no doubt others will be forthcoming, all of which will help to relieve the pressure under which it is laboring. I believe the University of Maine has a bright future if its Alumni, and those in charge of its affairs, including this Legislature, will take the necessary steps to put the institution on a right basis.

### Advertising

I have viewed with some misgivings the campaign of advertising recently launched by the University authorities in the daily papers. It seems to me that such a program lacks dignity and detracts from the prestige of the University. The best advertisement for this University is the young men and women it has sent and is sending out into the world. The ordinary forms of advertising are out of place here, and I cannot

understand why the University needs a full-time publicity man. Its students, its Alumni and its record speak for it more eloquently than can any propaganda, no matter how skilfully conducted. The other colleges in the State do not feel such a need.

### Make It State Institution

Strictly speaking, the University is not a State institution, but if those connected with it and this Legislature will undertake the task of lifting it out of its present difficulties I should favor establishing it as a full-fledged State institution. In such an event I should be willing for the State to assume the outstanding debt amounting to \$217,500.00.

### New Trustees

If the University is to be taken over by the State, the Governor and Council should be directed to appoint a new Board of Trustees, and in order that the services of experienced members may be retained it would be wise to provide that four members of the present Board be reappointed, the appointment of the four other Trustees to be entirely in the discretion of the appointing power. It would be well to have the State Commissioner of Education a member ex-officio and this would give the University nine Trustees. If this is to be made a new institution, owned and controlled by the State, it should start its career unhampered by any traditions of the past and Trustees should be appointed who really have at heart its future welfare.

### Agriculture Important

The people of Maine are by no means unanimous in their support of the institution as it is at present conducted. I believe, however, they will support it once they become convinced that the University is to be carried on both in a liberal spirit and in a practical and economical manner. Established as an agricultural school, it unfortunately has allowed this branch of its work to become the least important of its activities with approximately 20% of its students taking Agricultural Courses. In the years gone by the farmers of the State always could be depended upon to rally to the support of the Maine State College, but gradually our farmers have become convinced that agriculture is of minor importance at Orono, and that the teaching of farming is of small moment there. Their interest in its welfare is on the wane, but if new life can be infused into its Agricultural Courses, I believe the farmers of the State will be greatly encouraged. Certain improvements in the farm buildings are needed, and although not called for in the Budget I believe some appropriation should be made for their rebuilding.

The School of Technology stands well among similar schools in the

country and I believe we have reason to be satisfied with what it has done. It may be urged that there is no need of the College of Arts and Sciences, as we already have three such colleges in this State. If the whole plan of the University was to be revised it might be desirable to have its courses limited to those that deal with Agricultural and Technical sciences. However, this matter is settled and it is not advisable to make any change other than to proportionately reduce the number of students taking the Arts and Science Courses, so that the total of the three colleges may come within the limit that has been suggested. Special efforts need to be made to raise the Agricultural Courses up to the position of prominence and importance to which they are entitled.

### No Expansion

As to expansion, in my opinion, the people of the State will not look with favor upon the plans of some of the University's ambitious friends, to add to its already overburdened curriculum a School of Medicine and a Teachers' College. The closing of the Law School relieved the situation considerably and this is no time to think of new buildings, new courses, or new colleges. We should assimilate what we already have before taking on anything new.

I hope the errors of the past may not be repeated, that dissensions may be forgotten, realities faced and difficulties overcome. This all can be accomplished if the right spirit prevails.

We are representatives of all the people of the State of Maine. One of our duties is to prepare the young men and women and the boys and girls who are growing up in our midst to meet the problems of life. We have a great opportunity to take a step forward in settling this University problem, and although it is late in the session it is not too late for action.

