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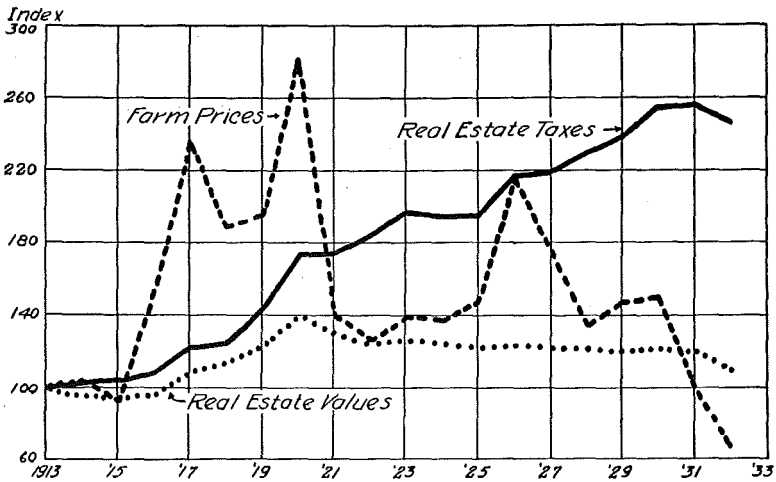
UNIVERSITY OF MAINE

The Maine Agricultural Experiment Station

ORONO

BULLETIN 366 JUNE, 1933

Farm-Property Taxation in Maine



Farm prices, farm real estate taxes, and farm real estate values in Maine. In 1932 farm prices were extremely low while farm taxes were extremely high.

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AGRICULTURAL EXPERIMENT STATION
ORONO, MAINE

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BULLETIN 366

FARM-PROPERTY TAXATION IN MAINE

CHARLES H. MERCHANT AND MERTON S. PARSONS[1]

INTRODUCTION

One of the most serious problems facing Maine agriculture today is the farm tax situation. Farm real estate taxes, which constitute a large part of the taxes paid by farmers in Maine, rose very rapidly during and following the World War. In 1932 taxes on real estate were at an index of 246 as compared with 100 in 1913. In contrast to real estate taxes, farm prices in the State declined to 33 per cent below pre-war prices. Farmers found that it required about three and one-half times the amount of farm products to pay their taxes in 1932 as in 1913. This should show the seriousness of the farmers' tax burden. The phenomenal increase in farm real estate taxes since 1916 has been due to the desire of the public for more and better governmental services, especially in schools and roads. These services can be performed more economically by the State or local governmental units than by private individuals.

It is a commonly accepted principle that farmers, as well as other individuals, should be taxed according to their ability to pay. There can be little criticism of this principle which is by no means a new one. In 1776, Adam Smith stated that the cost of government should be borne in proportion to the individual ability to pay.[2] During the early development of Maine, and in fact of the whole country, the general-property tax probably represented rather accurately the ability of individuals to pay. At that time real estate and other tangible property represented a very considerable part of the wealth and sources of income of the na-

[1] The authors wish to acknowledge the splendid cooperation of farmers, selectmen, and tax collectors of various towns; State Department officials; and others who have furnished information for this study. The authors wish to extend their appreciation to Miss Elaine M. Pooler who assisted in the tabulation and analysis of the statistical material.

[2] Smith, Adam, An Inquiry into the Nature and Causes of the Wealth of Nations, George Bell and Sons, publishers, Vol. 2, 1901, pp. 351-354.

tion. Conditions today are vastly different. Real estate accounts for approximately only one-fourth of the national income.[3] On the other hand, intangible property, most of which escapes taxation under the general-property tax, furnishes a large part of the national income.

Although economic conditions have materially changed, the taxation of real and personal property remains practically unchanged. William D. Williamson in 1832 gave the following statements relative to taxes three centuries ago.

". . . . . At first, taxes were paid in that colony by towns and plantations, according to their population; afterwards in 1634, the manner was changed, and they were taxed in proportion to the value of their property real and personal, and the number of their inhabitants. At length, in 1646, the system was amended and improved; a single tax was set at £1,500, of which every poll, or male 16 years of age or upwards paid 12 pence, and 20s. worth of property paid a penny. In this way, apportionments were assigned to the several towns and plantations.

"This method rendered it necessary to take a census of the taxable polls, and an inventory of the rateable estate; a business performed in each town by the selectmen and a commissioner chosen for the purpose. When completed, a session was holden by them in the shire town of the county, and the whole were revised, equalized and settled. (In 1646, cows were valued £5; and cattle between 3 and 4 years old at £4.—1 Mass. Rec. p. 461. But A. D. 1651-7, the valuation was thus, cows, £3; cattle between 3 and 4 years old £2 10s; between 2 and 3, £2,—between 1 and 2, £1; every ox 4 years old £5; every horse-kind 3 years old £5; an ass, £2; a sheep 10s; a goat 8s; and a yearling swine 20s. All cattle under a year old were exempt from taxation.—Col. Laws, p. 70. 3 Mass. Rec. p. 16.)

"The commissioners, appointed in the first instance by the General Court in 1654 for the towns in Maine, were Richard Nason of Kittery, Abraham Preble of York, Jonathan Thing of Wells, Robert Boothe of Saco, and Griffin Montague of Cape Porpoise; who were required with the assistance of the selectmen, and the advice of their deputies in the legislature, to take and equalize the census and inventory, 'and assign to each town of their county its just proportion to pay, according to the custom of the country rates'. The sum of £91, 15s. mentioned, was apportioned in the spring of 1655, to the several towns according to property and taxable polls."[4]

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[3] Recent Economic Changes, Report of the Committee on Recent Changes of the President's Conference on Unemployment, McGraw Hill Book Company, publishers, 1929 II, p. 768.

[4] Williamson, William D., Williamson's History of Maine, Glazier, Masters, and Company, publishers, Vol. 1, 1832, pp. 385-386.

After three centuries the town continues to be the local unit of government. In fact most of the towns in the seventeenth century have since been divided into several towns. While there are some advantages in small local governmental units there are many disadvantages, especially the inefficiencies in performing various services.

At the present time the general public is clamoring for a reduction in taxes. It should be clearly understood that a general

TABLE 1

Farm Taxes in the United States for 1929*[5]

State	Taxes on land and buildings	Value of land and buildings	Taxes per $100 of value
New England:			
Maine	$2,446,963	$134,081,865	$1.82
New Hampshire	895,169	43,455,353	2.06
Vermont	1,454,799	95,717,859	1.52
Massachusetts	2,543,159	153,790,129	1.65
Rhode Island	170,402	15,927,036	1.07
Connecticut	1,257,903	117,166,552	1.07
Middle Atlantic:			
New York	10,267,488	733,226,100	1.40
New Jersey	2,474,617	155,924,108	1.59
Pennsylvania	10,735,143	643,544,614	1.67
East North Central:			
Ohio	12,538,297	702,846,257	1.78
Indiana	8,276,447	424,970,520	1.95
Illinois	6,940,388	650,680,487	1.07
Michigan	12,146,884	590,404,094	2.06
Wisconsin	14,825,069	1,030,162,188	1.44
West North Central:			
Minnesota	9,766,304	780,820,828	1.25
Iowa	9,997,505	1,008,157,516	.99
Missouri	5,103,634	603,395,259	.85
North Dakota	2,945,083	191,074,205	1.54
South Dakota	2,327,596	184,093,510	1.26
Nebraska	4,037,398	499,069,176	.81
Kansas	5,097,652	406,070,839	1.26
South Atlantic:			
Delaware	184,603	25,374,650	.73
Maryland	1,579,200	138,829,610	1.14
District of Columbia	10,382	1,181,600	.88
Virginia	2,639,423	403,744,966	.65
West Virginia	2,351,218	185,126,291	1.27
North Carolina	2,791,989	226,487,184	1.23
South Carolina	872,859	75,019,235	1.16
Georgia	1,148,377	99,381,578	1.16
Florida	1,416,596	135,276,997	1.05
East South Central:			
Kentucky	2,728,213	285,133,085	.96
Tennessee	2,327,075	211,383,413	1.10
Alabama	802,602	93,492,238	.86
Mississippi	1,695,918	81,381,217	2.08

* Includes only farms operated by full owners owning no other farm land and reporting both total taxes and real estate taxes.

[5] Fifteenth Census of the United States, 1930, Vol. 2, Part I, The Northern States, p. 46.

TABLE 1—Concluded

State	Taxes on land and buildings	Value of land and buildings	Taxes per $100 of value
West South Central:			
Arkansas	$891,900	$110,059,010	$ .81
Louisiana	1,002,821	77,783,389	1.29
Oklahoma	2,221,258	182,390,477	1.22
Texas	4,577,050	605,448,778	.76
Mountain:			
Montana	1,332,823	113,758,239	1.17
Idaho	2,064,719	141,525,100	1.46
Wyoming	486,895	48,523,356	1.00
Colorado	1,881,117	140,709,416	1.34
New Mexico	490,918	47,344,837	1.04
Arizona	524,486	40,659,142	1.29
Utah	1,492,821	112,973,709	1.32
Nevada	278,588	25,655,526	1.09
Pacific:			
Washington	3,554,675	300,710,878	1.18
Oregon	2,786,344	242,261,652	1.15
California	11,499,524	1,151,501,850	1.00
United States	$181,882,294	$14,467,695,918	$1.26

revision downward in taxes affecting all alike would still leave the general-property tax in the same relative position that it is today. The revision should be in accordance with the individual's ability to pay. This would mean widening the base of taxation

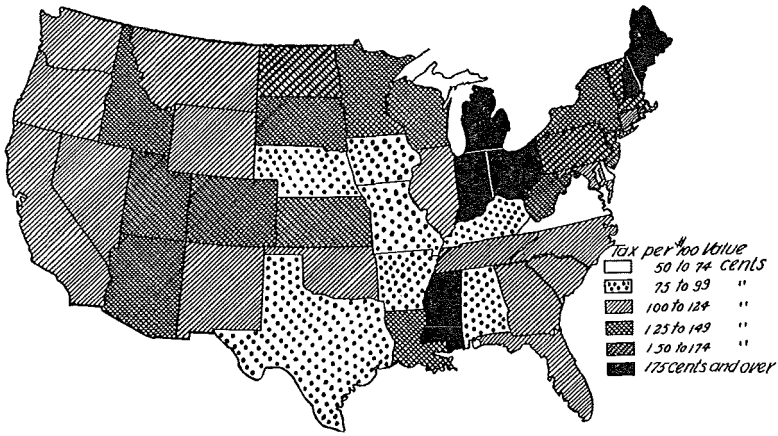

FIG. 87—Farm taxes per $100 of value in land and buildings in the various states. Taxes were the highest in Mississippi, Michigan, New Hampshire, Indiana, Maine, and Ohio and the lowest in Virginia, Delaware, Texas, Nebraska, Missouri, and District of Columbia, in the order named respectively.

to include a higher tax on incomes, taxes on intangible property, inheritance and sales taxes along with several others, and a reduction in property taxes. It is still desirable to maintain some tax on real and personal property but revision downward is necessary to maintain the present standard of living on Maine farms.

According to the 1930 census, Maine farmers were taxed $1.82 per $100 of real estate values. This represents a tax of nearly 2 per cent on their property. There are only four other states in the United States which have a higher real estate tax than Maine. These states are New Hampshire, Indiana, Michigan, and Mississippi (Table 1 and Figure 87). In Maine this problem is more serious than the figures would indicate. With the transition which is taking place in Maine's agriculture many farms are being abandoned and cease to furnish a revenue to the town, county, and State governments. This situation increases the tax burden on those farmers who continue to operate.

SOURCES OF MATERIAL USED IN STUDY

This study is a preliminary survey of the farmers' tax burden. With limited funds available it was necessary to confine the study to material already available or easily accessible. Farm management records had been secured in connection with other projects on four types of farming in Maine. These types were apple, blueberry, dairy, and potato. Each of these studies included information on the value of real and personal farm property, taxes paid by farmers, and farm incomes. In order to have a representative sample of all the principal types of farming in the State, 28 poultry farmers were interviewed to secure the necessary information on this enterprise. In addition to the farm records, a complete file of State Board of Assessors' reports were available which furnished much valuable information on property taxes. Information was also secured from town selectmen and tax collectors on the assessed valuation of property of those farmers who had furnished information regarding their farm businesses.

In this preliminary survey an attempt will be made (1) to show the tax burden of Maine farmers, and (2) to present suggestions for improving the present tax system. It is hoped that the information furnished will arouse interest among the people

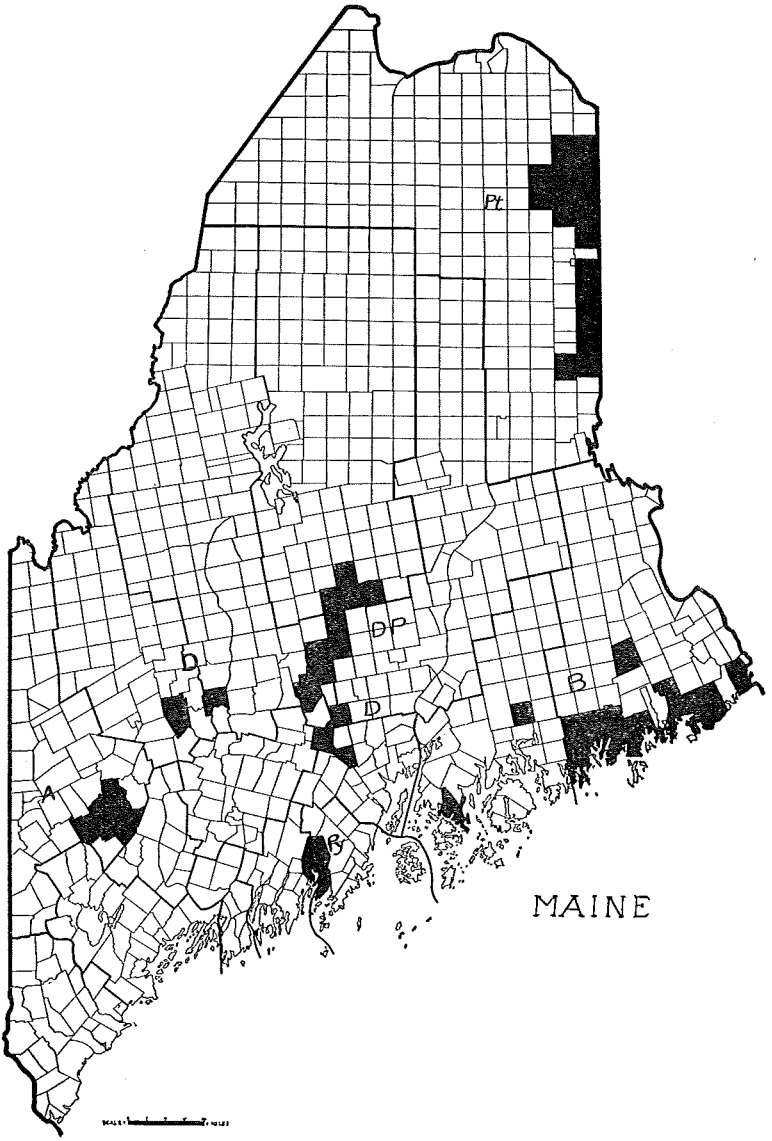

FIG. 88—Towns in which farm records were secured are shown in black. Areas are identified as follows: A represents apple farms, B blueberry farms, D dairy farms, Pt potato farms, Py poultry farms, and DP dairy and potato farms.

of the State and result in definite steps being taken to improve our tax system, especially the general-property tax.

FARM TAXES AND TREND IN FARM-PROPERTY TAXES

Larger amounts of capital are required today to carry on farming operations than a generation ago. Farmers' investments are largely in real estate and tangible personal property. Very few farmers find that they have funds which they can invest in intangibles such as mortgages, loans, stocks, bonds, saving accounts, and endowment insurances. Inasmuch as the farmer's property is visible to the selectmen, it is appraised and taxes assessed accordingly. It has been long recognized that real estate property holders have paid an unfair burden of taxation. In 1879, Governor Garcelon of Maine stated that intangibles did not bear a just portion of the public tax burden. An organized movement to tax intangible property in the State began in 1889 when Governor Burleigh requested the legislature to appoint a commission to undertake a revision of the Maine tax laws.[6] During the 43 years from 1889 to 1932, 43 bills have been introduced in the legislature to adjust and equalize the tax burden by assessments on intangible property. Each of these attempts to tax intangibles has failed. Today, as in 1889, intangibles are completely escaping assessment.

TAX BURDENS OF FARMERS IN MAINE

The more important tax burdens of the farmer are the general-property tax including real and personal property, gasoline tax and automobile license, inheritance tax, federal income tax, and the poll tax. The most important of these is the general-property tax, which comprised over 76 per cent of the taxes paid by farmers in 1930.

Many taxes and revenues, including tariff duties, can sometimes be passed on to the farmers. To some extent even the retailers and wholesalers are able to pass on to their customers a

[6] Hormell, Orren Chalmer, Maine Towns, Bowdoin College Publishers, 1932, p. 60.

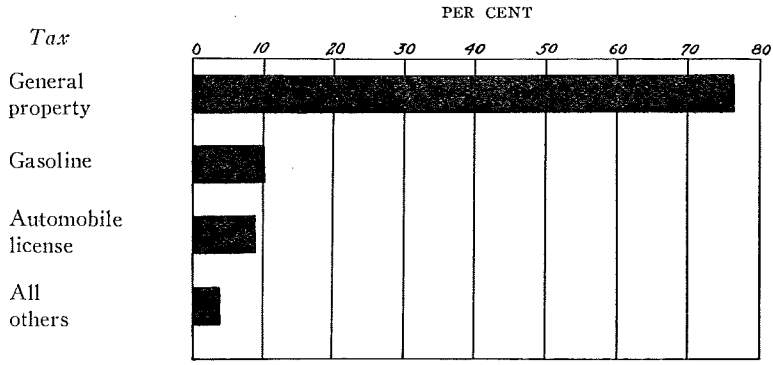

FIG. 89—Taxes paid by Maine farmers in 1930. The farm-property tax comprised three-fourths of the tax burden of farmers.

proportion of their own tax on real estate. However, the taxes which are or can be passed on to farmers are relatively unimportant as compared with the general farm-property tax. As shown in Table 2 and Figure 89, the general-property tax is of such importance that it overshadows all other forms of farm taxation and for this reason will be the principal tax considered in the study.

TABLE 2

Taxes Paid by Farmers in Maine for 1930[7]

Tax	Amount	Per cent of total
General property	$4,343,982	76.3
Gasoline	580,625	10.2
Automobile license	535,202	9.4
All others	235,979	4.1
Total	$5,695,788	100.0

TREND IN REAL ESTATE TAXES

The tax on real estate per acre in Maine increased from an index of 100 in 1913 to an index of 256 in 1931. A slight decline

[7] Computed from data in U. S. Dept. of Agr. Technical Bulletin No. 172, Taxation of Farm Property by Whitney Coombs, February, 1930, p. 3; and Fifteenth Census of the United States, Vol. 2, Part I, The Northern States, p. 46.

took place in 1932 and probably a further decline will occur in 1933. Taxes per acre have increased about two and one-half times during the last 20 years. The situation in other states has been similar to that of Maine. In Table 3 is shown the trend in real estate taxes per acre in each of the six New England States and for twenty-six states of the union.

TABLE 3

Index of Estimated Real Estate Taxes Per Acre on all Farm Land in Each of the New England States[8] *and the Average for Twenty-Six States*[9]
1913 = 100

Year	Maine	New Hampshire	Vermont	Massachusetts	Rhode Island	Connecticut	Twenty-six states
1913	100	100	100	100	100	100	100
1914	102	104	107	108	102	106	100
1915	103	106	114	111	114	114	111
1916	108	108	122	115	115	119	119
1917	122	116	131	115	124	132	133
1918	125	124	150	124	134	143	137
1919	143	153	167	139	145	177	178
1920	173	171	206	175	170	202	215
1921	174	180	207	187	184	209	230
1922	183	177	214	201	192	225	230
1923	197	192	221	205	202	232	233
1924	195	191	226	212	206	240	233
1925	195	207	233	226	216	256	237
1926	217	215	239	242	242	267	237
1927	219	229	247	249	257	276	241
1928	229	241	250	244	263	274	244
1929	238	242	255	244	275	299	248
1930	255	228	261	240	284	302	244
1931	256*						
1932	246*						

* Data for 1931 and 1932 estimated from trend in property taxes in Maine.

A comparison of the real estate taxes in Maine with twenty-six states (data not available for the entire country) shows that taxes in Maine did not increase as rapidly from 1915 to 1921 as the average for the twenty-six states. Since 1921 the rate of increase has been more rapid in Maine. In 1930 real estate taxes in Maine were approximately at the same level as the average for the twenty-six states. In general, this indicates that farmers in

[8] Allin, Bushrod W., Jackson, Donald, and Weston, Janet L., Farm Real Estate Taxes, 1913-1930, Bur. of Agr. Ec., U. S. Dept. of Agr., September, 1932, mimeographed report, p. 4.

[9] Computed from The Agricultural Situation, Vol. 16, No. 11, November, 1932, p. 9.

other states on the average experienced a relatively much higher rate of taxation from about 1915 to 1929 than farmers in Maine (Figure 91).