### Fourteen Points

In conclusion I summarize the recommendations contained in this message. These are offered as one complete program, and I do not recommend the adoption of some of them and the elimination of others. I favor—

1. Approximately the Budget Committee's appropriation for maintenance with an extra allowance for reconstructing certain farm buildings.
2. Sufficient sums to repair the buildings, even though it be somewhat larger than the Budget calls for.
3. Making the University a State Institution.
4. Assuming the debt of \$217,500.00.
5. A new board of nine Trustees with the State Commissioner of Education a member ex-officio, four of the present Board to be



- reappointed, the remaining four to be appointed by the Governor, with consent of the Council.
6. A halt upon all expansion.
  7. The number of students, regular and special, to be limited to 1000 either by law or by raising the educational standards of the University.
  8. Emphasizing the importance of Agricultural Courses.
  9. Reduction in the cost of education, so as to open the University to those not financially able to attend other colleges.
  10. Making the University the **best** and not necessarily the **biggest** educational institution in Maine.
  11. Elimination of politics from the atmosphere of the University.
  12. Cultivation of "college spirit" among its Alumni and undergraduates.
  13. Placing the University on a sound financial and educational basis, with a thorough internal reorganization.
  14. Making it a Maine institution for Maine boys and girls.

Respectfully submitted,

(Signed) PERCIVAL P. BAXTER,  
Governor of Maine.

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## READING OF THE BIBLE IN THE PUBLIC SCHOOLS

STATE OF MAINE

Office of the Governor

AUGUSTA

March 30, 1923.

To the Honorable Senate and House of Representatives of the Eighty-first Legislature:

At my request our State Superintendent of Schools, Dr. Augustus O. Thomas, drafted a bill providing for the reading of the Bible in the public schools of the State, and Senator W. D. Spencer of York County introduced it into the Legislature for me. This is a subject in which I take a deep interest. A hearing was held upon this bill before the Committee on Education on Thursday, March 15th last, at which time Dr. Thomas appeared before the Committee in support of the bill and on March 28th, Senator Spencer addressed the Senate in its favor. Both addresses are masterpieces. As the latter's address is perpetuated in the official Legislative Record I desire to have Dr. Thomas' remarks also placed in enduring form.

**Dr. Thomas' Statement:**

"The bill before the Committee for consideration is in many respects one of the most important measures which the present Legislature has to consider. I have not been asked by anyone to speak in its favor but there is a world emergency which makes it necessary that we return to the source of the faith of our fathers for wisdom and inspiration necessary to the solution of the gigantic problems which confront the world today. Calvin Coolidge, Vice President of the United States, has said repeatedly that 'the thing which the world needs most is a proper spiritual conception of human relationships.' Our great anxiety and desire to avoid religious confusion, animosity and hatred has driven us away from the source of harmony itself. This bill calls for the reading of certain portions of the Bible at such intervals as seem to be most expedient in the schools of the State. It especially emphasizes the Ten Commandments, the Psalms and the Lord's Prayer.

"The Bible Itself, outside of paganism, is non-sectarian and non-denominational. All faiths, all religion and Christianity Itself are founded thereon. It is in the Christian's belief the only well-spring of spiritual values known to the human race.

"The great question is—Is American Christianity of sufficient temper to include as does the Bible various types of personality and modes of thinking which underlie society, or is it necessary to go into the future over the single track of a still more intolerant future?

"Only a few years ago when, under the most gigantic human struggle of the ages, social and democratic ideals were endangered, our peoples were brought together. It was then that Catholic and Protestant and Jew joined forces and fought shoulder to shoulder under the hazard of annihilation. They were held together by a greater fear, and so imminent danger that it was said on every occasion that if the Great War brought nothing other than a better understanding and greater sympathy and a larger measure of tolerance, it has not been in vain. From the pulpit and the rostrum came the congratulations over the greater union of the souls of mankind which fought together, but scarcely had the Four Horsemen retired from the field ere we began to fall apart. The crisis being over, men and nations fell farther apart, all because of the artificial unity of sudden and alarming danger. Today we see the new and determined struggle of socialism and capitalism, the widening of the line between the Cross and the Crescent, the recrudescence of suspicion and unrest between Catholic and Protestant, Jew and Gentile, between alien and native. The strange revival of the old intolerance is today for too evident. By emphasis on inevitable diversities of formulae and temperament, we are in danger of neglecting, if not forgetting entirely, those fundamental underlying principles upon which depend the safety of both Church and State.