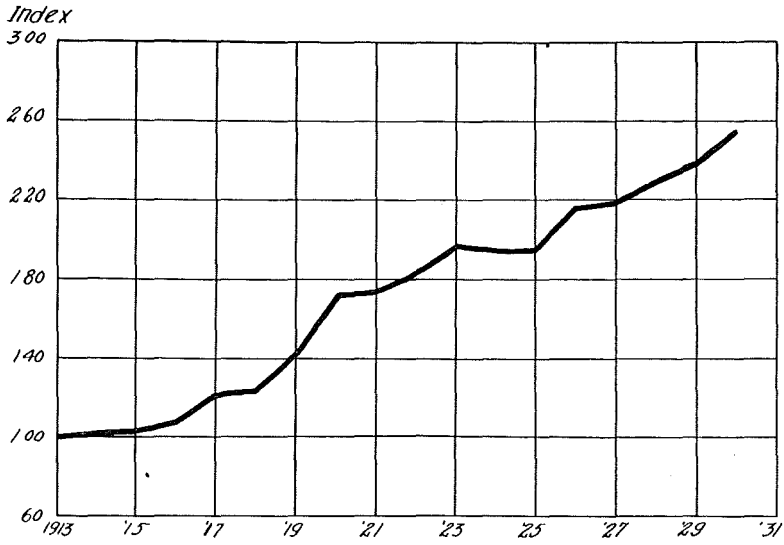

FIG. 90—Trend of real estate taxes per acre in Maine. Taxes have increased almost uninterruptedly since 1913.

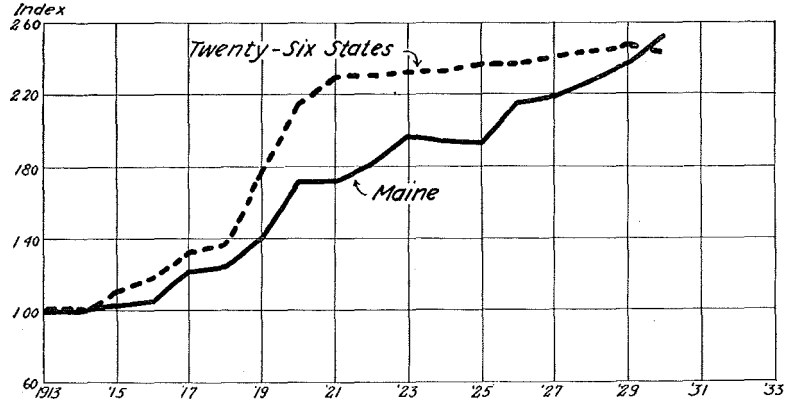

FIG. 91—Real estate taxes in Maine and the average for twenty-six states in the country. Taxes in Maine were not as high as the average for the twenty-six states from 1915 to 1929.

Similarly, real estate taxes in Maine have not advanced as rapidly as in most of the other New England States. However, the trend has been decidedly upward for each of the New England States (Figure 92).

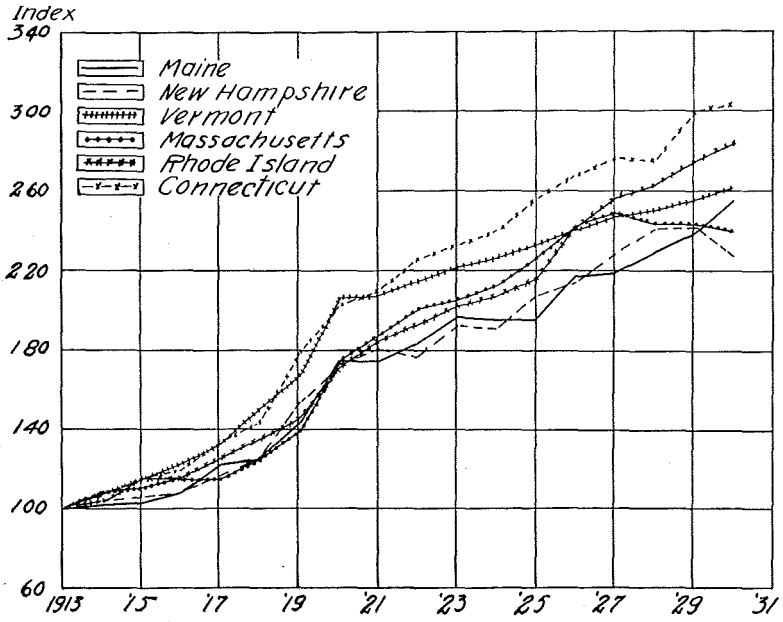

FIG. 92—Real estate taxes per acre in each of the New England States. Taxes have increased less rapidly in New Hampshire and Maine than in the other New England States.

Real estate taxes in Maine were at an index of 143 in 1919 as compared with an index of 202 for wholesale prices of all commodities in the United States. Instead of real estate taxes following the declines of wholesale prices in 1920 and again in 1929, the trend has been continuously upward. Farm prices in Maine in 1932 were 33 per cent below the pre-war level of 1913. Taxes at a level of nearly two and one-half times the pre-war average and farm prices at 33 per cent below the pre-war average made it necessary for farmers to sell about three and one-half times the volume of farm products to pay their taxes in 1932 as in 1913. Real estate values in the State increased less rapidly during the World War

than farm prices and since 1920 have declined less rapidly than farm prices. Farm real estate values in Maine were at the peak in 1920 with an index of 139 as compared with 100 in 1913 and 109 in 1932. In Table 4 and Figure 93 are shown the indices of real estate taxes, real estate values, and farm prices in Maine.

TABLE 4

Indices of Real Estate Taxes, Real Estate Values, and Farm Prices in Maine
1913 = 100

Year	Real estate taxes[10]	Real estate values[11]	Farm prices[12]
1913	100	100	100
1914	102	96	104
1915	103	94	93
1916	108	96	155
1917	122	108	237
1918	125	113	189
1919	143	122	196
1920	173	139	282
1921	174	129	140
	183	124	126
	197	126	139
1924	195	124	137
1925	195	122	148
1926	217	124	214
1927	219	122	173
1928	229	122	134
1929	238	120	147
1930	255	122	150
1931	256*	121	100
1932	246*	109[13]	67

* Data for 1931 and 1932 estimated from trend in property taxes in Maine.

[10] Same as footnote 8.

[11] Merchant, Charles H., Prices of Farm Products in Maine, Maine Agr. Exp. Sta. Bul. 364, March, 1933, p. 15.

[12] Same as footnote 11, p. 21.

[13] Computed from Crops and Markets, Vol. 9, No. 5, U. S. Dept. of Agr., May, 1932, p. 183.

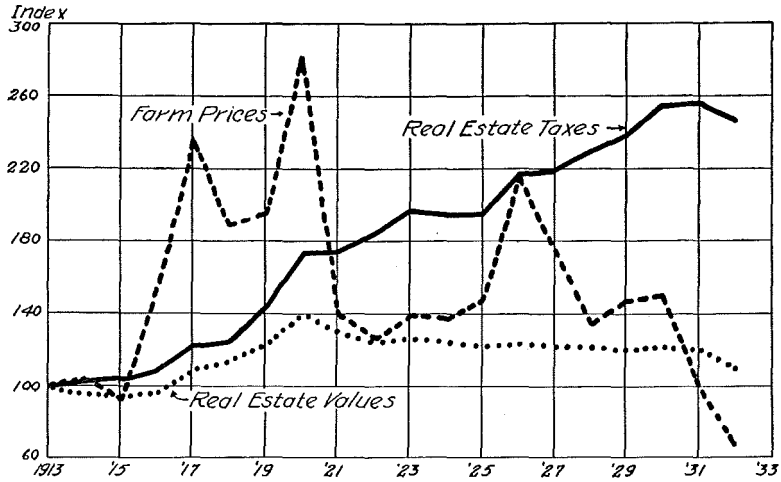

FIG. 93—Farm prices, farm real estate taxes, and farm real estate values in Maine. Farm prices rose very rapidly during the World War and declined precipitously in 1920 with some recovery in 1925-26 followed by declines beginning in 1927 and again in 1930. Fluctuations in farm real estate values have been relatively small. Real estate taxes have increased almost uninterruptedly since 1913. Prices of farm products are the result of supply and demand conditions while taxes result from governmental expenditures.

TREND IN QUANTITY OF FARM PRODUCTS REQUIRED TO PAY REAL ESTATE TAXES

In Table 5 are shown the quantities of farm products required to pay farm real estate taxes on 100 acres in Maine for each year from 1913 to 1932. The trend in the quantity of farm products required to pay real estate taxes has been generally upward. In the case of milk, 14.35 hundredweight were required to pay the tax on 100 acres of real estate in 1913 as compared with 52.32 hundredweight in 1932. Similarly, 110.34 dozen of eggs were required in 1913 as compared with 303.85 dozen of eggs in 1932. Due to wide variations in the price of potatoes, the quantity of potatoes required to pay taxes on 100 acres has fluctuated widely, ranging from 19.80 bushels in 1917 to 316.00 bushels in 1932, or a variation of 1,596 per cent between the lowest and highest amounts required. It should be understood that land values are much higher in Aroostook County, where approxi-

TABLE 5

Quantities of Farm Products Required to Pay Farm Real Estate Taxes on 100 Acres in Maine

Year	Cwt. of milk	Doz. of eggs	Lbs. of chickens	Cwt. of sheep	Head of dairy cows	Cwt. of hogs	Cwt. of veal	Tons of hay	Bushels of potatoes	Bushels of apples
1913	14.35	110.34	225.35	7.88	.61	4.14	4.00	2.28	64.00	42.67
1914	14.41	106.67	216.22	6.88	.57	4.04	3.74	2.38	59.26	37.65
1915	15.00	113.79	230.77	6.26	.58	4.55	3.91	2.26	82.50	45.21
1916	15.18	106.25	219.35	5.84	.56	4.00	3.75	2.17	30.36	40.96
1917	14.23	92.86	205.26	4.66	.53	2.83	3.35	3.46	19.80	40.62
1918	12.46	78.43	158.10	3.98	.48	2.46	2.97	3.19	33.06	39.60
1919	13.39	77.59	153.06	4.89	.53	2.75	3.18	2.40	38.14	36.59
1920	16.03	87.30	180.33	6.92	.70	3.99	4.09	2.06	25.46	41.98
1921	21.83	114.58	197.84	9.40	.93	5.91	5.37	2.41	76.39	44.35
1922	25.78	141.46	234.82	9.46	1.02	6.43	6.07	3.07	90.62	46.40
1923	24.05	150.00	269.23	9.71	.98	7.49	6.56	4.42	80.77	50.40
1924	26.96	151.22	260.50	8.70	.96	7.10	6.13	4.74	76.54	60.78
1925	24.90	140.91	255.14	8.88	.92	5.28	5.85	4.96	68.89	61.39
1926	27.60	160.47	268.48	11.04	.95	5.69	6.45	5.58	40.59	66.99
1927	26.92	170.73	276.68	11.95	.90	6.71	6.51	5.33	58.33	68.63
1928	27.24	173.81	287.40	12.35	.81	7.76	6.36	6.20	105.80	67.59
1929	27.84	168.89	284.64	12.03	.77	7.39	6.40	6.83	92.68	69.72
1930	33.61	213.16	340.34	16.43	.93	8.20	7.54	7.61	82.65	85.26
1931	46.86	264.52	392.34	20.92	1.26	11.17	10.04	7.61	151.85	96.47
1932	52.32	303.85	456.65	25.73	1.64	15.64	12.66	8.57	316.00	101.28

mately 80 per cent of Maine potatoes are produced, than the average for the State. Therefore, the quantity of potatoes required to pay the tax on 100 acres of land for the State as a whole is too low for Aroostook County. If variations in the amount of potatoes required to pay taxes were expressed in percentage they would be applicable to Aroostook County and the entire State alike. Trends in the quantity of other farm products required to pay farm real estate taxes on 100 acres in Maine are given in Table 5.

TREND IN LIVESTOCK TAXES

In Maine taxes are levied on various classes of livestock: horses, colts, cows, heifers, oxen, sheep (where the number ex-

TABLE 6

Farm Prices,[14] *Assessed Valuations,*[15] *and Taxes*[15] *on Horses in Maine per Head*

Year	Farm price	Assessed valuation	Taxes	Index (1910 to 1914 = 100)		
				Farm price	Assessed valuation	Taxes
1910	$178	$77.43	$1.70	91	94	91
1911	177	77.53	1.78	90	94	95
1912	197	81.48	1.79	101	99	95
1913	215	85.63	2.06	110	104	110
1914	211	89.69	2.06	108	109	110
1915	196	90.58	2.08	100	110	111
1916	190	92.23	2.21	97	112	118
1917	203	95.15	2.57	104	116	137
1918	198	99.70	2.69	101	121	143
1919	186	100.72	3.02	95	122	161
1920	189	102.86	3.60	97	125	192
1921	162	99.19	3.47	83	120	185
1922	148	92.12	3.32	76	112	177
1923	157	88.74	3.37	80	108	179
1924	143	85.93	3.27	79	104	174
1925	136	81.64	3.10	70	99	165
1926	138	79.32	3.17	71	96	169
1927	136	78.15	3.13	70	95	167
1928	142	77.07	3.16	73	94	168
1929	135	75.36	3.24	69	92	173
1930	134	74.68	3.29	68	91	175
1931	120	73.15	3.22	61	89	171
1932	104	67.68	2.91	53	82	155

[14] Same as footnote 11, p. 141.

[15] Computed or taken from Reports of Board of State Assessors from 1910 to 1931 and Report of the Bur. of Taxation for 1932.

ceeds 35), hogs (where the number exceeds 10), and poultry (where the number exceeds 50). Taxes on horses increased very rapidly during the World War when the prices of horses in the State were declining slightly. Since 1920, taxes levied on horses

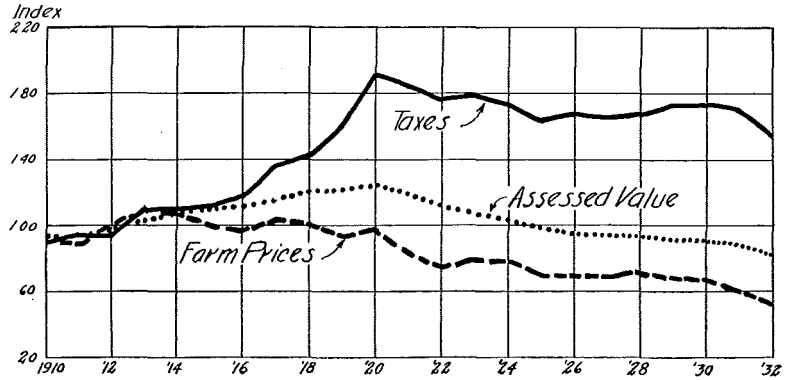

FIG. 94—Taxes and assessed valuations of horses and estimated farm prices of horses in Maine. Taxes levied on horses increased rapidly from 1913 to 1920, when farm prices of horses were declining; and since 1920 taxes have declined less rapidly than farm prices of horses.

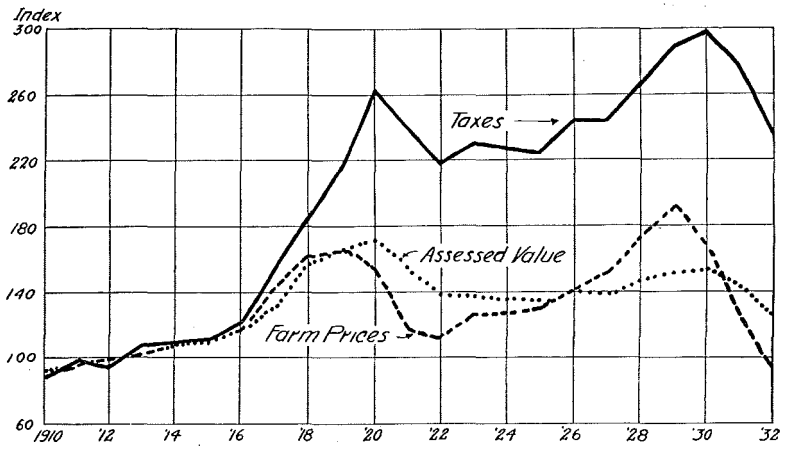

FIG. 95—Taxes and assessed valuations of cows and estimated farm prices of cows in Maine. Taxes increased more rapidly than prices of cows when prices of cows were rising and declined less rapidly than prices of cows when prices were declining.

have declined less rapidly than the farm price of horses (Table 6 and Figure 94).

In the case of cows, which showed distinct cycles of high and low prices, taxes increased more rapidly than prices of cows when prices of cows were rising and taxes declined less rapidly than prices of cows when prices were falling (Table 7 and Figure 95). Similar relationships existed for other classes of livestock, as is shown in the tables of Appendix A.

TABLE 7

Farm Prices,[16] *Assessed Valuations,*[17] *and Taxes*[17] *on Cows in Maine per Head*

Year	Farm price	Assessed valuation	Taxes	Index (1910 to 1914 = 100)		
				Farm price	Assessed valuation	Taxes
1910	$46.31	$24.01	$ .53	91	93	90
1911	49.79	25.21	.58	97	98	99
1912	50.64	25.45	.56	99	99	95
1913	52.82	26.31	.63	103	102	107
1914	56.02	27.76	.64	110	108	109
1915	56.62	28.27	.65	111	110	111
1916	60.48	30.13	.72	118	117	122
1917	73.10	33.78	.91	143	131	155
1918	82.82	40.74	1.10	162	158	187
1919	84.39	42.78	1.28	165	166	218
1920	78.72	44.30	1.55	154	172	264
1921	59.33	39.98	1.40	116	155	238
1922	57.08	35.46	1.28	112	138	218
1923	64.22	35.48	1.35	126	138	230
1924	64.88	35.02	1.33	127	136	226
1925	67.18	34.89	1.33	131	136	226
1926	72.66	35.91	1.44	142	139	245
1927	77.75	35.89	1.44	152	139	245
1928	90.08	38.07	1.56	176	148	265
1929	98.67	39.55	1.70	193	154	289
1930	87.08	39.83	1.75	170	155	298
1931	65.00	37.06	1.63	127	144	277
1932	48.17	32.41	1.39	94	126	236

FARM-PROPERTY TAXES AND FARM INCOMES

There are many factors which affect the income of a farmer. Some of these are within his control while others are not. The more important factors affecting income are the size of the farm business, efficiency of organization and management of the farm,

[16] Same as footnote 11, p. 103.

[17] Same as footnote 15.

prices received for farm products, prices of commodities bought, freight rates, taxes, soil and climatic conditions, nearness to markets, and type of farming. Incomes of farmers necessarily vary from year to year, due to changes in one or more of these or other factors. If farmers are to be taxed on their ability to pay, farm taxes should be assessed on income and not on the valuation of their property. However, it should be recognized that the government revenue (local, county, State, and federal) should not fluctuate as widely from year to year as incomes of farmers. The cost of maintaining schools, roads, courts, jails, and other governmental activities ordinarily does not vary greatly from one year to the next.

The general-property tax is very burdensome under our present system of taxation. The average tax assessed on apple farms (farms included in the study) during 1924 to 1926 amounted to 20.52 per cent of the farm income;* on blueberry farms in 1926, to 10.83 per cent; on dairy farms in 1927, to 15.82 per cent; on potato farms in Aroostook County for the three years 1928 to

TABLE 8

Farm-Property Taxes and Farm Incomes in Maine

Type of farm	Year	Number of farms	Taxes per farm	Farm income per farm	Per cent taxes are of farm income
Apple farms	1924	68	$125	$ 713	17.46
	1925	66	136	639	21.29
	1926	62	126	520	24.24
Av. for three years		60	130	632	20.52
Blueberry farms	1926	122	71	655	10.83
Dairy farms	1927	78	170	1,072	15.82
Potato farms	1928	118	420	−1,479	——
(Aroostook County)	1929	118	413	10,339	3.99
	1930	116	458	1,484	30.84
Av. for three years		116	428	3,414	12.54
Potato farms	1929	18	217	3,564	6.08
(Central Maine)	1930	18	252	1,900	13.26
Av. for two years		18	234	2,732	8.58
Poultry farms	1930	28	101	1,195	8.46

* Farm income as used in this study is the amount that the farmer receives for his labor after all farm expenses have been deducted except taxes and interest on the investment. In addition he receives a house to live in and products from the farm.

1930, to 12.54 per cent; on potato farms in Central Maine for the two years 1929 and 1930, to 8.58 per cent; and on poultry farms in 1930, to 8.46 per cent (Table 8). For the 422 farms included, farm-property taxes averaged 12.70 per cent of the farm incomes. This shows the tax burden of the farmer in the principal agricultural regions of the State during various periods from 1924 to 1930. Agricultural conditions in Maine from 1924 to 1930 were, in general, fairly satisfactory. However, under present (April, 1933) conditions of very low farm incomes farmers find it extremely difficult and in many cases impossible to pay their taxes.

Real estate property owners (including farmers) as a group have more tangible property, in proportion to income, than any other large occupational group. As long as property taxes are assessed on the present basis, farmers and other tangible property owners will carry a disproportionate share of the tax burden. In contrast, many persons derive the major proportion of their incomes out of business transactions and not out of ownership of tangible property. If their net incomes are sufficiently large they are required to pay a federal income tax and in some states also a State income tax. However, the burden of income taxes is relatively light as compared with the general-property tax. Farmers must also pay income taxes if their net income exceeds the minimum exemptions. Over a period of years, Maine farmers pay a relatively small burden in the form of income taxes but an extremely heavy burden in the form of property taxes.