Liberalism versus fundamentalism seems to be the rock upon which the Protestant Church may split and the lack of the spiritual in the administration of governmental affairs the rock of disaster for the State.

"Possibly sometime we shall appreciate the fact that the Bible is the book of faith for those with hope; that it is the instrument of progress of all western civilization, for those nations which have rested upon it have made greater progress in all lines of human endeavor than those which have not known it. The Bible is the greatest production and the greatest force in the world. It has come down to us through generations, centuries, almost without changing a jot. It has withstood the onslaughts of the atheist and the pagan and the idolator. It has withstood the changing creeds of men. Its very mystery has been its strength and has allowed each individual to read into it that which most satisfies the hunger of his own soul for immortality. Strange that we cannot see that religion is individual, personal; that I may read the Bible my way and you may read it yours; that we may not agree possibly on the way of salvation but it cannot be said by intelligent men that any one man or any set of men or any company of human beings, organization or association, has the only royal road to the soul's triumph. The Bible, therefore, is a personal instrument and every man must be allowed to interpret the Bible according to his own reason, his investigation and the best light he can obtain. It is the wonder of wonders, a master of English, perfection of diction, the height of inspiration, complete in history, absorbing in romance, rhythmic in poetry, brilliant in philosophy and proverb, and startling in its revelations. It is the inspiration of law and as our Constitution is the fundamental law of a land, so the Ten Commandments form the basis of all civil and statutory law,—*"Thou shalt not steal," "Thou shalt not kill," "Thou shalt not commit adultery," "Thou shalt not bear false witness," "Thou shalt love thy neighbor as thyself."* Any human law which conflicts with the tenets of the Ten Commandments could scarcely stand upon the statute books of a state or nation.

"The Bible has been the inspiration for the world's masterpieces in music, in art and in literature. The world is richer for Handel's *"Messiah,"* Meyerbeer's *"Prophet Elijah,"* Hayden's *"Creation,"* in sculpture, Angelo's *"Moses,"* in art, DaVinci's *"Last Supper"* and Raphael's *"Sistine Madonna,"* portraying the mother's love, the finest sentiment which springs from the human heart. You ask the mother what she expects of her boy and she will tell you that she hopes his heart may be so pure that it may be laid upon a pillow and not leave a stain; that his every act may be reviewed by his mother, his sister, his sweetheart, his wife without a blush of shame; that his innermost thought and hope and aspiration may be whispered in an angel's ear. But you ask if she expects this perfection before she gives her love and she will tell you no, that mother love can

never cease, it is perpetual. She watches the struggling footsteps of the infant as he attempts to walk, she binds up the wounds of childhood and soothes the broken heart. She follows her boy even to the gallows and still makes excuses for him. She is there when his body is taken down and bears the sacred dust to his last resting place and cherishes within her bosom the love of her own flesh and blood.

"The Bible is the inspiration of literature. The great masterpieces have sprung from it,—Milton's "Paradise Lost" and "Paradise Regained," Bunyan's "Pilgrim's Progress" and even down to the later days of Lew Wallace's "Ben Hur" and Ibanez' "The Four Horsemen of the Apocalypse." It would not seem exactly right that this Book, vast in its storehouse of riches, tremendous in its influence upon human life, should be excluded from the learners of today.