SIZE OF FARM BUSINESS AND FARM INCOME

The average capital investment is used to indicate the relative size of the farm business. As the size of the farm business increased, as measured by the capital investment, the farm income increased during favorable years and decreased during unfavorable years. Conditions referred to as favorable and unfavorable usually indicate satisfactory or unsatisfactory prices of farm products. In showing the relationship between capital investment and farm income, the three-year average is used for apple farms in Oxford County and potato farms in Aroostook County and the two-year average for potato farms in Central Maine. These two- and three-year averages have tended to offset variations in prices received for farm products from one year to another and should represent more nearly normal conditions than information for any one year. The information for the other

TABLE 9

Relation of Farm Income to Capital Investment

Total capital	Apple farms 3-year average		Potato farms 3-year average (Aroostook Co.)		Potato farms 2-year average (Central Maine)		Blueberry farms		Dairy farms		Poultry farms		All farms	
	Number	Av. farm income	Number	Av. farm income	Number	Av. farm income	Number	Av. farm income	Number	Av. farm income	Number	Av. farm income	Number	Av. farm income
Less than $ 5,000	16	$427	1	$1,797	——	$——	95	$ 513	2	$—240	12	$ 705	126	$ 519
$ 5,000— $ 9,999	37	757	6	1,534	6	2,474	19	632	35	802	14	1,357	117	950
10,000— 14,999	5	311	10	1,167	6	2,438	5	2,240	24	792	2	2,997	52	1,232
15,000— 19,999	2	761	18	2,450	4	2,618	2	2,346	8	1,594	——	——	34	2,163
20,000— 24,999	——	——	20	2,430	——	——	——	——	4	3,034	——	——	24	2,531
25,000— 29,999	——	——	20	3,112	——	——	——	——	2	2,154	——	——	22	3,025
30,000— 34,999	——	——	10	2,614	1	2,244	1	3,282	2	3,108	——	——	14	2,706
35,000— 39,999	——	——	6	5,027	1	6,981	——	——	——	——	——	——	7	5,306
40,000— 44,999	——	——	10	6,214	——	——	——	——	1	1,624	——	——	11	5,797
45,000— 49,999	——	——	4	4,746	——	——	——	——	——	——	——	——	4	4,746
50,000 and over	——	——	11	7,362	——	——	——	——	——	——	——	——	11	7,362
Total	60	$632	116	$3,414	18	$2,732	122	$ 655	78	$1,072	28	$1,195	422	$1,612

types of farming, namely blueberry, dairy, and poultry, are for one year but the year selected represents fairly normal conditions for each enterprise. Therefore, it would seem that an average for all farms should give an accurate picture of the relationship between farmers' capital investment and their farm incomes.

Farmers with less than $5,000 capital investment received an average farm income of $519; farmers with $5,000 to $9,999 capital investment, $950; farmers with $10,000 to $14,999 capital investment, $1,232; and farmers with the largest farms received from $5,000 to $7,000 farm income (Table 9 and Figure 96). In general, as the size of the farm business increased there was an increase in farm income.

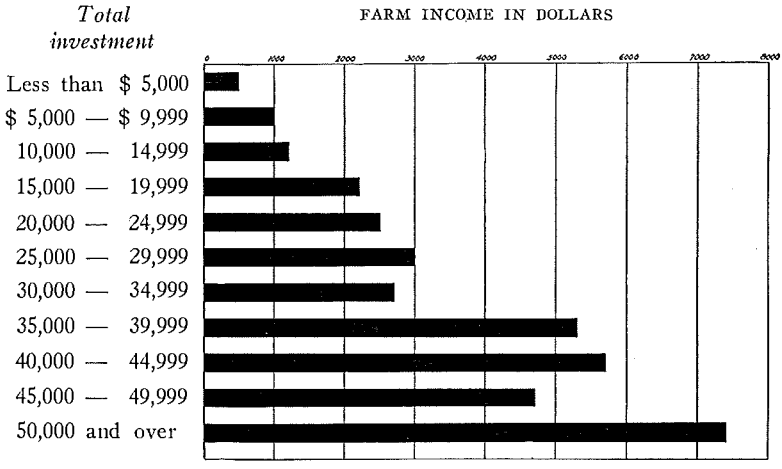

FIG. 96—Relation of farm income to capital investment on 422 farms in Maine. Under normal conditions there is a tendency for the farm income to increase as the size of the farm business increases.

On the basis of farm income, a farmer who received only $519 should be taxed relatively less than one who received several thousand dollars as an income. To illustrate, a tax of $50 on an income of $500 is more burdensome than a tax of $500 on an income of $5,000. The tax rate is 10 per cent in each case. Inasmuch as the tax must be paid out of income, the larger the income the greater is the ability of the farmer to pay. However, the general-property tax is assessed on property and not on income.

VARIATIONS IN FARM INCOME

There is considerable variation in the income of farmers on the same farms from year to year. The variations are usually considerably larger on crop than on livestock farms. This is due largely to the wide fluctuations in prices received for annual crops. In Maine the variations in farm income from one year to the next are the largest on potato farms in Aroostook County. The prices of potatoes were unsatisfactory during the season of 1928 and nearly every farmer lost money. The amount of the loss increased as the size of the farm business increased. Farmers having the smallest farms received an average farm income of minus $463 (that is, a loss of $463) as compared with farmers having the largest farms with an average farm income of minus nearly $2,000. On the same farms during the next year, when potato prices were relatively favorable, the farm income increased with an increase in the size of the farm business. The range was from $4,126 on the smallest sized farms to $19,254 on the largest sized farms. In 1928 these farmers found it extremely difficult to pay their taxes while in 1929 the tax burden was relatively insignificant. As long as our present tax system is based largely on the general-property tax, and agricultural prices fluctuate widely from year to year, this and similar situations will continue to occur. It would not be advisable to eliminate entirely the general-property tax but the burden should be lessened and other sources of reve-

TABLE 10

Variations in Farm Incomes in Aroostook County on the Same Farms During 1928 and 1929

Capital investment	1928			1929		
	Number of farms	Total farm income	Farm income per farm	Number of farms	Total farm income	Farm income per farm
Less than $10,000	6	$ — 2,780	$ — 463	6	$ 24,754	$ 4,126
$10,000—$19,999	29	— 22,448	— 774	29	149,454	5,154
20,000— 29,999	45	— 70,673	—1,571	41	372,674	9,090
30,000— 39,999	13	— 31,008	—2,385	16	204,769	12,798
40,000— 49,999	13	— 25,110	—1,932	14	237,306	16,950
50,000 and over	12	— 22,460	—1,872	12	231,049	19,254
Total	118	$ —174,479	$ —1,479	118	$1,220,006	$10,339

nue should be substituted, especially a State income tax. Table 10 shows variations in farm incomes on 118 potato farms in Aroostook County in 1928 and 1929.

RELATION OF FARM INCOME AND FARM-PROPERTY TAXES

Under our system of taxation, farmers with low incomes were taxed more heavily than those with large incomes. In Table 11 and Figure 97 it is shown that farmers with farm incomes of less than $1,000 paid one-fifth of their incomes in the form of property taxes. Farmers with farm incomes of $7,000 and over paid to the town in which they resided an average of about one-fourteenth of their farm income. It should be mentioned, however, that some farmers received low incomes due to misfortunes or by poor management. No tax system can be expected to correct conditions of this nature. However, the farmers with large incomes are in a position to pay a much larger proportion of their farm incomes in the form of taxes than those with low incomes.

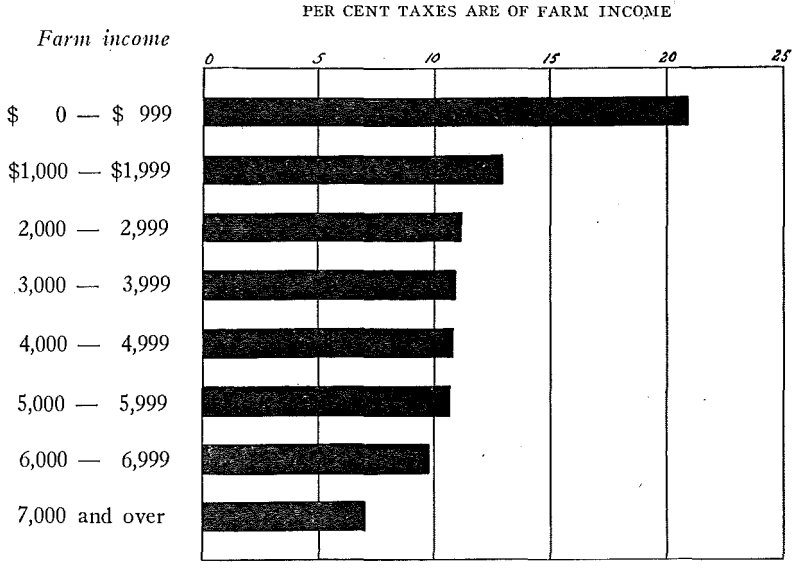

FIG. 97—Relation of farm-property taxes to farm incomes on 422 Maine farms. Farmers with low incomes were more heavily taxed in relation to their ability to pay than those with large incomes.

TABLE 11

Relation of Farm Property Taxes to Farm Income

Farm income	Apple farms 3-year average		Potato farms 3-year average (Aroostook Co.)		Potato farms 2-year average (Central Maine)		Blueberry farms		Dairy farms		Poultry farms		All farms	
	Number	Per cent taxes are of income	Number	Per cent taxes are of income	Number	Per cent taxes are of income	Number	Per cent taxes are of income	Number	Per cent taxes are of income	Number	Per cent taxes are of income	Number	Per cent taxes are of income
Minus income (loss)	5	——	4	——	——	——	12	——	9	——	3	——	33	——
$ 0—$ 999	39	24.88	11	48.35	3	25.39	88	12.21	35	27.31	13	20.64	189	20.94
1,000— 1,999	15	11.62	24	18.53	4	13.26	16	5.67	19	12.99	7	8.50	85	12.84
2,000— 2,999	1	4.91	25	14.17	5	9.51	4	6.66	12	9.01	2	3.21	49	11.15
3,000— 3,999	——	——	14	11.99	1	3.99	1	15.90	1	4.60	1	3.35	18	10.85
4,000— 4,999	——	——	16	12.60	3	5.03	——	——	1	7.50	1	2.26	21	10.80
5,000— 5,999	——	——	7	12.19	1	2.04	1	11.35	1	7.18	——	——	10	10.61
6,000— 6,999	——	——	5	10.73	1	11.89	——	——	——	——	1	2.16	7	9.70
7,000 and over	——	——	10	7.01	——	——	——	——	——	——	——	——	10	7.01
Total	60	20.52	116	12.54	18	8.58	122	10.83	78	15.82	28	8.46	422	12.70

CAPITAL INVESTMENT AND PROPERTY TAXES

In Table 12 and Figure 98 is shown the relationship between capital investment and property taxes. Farmers having farms val-

TABLE 12

Per Cent Property Taxes Were of the Capital Investment

Capital investment	Per cent taxes are of capital investment on various types of farms						
	Apple farms	Blue-berry farms	Dairy farms	Potato farms (Aroostook County)	Potato farms (Central Maine)	Poultry farms	All farms
Less than $ 5,000	2.36	2.13	2.71	——	——	2.53	2.22
$ 5,000— $ 9,999	1.87	1.62	1.84	1.67	1.78	2.71	1.79
10,000— 14,999	1.92	2.12	1.38	1.64	1.66	1.41	1.58
15,000— 19,999	1.49	1.13	1.26	1.31	1.43	——	1.31
20,000— 24,999	——	——	1.35	1.58	——	——	1.54
25,000— 29,999	——	——	1.22	1.58	——	——	1.55
30,000— 34,999	——	1.63	1.10	1.57	1.22	——	1.49
35,000— 39,999	——	——	——	1.32	2.24	——	1.46
40,000— 44,999	——	——	.68	1.64	——	——	1.55
45,000— 49,999	——	——	——	1.15	——	——	1.15
50,000 and over	——	——	——	1.37	——	——	1.37