"As it is the source of law and inspiration, it is also the only foundation for human ethics that has ever been created. No matter how you may interpret the Bible, you cannot get away from the fact of its moral religious significance. There are those who believe faithfully in the story of creation as found in Genesis—that man came instantly from the word of God. There are others who believe in the long, unfolding process of immutable and unchangeable laws. There are those who believe that Job was a real character and suffered pain and humiliation. Others believe that he was a character in Hebrew fiction and played on the stages of the old, old world. There are those who believe that Moses stretched forth his rod and parted the waters of the Red Sea. There are those who contend that the monsoon blew steadily in one direction for a period and piled up the waters of the sea leaving dry sands over which Moses and the Children of Israel passed, but the monsoon changed instantly when its season was over and released the waters to deluge Pharaoh and his hosts. There are those who believe that God fed the Children of Israel in the wilderness by the daily dropping of manna. Others believe that they ate from the fruit of the wilderness which grew in a natural way. There are those who believe in the miracle of Christ, while others believe Him to be the natural son of Joseph and Mary. There are those who believe that John on the Isle of Patmos saw a vision of the new Jerusalem, while others contend that he may have been partaking too freely of the fruit of the vine. But no matter what you may believe, how diverse may be your conception of radicalism, of fundamentalism, of simple faith or higher criticism or your materialism, you may believe in the inspired word of God or that the Bible is the work of man, you cannot gainsay the fact that as a signboard for human destiny it can never be displaced.

"The Beatitudes and the Sermon on the Mount contain the essence of

human relationships, and the embodiment of Christian life is given in the Golden Rule. The simplicity of religious acts and of Christian bearing are found in the words of Christ as He gathered about Him His disciples and they said, 'When saw we Thee an hungered and fed Thee?' and He replied, 'Inasmuch as ye have done it unto one of the least of these, my brethren, ye have done it unto Me,' He set up the simple, tangible ideals of Christian service and the spiritual value which the world needs today. Whether Jew or Gentile, Catholic or Protestant, all must agree that the principles of the Man-child are eternal, as broad as human interest, as high as justice and as deep as human hope.

"Daily reading of the Bible in public schools is required by law in six states—Massachusetts, Alabama, Georgia, New Jersey, Pennsylvania and Tennessee. Except in Georgia and Alabama the law prescribes that the reading must be without comment. Both Old and New Testaments must be read from, according to the Georgia statute, while the New Jersey law specifies only the New. The other states do not require any special part of the Bible. Massachusetts and Alabama do not specify the amount to be read. In Georgia at least one chapter must be read each day, while in Pennsylvania and Tennessee the minimum requirement is ten verses and in New Jersey only five. At the written request of parent or guardian, a pupil may be excused from Bible reading in Georgia or Tennessee. In Massachusetts a pupil whose parent or guardian informs the teacher in writing that he has conscientious scruples against it is not required to take any personal part in the reading.

"This bill does not require; in fact, it would prohibit denominationalism or sectarian interpretation. A Methodist cannot read into it anything without interpretation which would not be read by a Baptist or a Congregationalist or a Presbyterian, but if the Methodist and the Baptist and the Presbyterian and the Congregationalist would prefer a single track to the Kingdom rather than free open country, then the cause of humanity would seem hopeless and the world would roll back into the beast again. The Catholic teacher may read her Catholic Bible, the Protestant her Protestant Bible, but no child is called upon or required to change his form of worship or his ideas of religion because of this bill. It seems to me that inasmuch as we have a lack of understanding, as we have stored up some religious differences, the time has come for sober-minded people to realize that the world cannot be saved by commercialism, by political parties or by keeping away from the foundation of right living, of pure thinking and of square dealing."

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This statement is one that should be taken to heart by every citizen of the state and in my opinion it would be helpful if the Legislature should

pass an order providing for the printing of a considerable number of copies of it for distribution by Senators and Representatives.

Respectfully submitted,

(Signed) PERCIVAL P. BAXTER,  
Governor of Maine.

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THE DEAD RIVER RESERVOIR COMPANY AND THE  
KENNEBEC RESERVOIR COMPANY

STATE OF MAINE

Office of the Governor

AUGUSTA

April 5, 1923.