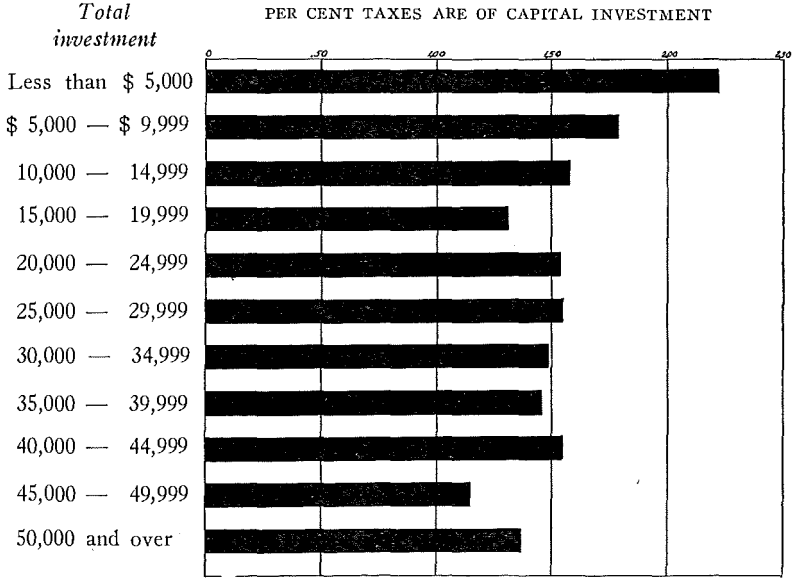

FIG. 98—Small farm businesses were taxed relatively more heavily than large farm businesses.

ued at less than $5,000 paid taxes equal to 2.22 per cent of the capital investment. On large farms the percentage was considerably less, ranging from 1.15 per cent to about 1.55 per cent. This would indicate that small farm businesses were taxed relatively more than large farm businesses. This discrepancy places an unfavorable burden on the small farm owner. Perhaps some inequality might be justified if it would encourage larger farm businesses which under normal conditions give larger farm incomes.

ASSESSMENT OF PROPERTY AND FARM-PROPERTY TAXES

One of the chief difficulties with the general-property tax is in the assessment of property. The basis of assessment of real and personal property in Maine is 100 per cent of its actual value.[18] In practice the assessments are seldom made at actual value. In most cases local taxes are assessed by a board of selectmen. This board of selectmen is elected annually at a town meeting. In appraising farm real estate there is a tendency to overvalue small farms. In the assessment of small farms nearly all the

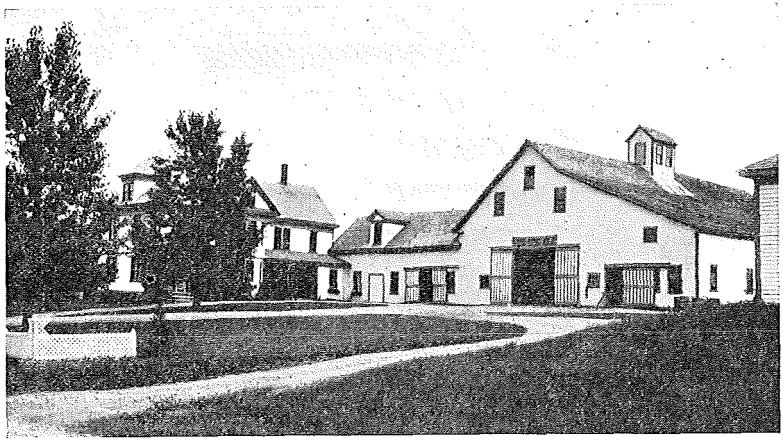

FIG. 99—Real estate owners have little opportunity to hide their property under the mattress.

[18] Financial Statistics of States, U. S. Dept. of Commerce, Bur. of Census, 1930, p. 122.

improvements in land and buildings are taken into consideration while on large farms such improvements may go unnoticed or seem relatively unimportant.

The assessment of personal property is often more difficult than that of real estate. Nearly all intangible property escapes the attention of selectmen and is not taxed. Likewise much tangible personal property is not discovered and bears no part of the tax burden. In this respect, there is considerable disparity of assessment between towns, especially in regard to machinery, musical instruments, and household furniture. Tangible property like valuable jewelry, ornaments, antiques, and other similar property when owned by farmers and their families is seldom assessed. Conditions relative to tangible and intangible personal property are very similar for all occupational groups in the State.

ACTUAL AND ASSESSED VALUATION OF FARM PROPERTY

The 422 farmers whose records are included in this study estimated the value of their real and personal property. Valuations were based on what the farm and personal property would reasonably sell for under average conditions, but not at a forced sale. Farmers in arriving at an estimated value considered recent sales within the community and other facts which might have a bearing on the valuation of their property. Some farmers probably overestimated the value of their property, while others probably underestimated the actual worth of their property. It is reasonable to assume that for any sizeable group of farms the average valuation would represent the true valuation of the property.

In Table 13 is given the estimated and assessed valuation of real estate and personal property on 422 farms. These farms comprise the five principal types of farming in the State: apple, blueberry, dairy, potato, and poultry. The information shows very little variation in the percentage that the assessed value was of the estimated value on the same farms from year to year but considerable variation in different sections of the State. Further, the personal property was assessed at a much lower percentage of its estimated value than real estate property. This situation was probably due in part to the greater difficulty in assessing personal property and in part to the fact that some towns assessed only part of the personal property.

TABLE 13

Estimated and Assessed Valuation of Farm Property in Maine

Type of farm	Year	Number of farms	Per cent assessed is of estimated value real estate	Per cent assessed is of estimated value personal property
Apple farms	1924	68	45.41	28.76
	1925	66	45.78	27.21
	1926	62	45.22	28.55
Av. for three years		60	45.32	28.62
Blueberry farms	1926	122	33.65	22.02
Dairy farms	1927	78	33.86	21.04
Potato farms	1928	118	26.15	12.23
(Aroostook	1929	118	26.25	12.10
County)	1930	116	26.76	12.31
Av. for three years		116	26.42	12.23
Potato farms	1929	18	35.03	18.24
(Central Maine)	1930	18	35.66	18.14
Av. for two years		18	35.41	18.09
Poultry farms	1930	28	41.31	18.50

ASSESSMENT OF SMALL AND LARGE FARMS

The assessments of small farms were relatively higher than assessments on large farms (Table 14). Farms valued at less than $5,000 were assessed about 40 per cent of their estimated value while farms valued at $40,000 or more were assessed about 25 per cent of their estimated value. Assessment of personal property showed the same situation; on farms valued at less than $5,000, personal property was assessed 26 per cent of its estimated value while on large farms it was assessed at less than 10 per cent of the estimated value. In some towns it was difficult for the selectmen to assess large farms as they had little or no basis for comparison. Many discrepancies exist in assessments and they cause much injustice to farmers, especially those with small businesses.

Also large variations existed between assessed and estimated valuations on different types of farms (Table 15). On potato farms in Aroostook County the variations were less than in other areas. This may be expected as the agriculture in Aroostook County consists more nearly of one type carried on under similar physical conditions than does the agriculture of any other section of the State. Also the variations in size of Aroostook County

TABLE 14

Relation of Assessed to Estimated Value of Real and Personal Farm Property

Capital investment	Number of farms	Per cent assessed is of estimated value		
		Real estate	Personal property	All farm property
Less than $ 5,000	127	40.34	26.39	37.69
$ 5,000— $ 9,999	116	39.39	23.51	35.04
10,000— 14,999	52	34.99	19.34	31.07
15,000— 19,999	34	27.03	16.46	24.83
20,000— 24,999	24	29.52	15.55	26.91
25,000— 29,999	22	29.21	12.94	26.30
30,000— 34,999	14	29.56	12.98	26.29
35,000— 39,999	7	29.56	12.96	26.53
40,000— 44,999	11	27.50	13.61	25.53
45,000— 49,999	4	18.11	9.25	16.67
50,000 and over	11	22.52	9.56	21.00
Total	422	30.29	17.25	27.75

TABLE 15

Relation of Assessed and Estimated Real Estate Valuations on Different Types of Farms

Per cent assessed is of estimated valuation	Number of farms (by types of farming)						
	Apple	Blue-berry	Dairy	Potato (Aroostook County)	Potato (Central Maine)	Poultry	All types
Less than 20	——	13	4	14	1	1	33
20 — 29	7	40	16	60	7	4	124
30 — 39	13	24	30	36	2	4	109
40 — 49	18	18	15	6	5	9	71
50 — 59	10	9	7	——	2	4	32
60 — 69	2	11	4	——	——	3	20
70 — 79	7	3	——	——	1	3	14
80 — 89	2	2	1	——	——	——	5
90 — 99	——	——	——	——	——	——	——
100 and over	1	2	1	——	——	——	4
Total	60	122	78	116	18	28	422

farms included in this study were less than for the other types of farming.

It is important to ascertain the significance of the apparent discrepancies in the assessment of real and personal property. There is a general feeling that where assessments are relatively

TABLE 16

Effect of Variations in Assessment of Real Estate Property on Taxes Levied

Per cent assessed is of estimated valuation	Number of farms	Average tax	Average farm income	Average capital	Tax rate	Per cent taxes are of farm income	Per cent taxes are of capital	Taxes per $1,000 estimated value
Less than 20	33	$198	$2,055	$20,788	$.059	9.65	.95	$ 9.53
20 — 29	134	250	2,287	18,239	.059	10.93	1.37	14.55
30 — 39	109	232	1,613	13,771	.053	14.36	1.68	18.00
40 — 49	71	165	962	8,225	.050	17.16	2.01	21.88
50 — 59	32	118	808	5,344	.045	14.64	2.21	24.25
60 — 69	20	115	763	4,100	.047	15.10	2.81	30.03
70 — 79	14	138	1,009	4,643	.047	13.70	2.98	33.88
80 and over	9	152	725	3,222	.048	20.95	4.71	48.64
Average	422	$205	$1,612	$13,180	$.054	12.70	1.55	$16.44

high lower tax rates will offset the disparities in assessments. Farms where the assessments were less than 20 per cent of the estimated value (this group comprised the largest farms) had the highest tax rate but the tax levied amounted to only 9.65 per cent of the farm income and .95 per cent of the capital investment. In contrast, farms where the assessments were 80 per cent and over of the estimated value (this group consisted of the smallest farms) had a low tax rate but taxes required nearly 21 per cent of the farm income and were equal to 4.71 per cent of the capital investment. In this latter group, taxes amounted to $48.64 per $1,000 of estimated value as compared with $9.53 for the group with the lowest assessment. Information on the effect of variations in assessments is given in Table 16.