To the Honorable Senate and House of Representatives of the Eighty-first Legislature:

On March 20th last I appeared in person before a joint session of this Legislature and delivered a message vetoing "An Act to Create the Kennebec Reservoir Company and Define the Powers Thereof." In that message I described the storage reservoir that was to be created, and pointed out how the rights of the State of Maine in certain lands, and in certain water resources that belonged to the State, were being deeded away to private interests.

I stated that the proposed storage reservoir was of "inestimable value," and expressed my opinion that the people of the State should "retain it for themselves." I used the following language: "The people of the State of Maine never should part with any more of their inherent rights in the State's natural resources. These should be held in perpetuity for the benefit of the present and future generations," and that "should my signature be affixed to this bill, the paper on which it is written immediately would be worth far in excess of a million dollars." I also recited the history of the water power question in Maine, and maintained that the people own the lakes and natural storage reservoirs of the State.

Notwithstanding my message, both branches of this Legislature passed the Kennebec Reservoir charter over my veto by overwhelming majorities, and it became law on March 22, 1923. As I was not satisfied with this policy of deeding away the rights of the people of the State, I issued on March 23rd an official proclamation calling upon our citizens to support a referendum upon this charter. There is not a town, city or plantation in the State that has not received a referendum petition. Signatures are pouring into my office daily, and I have reason to believe that the people

of Maine have been aroused by this issue, and that they desire an opportunity to express themselves thereon.

Since the passage of the Act by the Legislature I have given very careful consideration to the situation that has arisen. Realizing that honest differences of opinion exist, even in matters as important as the one before us, I felt that there might be some common ground on which those who hold diverse views could meet. Entirely without suggestion from outside sources, I invited some of those interested in the Kennebec charter to a conference, at which were present several disinterested citizens of wide experience in public affairs, including the Senator from Cumberland County, Mr. Brewster. These conferences were not in any way secret, and all parties expressed their views freely and without reservation. It was encouraging to see that a spirit of conciliation was manifested on the part of all. As a result I am presenting to you what appears to me, and to the gentlemen who have been over the matter with me, a solution of the Kennebec Reservoir charter; a solution that furnishes adequate protection to the people of the State.

I objected to the first charter because it deeded away forever an important portion of the water resources that now are the property of the State, transferred them to a private corporation, and placed in its control the head-waters of the Kennebec River. In my opinion, another undesirable feature of that charter was that no adequate provision was made for the removal of the trees included in the proposed reservoir. If the forest growth were not removed, an unsightly waste and forest graveyard would have resulted.

The charter that I present to you is entitled "An Act to Create the Dead River Reservoir Company." Under it the State does not part with its title either to its land or to its water resources, but leases the land and water resources to the new corporation for a period of forty years. This corporation is to pay the State the total sum of one million dollars as rental for the right to use this land and these resources; said payment to be made in forty annual installments of \$25,000 each. The corporation not only agrees to completely remove all the dead wood and other material that will result from the creation of the reservoir, so that it will become a beautiful lake in harmony with the State's natural scenic beauties of which we are so justly proud, but also the State reserves the right to use such portion of this timber as it may desire. Considerable additional revenue may be derived by the State from this source.

At the end of the forty-year period the lease will terminate and at that time the State has the expressed right to take over the property at not more than one-half the net cost of the improvements thereon. As a matter of fact, the State probably will acquire the property at a very

nominal figure, due to the fact that it will be almost completely amortized by the end of the lease.

The State also reserves the right to take over the property at **any** time during the term of the lease, by paying proper compensation therefor, which compensation shall not include any payment for the franchise hereby granted.

Reasonable charges will be made for the services that the new company is to render, and all the industries along the river as well as citizens who use the current of the power companies will derive immediate benefit therefrom. All profits over 6% which the company makes will be credited to the State, and this will reduce the price at which the State may acquire the property if it so elects.

This charter permits the development of electric power in connection with the storage development, but the State's interests are fully protected under a clause that prevents electricity generated on this property from being taken out of the State contrary to the provisions of our general laws relating to that subject.