ASSESSMENT OF PERSONAL PROPERTY

There was considerable variation in the assessment of personal property. The most important personal property of farmers is livestock. Inasmuch as livestock is frequently bought and sold, the assessment on this kind of personal property should be relatively easy. However, wide variations existed between towns. For horses the assessed value per head ranged from less than $36 to more than $150, for cows from less than $25 to more than $65, for sheep from less than $2 to more than $20, for hogs from less than $6 to more than $26, and for hens from less than 25 cents to more than $3. Considerable variation in assessments should exist as there are wide variations in the sale price of animals. However, the variations that were found to exist were not justified. As in the case of real estate assessments, the variations in tax rates did not offset the wide variations in assessments of personal property. Taxes on horses varied from an average of $1.82 to $7.48 per head. This large variation was due largely to variations in assessments.

Tax officials should be interested not only in assessing personal property equitably but also in the amount of property required to furnish $100 of tax revenue. In towns where horses were assessed less than $40 per head and the average tax rate was $.0517, 54.9 horses were required to furnish $100 of revenue. In towns where the assessed valuation averaged nearly $150 per head and the tax rate was $.0500, 13.4 horses were required to

furnish the same amount of revenue. Table 17 shows variations in the assessed valuation and taxes on horses in 514 towns of the State in 1930. Since this part of the manuscript was prepared, the information for 1932 has become available. The more recent information shows the same situation that existed in 1930.

TABLE 17

Assessed Valuations and Taxes on Horses in Maine for 1930[19]

Assessed value per head	Number of towns	Average value	Average tax rate	Tax per head	Number of horses for $100 revenue
Less than $40	19	$35.16	$.0517	$1.82	54.9
$ 40 — $49	35	44.94	.0553	2.48	40.3
50 — 59	88	55.03	.0538	2.96	33.8
60 — 69	127	64.50	.0516	3.33	30.0
70 — 79	102	74.58	.0512	3.82	26.2
80 — 89	68	84.16	.0515	4.34	23.0
90 — 99	38	93.08	.0564	5.25	19.0
100 — 109	26	103.81	.0529	5.49	18.2
110 — 119	8	113.12	.0600	6.79	14.7
120 and over	3	149.67	.0500	7.48	13.4
Average	514	$70.42	$.0527	$3.71	27.0

A situation similar to that of horses existed for other classes of livestock. Taxes on cows varied from an average of $1.34 to $2.98 per head (Table 18). This is a difference of 122.39 per cent. In the first case it would require 74.6 cows to provide a tax revenue of $100 and in the latter only 33.6 cows. The tax on sheep varied from 17 cents to 78 cents per head, for hogs from 36 cents to $1.53 per head, and for poultry from 1.2 to 7.5 cents per bird.

There are many ways in which improvements may be made in the assessment of farm property. If detailed information were kept concerning the sale of farm real estate and personal property over a period of years it would form a partial basis for improvement in assessments. This information should be not of a general nature but in detail, giving the sale price along with such information as acres in farm, acres in various crops, soil type, distance to market, kind of roads, and other similar information. In addition to reports of sales, maps showing the location of farms,

[19] Material taken or computed from Report of Board of State Assessors for 1929 and 1930.

soil and topographical maps, cover maps if available, and other material would be very helpful. Further, careful attention should be given to the election of selectmen relative to their training, experience, and tenure of office. As the general-property tax forms the major source of tax revenue for local units of government, improvements should be made to eliminate the many inequalities in assessments which now exist.

TABLE 18

Assessed Valuations and Taxes on Cows in Maine for 1930[20]

Assessed value per head	Number of towns	Average value	Average tax rate	Tax per head	Number of cows for $100 revenue
Less than $30	58	$24.84	$.0540	$1.34	74.6
$30 — $39	214	34.01	.0547	1.86	53.8
40 — 49	180	42.78	.0514	2.20	45.5
50 — 59	54	51.57	.0493	2.54	39.4
60 and over	11	64.82	.0459	2.98	33.6
Average	517	$38.53	$.0523	$2.02	49.5

ADMINISTRATION OF THE GENERAL-PROPERTY TAX

The information secured from town and city officials and from published reports of town, county, and State governments has supplied much material on the collection of the general-property tax and the expenditure of public revenue. While it is not the purpose of this study to include a complete and detailed analysis of the administration of the general-property tax, it is felt that the information obtained may prove helpful.

Local governments in incorporated places in Maine, consisting of cities, towns, and many plantations and townships, make the assessments on real and personal property and collect the municipal or local, county, and State taxes. Each local government evaluates all real and personal property annually within its town limits. These valuations form the basis upon which property taxes are apportioned and furnish valuable information in the

[20] Same as footnote 19.

preparation of the State valuations. Every two years (or even numbered years) the Bureau of Taxation (prior to 1932 the State Board of Assessors) evaluates all real estate property in the State. These are known as State valuations. The State valuations form the basis for apportioning the State and county taxes. The amount of county taxes is decided by legislative action every two years for each of the next two years. The amount of each county tax is apportioned to each town within the county on the basis of its State valuations, after consideration has been given to "wild land" located in unincorporated places within the county. Each town within the county includes the county tax on property in making up its tax rate.

The State tax on property is apportioned to each town in the State on the basis of the State valuation of the towns. State tax, like the county tax, is collected by the individual local governments, except in unorganized communities. The property tax on "wild land" situated in unincorporated places is administrated entirely by the State. Inhabitants in these places pay taxes directly to the State treasurer rather than to any local government. However, this tax is on property and constitutes part of the property tax levied in the State.

The taxes on real and personal property in Maine for the year 1932 amounted to $28,300,785.00. This amount included $21,051,141.36 as municipal (local) taxes, $1,567,816.27 as county taxes, and $5,681,827.37 as State taxes. The local governments collected the total amount of the general-property tax with the exception of $169,185.10, which was collected by the State on "wild land" in unincorporated places. Expressed on a percentage basis, local taxes on property amounted to 74.38 per cent of the total general-property tax, State taxes 20.08 per cent, and county taxes 5.54 per cent. These data show that the local units of government collected practically the entire property tax and that nearly three-fourths of the amount of the tax is used in the community where collected. Therefore, taxpayers in each individual local town or city are largely responsible for the taxes levied.

Many persons may have the impression that a reduction in the State property tax would relieve the present heavy tax burden of property owners. The State property tax amounts to only one-fifth of the total general-property tax and a large proportion of the revenue derived is returned to the local governments as

TABLE 19
Property Taxes in Maine

Year	State taxes[21]	County taxes			Municipal or local taxes	Total property taxes[21]
		Collected by town	Collected by State	Total collected[22]		
1900	$ 907,950.98	$ 429,139.96	$25,876.04	$ 455,016.00	$5,874,662.02	$7,147,629.00
1901	927,725.93	437,241.12	38,833.88	476,075.00	5,146,236.07	6,550,037.00
1902	927,725.93	437,241.12	38,833.88	476,075.00	5,451,975.07	6,855,776.00
1903	970,475.78	432,928.26	43,606.74	476,535.00	5,470,845.22	6,917,856.00
1904	970,475.78	430,428.26	43,606.74	474,035.00	5,727,639.22	7,172,150.00
1905	918,174.18	439,765.62	48,589.38	488,355.00	6,039,370.82	7,445,900.00
1906	918,174.18	438,965.62	48,589.38	487,555.00	6,217,509.82	7,623,239.00
1907	1,186,103.53	501,004.69	52,755.31	553,760.00	6,601,903.47	8,341,767.00
1908	1,186,103.53	497,204.69	52,755.31	549,960.00	6,378,411.47	8,114,475.00
1909	1,286,651.54	522,366.53	58,293.47	580,660.00	6,758,898.46	8,626,210.00
1910	2,143,156.48	522,366.53	58,293.47	580,660.00	6,386,971.52	9,110,788.00
1911	2,712,641.88	612,142.13	66,632.87	678,775.00	6,317,881.12	9,709,298.00
1912	1,809,081.65	612,142.13	66,632.87	678,775.00	7,036,952.35	9,524,809.00
1913	2,392,936.39	622,667.78	60,257.22	682,925.00	7,568,460.61	10,644,322.00
1914	2,153,840.37	621,667.78	60,257.22	681,925.00	7,679,714.63	10,515,480.00
1915	2,494,461.84	664,196.41	61,758.59	725,955.00	7,786,921.16	11,007,338.00
1916	2,494,461.84	664,196.41	61,758.59	725,955.00	8,275,668.16	11,496,085.00
1917	3,130,486.07	723,337.51	77,591.49	800,929.00	9,256,235.93	13,187,651.00
1918	3,130,486.07	723,337.51	77,591.49	800,929.00	10,046,728.93	13,978,144.00
1919	4,332,840.22	869,042.58	88,107.42	957,150.00	11,298,431.78	16,588,422.00
1920	4,188,479.59	869,042.58	88,107.42	957,150.00	15,122,009.41	20,267,639.00
1921	3,507,817.36	918,274.01	98,160.99	1,016,435.00	16,471,524.64	20,995,777.00
1922	3,826,519.08	918,274.01	98,160.99	1,016,435.00	17,158,470.92	22,001,425.00
1923	4,879,735.20	1,119,837.25	132,467.75	1,252,305.00	18,024,909.80	24,156,950.00
1924	4,543,351.33	1,117,341.05	132,463.95	1,249,805.00	19,116,938.67	24,910,095.00
1925	4,905,243.16	1,161,311.79	127,605.97	1,288,917.76	19,028,868.08	25,223,029.00
1926	4,905,243.16	1,160,983.78	127,548.69	1,288,532.47	20,666,805.37	26,860,581.00
1927	4,714,244.80	1,161,268.55	130,729.23	1,291,997.78	21,280,068.42	27,286,311.00
1928	4,714,244.80	1,161,268.55	130,729.23	1,291,997.78	21,902,784.42	27,909,027.00
1929	5,579,800.98	1,350,591.74	144,602.26	1,495,194.00	22,151,726.02	29,226,721.00
1930	5,579,800.98	1,350,591.74	144,602.26	1,495,194.00	22,165,525.02	29,240,520.00
1931	5,303,182.58	1,398,631.17	169,185.10	1,567,816.27	22,464,467.15	29,335,466.00
1932	5,681,827.37	1,398,631.17	169,185.10	1,567,816.27	21,051,141.36	28,300,785.00

[21] Computed from Reports of Board of State Assessors from 1900 to 1931 and Report of the Bur. of Taxation for 1932.
[22] Congressional Records of Maine.