The payment of rental herein provided will begin on July 1, 1924, according to the charter, which charter must be accepted within five months. Construction work will be begun on the dam at once, and it is made obligatory on the lessees that the construction work shall be pushed forward to completion with all reasonable expedition. If the charter is not accepted, or if work is not begun and carried on without delay, the charter will lapse, and all rights granted under it will thereupon become of no effect.

A very important provision of the charter is that the company must file annual accounts with the State Auditor, who has the right to examine its books at any time. The State also will derive a large income, in addition to the rental, on account of the taxes that will accrue to the State by reason of the developments. No exemptions from taxation are granted, and if it costs a million and a half to build the dam, there will be that amount of property available for taxation purposes.

If the State should not see fit to take over the property at the end of forty years, the terms of renewal of the lease will be agreed upon between the Legislature of that period and the company; and on their failure to agree, the Supreme Court is to fix the rental to be paid.

I have outlined at some length the details of this charter so that you all may understand it. In my opinion this document inaugurates a policy of leasing rather than deeding away the State's natural resources. If you adopt it, you will have placed upon our statute books legislation that will be hailed as both wise and constructive, and you will have established a precedent and a policy that well may guide those who follow.

These are the terms of the Dead River charter. In my opinion, this



marks a new era in the water power history of the State of Maine. If this Legislature in its wisdom enacts this bill into law, it means that never again will a private corporation obtain storage rights from the State under a deed or transfer, but that all such rights, in all probability, hereafter will be granted on a lease under which a rental accrues to the State, and under which there are proper safeguards to protect the interests of the people. This charter means that private development will be encouraged in every way, and that the great industries along the Kennebec River will be enabled to secure a large amount of cheap power, which they sorely need, and for which they are willing to pay. It also means that future generations of Maine people will derive an ever increasing income from these water resources. It means that the discussion of the Kennebec Reservoir charter that has taken place from one end of the State to the other will cease. In my opinion, the people will approve this policy of leasing rather than deeding away their property.

In my Inaugural Address delivered to this Legislature on January 4, 1923, I stated: "Water storage is the foundation of successful water power development. \* \* \* We all want development, and if the State does not undertake it, private interests should be allowed to do so with the State's interests fully safeguarded. In every private storage development hereafter undertaken, I would reserve to the State the right to purchase it at any time for a fair price without paying for the franchise or storage rights granted by the State, the purchase price in no event to exceed the cost of the development. The State also could charge water storage companies a reasonable annual rental for the privilege of impounding the water and raising the natural water level of the lakes and reservoir basins. In this way private development would be encouraged, the State would derive an income, its rights would be protected, and it would be in a favorable position to acquire valuable rights upon payment of a fair price therefor if conditions later warranted such action."

All these conditions that I outlined in my Message have been complied with in the new Dead River charter. I am presenting it to you for your careful consideration, believing that if you understand it you will agree with me that it is the solution of the issue raised by the Kennebec Reservoir charter. This is not a revamping of the old charter; it is an entirely new and distinct proposition, under a new name and founded on an entirely different principle.

I have referred to the referendum petitions that have been sent broadcast over the State. As these daily are pouring into my office, it will, of course, be necessary for me to honor them, and to have a referendum on the Kennebec charter, unless this Legislature takes some further action. The only course open is for the Legislature to repeal the Kennebec Reservoir charter. There is a clause in the new bill that provides that this

shall be done. If this is done, all reason for a referendum will be removed, and those who have signed the petitions will have accomplished their purpose. If this Dead River charter is not passed, I, of course, shall press the referendum on the Kennebec charter so that the people may decide this issue for themselves. The Kennebec charter must not become the law of this State.

Important matters often times are settled at the last moment, and I believe this is such a case. The matter has been thoroughly discussed from every angle, and I believe the people of the State will believe that this Dead River charter is a wise solution of a troublesome matter.

I should not want this occasion to pass without expressing my appreciation of the spirit of all those who have taken part in presenting for your consideration this solution of a distressing problem. Both sides have made a serious effort to arrive at a fair conclusion, and I trust what has been done will commend itself to you for favorable action. The Senator from Cumberland County, Mr. Brewster, has taken an active part in these negotiations and has contributed materially to their successful outcome.

This whole matter now is before you for your decision.

(Delivered in person to a joint convention of both branches of the Legislature.)

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## DEAD RIVER RESERVOIR COMPANY CHARTER

STATE OF MAINE

Office of the Governor

AUGUSTA

April sixth, 1923.

To the Honorable Senate and House of Representatives of the 81st Legislature:

Acting in good faith and in behalf of the people of Maine, and animated by a sincere desire to promote water power development and harmonize conflicting views, I suggested and arranged for a conference between the representatives of the parties interested in the Kennebec Reservoir Company, a Senator from Cumberland County who had opposed the granting of the charter, three disinterested, representative citizens and myself. These representatives consisted of the registered legislative agent of the Reservoir incorporators and one of the incorporators himself. These gentlemen definitely stated that they had authority to speak for their principals in the Reservoir Company. As a result, the terms of the Dead

River Reservoir Charter were agreed upon. The final conference was held late in the evening, Wednesday, April 4th, and the two gentlemen referred to as representing the incorporators assured me that they would have the Dead River Charter presented in the Legislature early the following morning and that they desired to have the Act passed. I specifically inquired if any of the members of the Legislature had been consulted in connection with this Act, and the answer was in the negative. They also said they would have the charter printed in engrossed form. To this latter suggestion the Senator and myself demurred, and said that perhaps to print the bill without legislative authority could be criticized as proceeding with undue haste, and might be construed as interfering with the prerogatives of the Legislature.

The terms of the Dead River Charter as outlined in my Message to the Legislature were unconditionally agreed upon as acceptable to all the incorporators. Early Thursday morning the charter was printed in engrossed form by the order of the representatives of the Reservoir Company, as evidence of which it appears that the original engrossed copies bear at the top of the printed page the name of the Treasurer of the local Power Company, himself one of the incorporators of the Reservoir Company.

In accordance with the agreement made, I, in person, on Thursday morning, April 5th, presented the result of the conference to a joint session of the Senate and House and expected that the bill immediately would be introduced into the Legislature. In every way I have lived up to my agreement and now am ready to sign the bill if the Legislature in its wisdom enacts it. The arrangement entered into, and definitely agreed upon by all parties is fair to all. It gives to the company storage and water power rights for which they agree to pay an adequate rental. Not a detail of the original plan has been repudiated either by the Senator referred to or by myself and we both stand behind the position taken, and want the people of Maine to understand it.

At two o'clock this, Friday, afternoon I received a communication from the Treasurer of the Central Maine Power Company, heretofore referred to as an incorporator and one of the conferees, in which he states that he "assented to" the act incorporating the Dead River Reservoir Company. After giving his views on the storage question and on the message that I delivered to the joint convention, he recites that he "must join with the other proposed incorporators in refusing to allow my (his) name to be used in connection with the proposed charter for the Dead River Reservoir Company."

When the Governor of the State of Maine enters into an arrangement it is to be expected that he will hold to it. The same properly can be expected of the others who are parties to it. As the Legislature now is

considering the Kennebec and Dead River matters, I desire to give you the information that has just come to me in the letter referred to.

Respectfully submitted,

(Signed) PERCIVAL P. BAXTER,  
Governor of Maine.

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FINAL COMMUNICATION

STATE OF MAINE

Office of the Governor

AUGUSTA

April 7, 1923.

To the President of the Senate and the Speaker of the House:

I herewith transmit a list of the acts and resolves passed by the present session of the Legislature. I have approved 347 acts and 121 resolves. Three acts and 12 resolves were passed without my approval. This makes a total of 350 acts and 133 resolves.

I have no further communication to make.

Respectfully,

(Signed) PERCIVAL P. BAXTER,  
Governor of Maine.