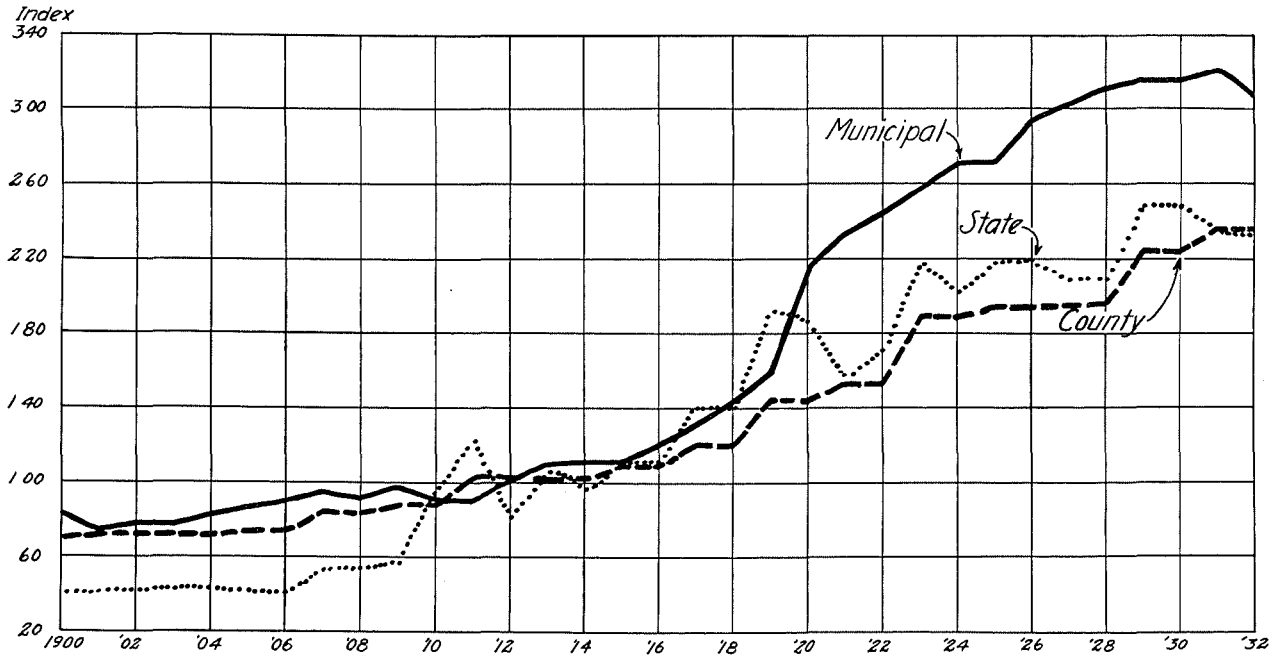

FIG. 100—State, county, and municipal or local property taxes in Maine. Since the World War, municipal taxes on property have increased much more rapidly than either State or county taxes.

equalization funds. Even a drastic reduction in the State property tax would relieve property owners very little. Also it is very likely that in many cases the local taxes would be increased to offset the reductions from State funds if schools and roads were maintained at the present degree of efficiency. Therefore, the major attention should be directed towards improving the efficiency of local units of government. In this connection suggestions are offered in this bulletin under the heading of local governments.

TABLE 20

Trend of Property Taxes in Maine
1910 to 1914 = 100

Year	State	County	Municipal	Total
1900	40	70	84	72
1901	41	72	74	66
1902	41	72	78	69
1903	43	72	78	70
1904	43	72	82	72
1905	41	74	86	75
1906	41	74	89	77
1907	53	84	94	84
1908	53	83	91	82
1909	57	88	97	87
1910	96	88	91	92
1911	121	103	90	98
1912	81	103	101	96
1913	107	103	108	108
1914	96	103	110	106
1915	111	110	111	111
1916	111	110	118	116
1917	140	121	132	133
1918	140	121	144	141
1919	193	145	161	168
1920	187	145	216	205
1921	156	154	235	212
1922	171	154	245	222
1923	218	190	258	244
1924	203	189	273	252
1925	219	195	272	255
1926	219	195	295	271
1927	210	196	304	276
1928	210	196	313	282
1929	249	226	317	295
1930	249	226	317	295
1931	236	237	321	296
1932	253	237	301	286

The tax on real and personal property in Maine has increased each year from 1901 to 1931. The amount assessed in 1901 was $6,550,037.00 and in 1931, $29,335,466.00. The increase in the total general-property tax during the last 32 years was 348 per cent. This increase is due in part to improvements in real estate

values and in part to higher tax rates. The latter has increased more rapidly than property values. In Table 19 are shown the amounts of the general-property tax assessed in Maine from 1900 to 1932.

Local taxes on property have increased more rapidly since the World War than either the State or county taxes on property (Table 20 and Figure 100). In 1932 local taxes were at an index of 301 as compared with 100 in 1910 to 1914, while county and State taxes were 237 and 253 respectively.

LOCAL GOVERNMENTS

When Maine was admitted to the Union as a State in 1820 there were 236 local units of government.[23] In 1931 there were 435 towns, 20 cities, 360 townships, 65 plantations, 80 islands, and 21 communities having various names (Table 21). This classification is largely on the basis of density of population. Plantations are usually more sparsely inhabited than either towns or cities. Many of the towns, cities, and plantations have practically the same system of local government. In most cases the local government is administered by a board of selectmen (usually consisting of three), secretary and treasurer, and tax collector. Many additional officers with various titles and duties comprise the officials of large towns. In general, this system of local government was followed before Maine became a State in the Union. Only recently some of the local governments have considered a change necessary. The change in the administration of local governments from a board of selectmen to a town manager has become effective in several communities.

Each local government publishes an annual report of the town's expenditures of public funds. This report is made available just prior to the annual town meeting. A fairly complete file of these annual reports may be found in the State library at Augusta. In general, the town report includes the receipts and expenditures of funds and a brief report of the officers of the town. Further, it includes a list of business to be done at the next town meeting. The size of the annual report depends primarily on the size of the local government and the amount of details incorporated in the report. An examination of the annual

[23] Same as footnote 6, p. 10.

TABLE 21

Units of Local Government in Maine[24]

County	Cities	Towns	Plantations: A	Plantations: B	Plantations: C	Townships	Islands	Gores	Surpluses	Strips	Tracts	Patents	Grants	Peninsulas	Points
Androscoggin	2	12	—	—	—	—	—	—	—	—	—	—	—	—	—
Aroostook	—	50	12	9	—	104	1	—	—	—	—	1	—	—	—
Cumberland	3	23	—	—	—	—	—	—	—	—	—	—	—	—	—
Franklin	—	19	—	5	2	21	—	2	—	—	—	—	—	—	—
Hancock	1	33	1	2	—	15	21	—	—	2	—	—	—	—	—
Kennebec	4	25	1	—	—	—	—	—	—	—	—	—	—	—	—
Knox	1	16	1	—	—	—	26	—	—	—	—	—	—	—	—
Lincoln	—	18	1	—	—	—	4	1	—	—	—	—	—	—	—
Oxford	—	34	1	2	—	12	—	—	3	—	—	—	—	—	—
Penobscot	3	56	—	5	—	32	—	1	—	—	—	—	2	—	—
Piscataquis	—	19	—	5	—	82	24	—	—	—	—	—	2	1	2
Sagadahoc	1	9	—	—	—	—	2	—	—	—	—	—	—	—	—
Somerset	—	25	5	9	—	74	—	1	—	—	1	—	—	—	—
Waldo	1	25	—	—	—	—	—	—	—	—	—	—	—	—	—
Washington	2	45	—	4	—	28	2	—	—	2	—	—	—	—	—
York	2	26	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	20	435	22	41	2	368	80	5	3	4	1	1	4	1	2

[24] Same as footnote 6, p. 11.

reports indicates that no uniform system of procedure has been followed. In general, each town government follows the same practice year after year but the method of procedure of one town may differ materially from that of another.

A criticism of most annual reports is that they do not present the town business in such a way that an interested person can become acquainted with it. It would be impossible to make a study of local governments from these reports. Hormell after attempting to make a study of town reports states:

". . . . . An examination of the reports of our towns convinces one that in most cases they are intended for printing only,—not to be read, much less to be understood. It would require the patience of Job and more than the skill of an expert accountant to extract from the average annual report complete and correct information concerning the business transactions of the year and the financial condition of the municipality. The would-be businesslike official or the conscientious information-seeking citizen who tries to obtain useful information from the annual reports of the average town is to be pitied. A single experience is sufficient to convince one of the hopelessness of attempting to acquire intelligent information from the minutely itemized schedules of receipts and payments. Such schedules are often merely the unintelligible transcripts of account books with no summaries and no classifications.

"The custom is surprisingly prevalent for the officials entrusted with the town's business to keep no summarized accounts showing the relation of expenditures to available revenues. To keep the total expenditures within the total revenues they trust to luck or blind fate rather than to systematic accounting. During the fiscal year ledger accounts have been of no practical value as a guide to business transactions. The report at the end of the year is equally valueless as a guide to popular control. . . . . "[25]

It should be clear that if town reports are to be published they should be in such form that the average citizen can readily understand them. The cost of printing these reports varies almost directly with the size of the report, amounting to several hundred dollars for many towns.

The authors believe that a uniform but simple system of accounting for all local governments would be very helpful. An adequate accounting system would greatly aid town officers in publishing desirable annual reports and furnish a basis on which to bring about efficiency in the expenditure of public funds.

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[25] Same as footnote 6, pp. 92-93.

In order to transact the business of these local governments, an annual town meeting is held. Each resident voter has one vote in all matters pertaining to the local government. This includes the election of officers and the appropriation of funds for all town purposes. The advantage of this system is that it is democratic and affords an opportunity for each voter to express his or her opinion on all local matters. This system, however, has many disadvantages. A voter with no property has an equal voice in the government but furnishes no revenue, except possibly a poll tax (three dollars), towards the support of measures that he or she may approve. Further, it frequently happens that a non-property holder is a very able and convincing speaker but one who has impractical ideas. Such a person may not only take up much valuable time at the meeting but may be persuasive enough to cause the expenditure of funds in undertakings which are not justifiable. In the town meeting the town officers are elected for the ensuing year. The selection of all officers is very important. Selection should be made on ability and experience rather than on political power and oratorical ability.

Taxpayers and the people in general should be keenly interested in the maximum efficiency in government. Improvements in local governments would be a step in this direction. There are over 500 local units of government in Maine. This indicates at once the possibility of an expensive overhead cost of local government. A brief survey of this situation shows that the tax rate on property decreases as the size of the towns increases. In other words, the rate of taxation is highest in towns with valuations of less than one-fourth of a million dollars and the lowest in towns with valuations of five million dollars or over (Table 22 and Figure 101). Considering the tax rate alone, property in small towns has a tax rate 30 per cent higher than in large towns.

In addition to the tax rate, property in small towns is usually assessed at a higher rate of the estimated value than property in large towns. Where the total valuation of the town property was less than one-fourth of a million dollars, farm real estate was assessed nearly 40 per cent of its estimated value while in the towns where the total valuation was three-fourths of a million dollars or over the assessed valuation was only 25 per cent of the estimated value.

TABLE 22

Size of Towns and Tax Rate on Real Estate in Maine in 1930[26]

Total valuation	Number of towns	Average tax rate	Difference between rate and av. rate
Less than $250,000	197	$.0553	$+.0026
$ 250,000—$ 499,999	132	.0548	+.0021
500,000— 749,999	62	.0502	−.0025
750,000— 999,999	21	.0475	−.0052
1,000,000— 1,999,999	49	.0499	−.0028
2,000,000— 4,999,999	39	.0468	−.0059
5,000,000 and over	18	.0426	−.0101
Total	518	$.0527	

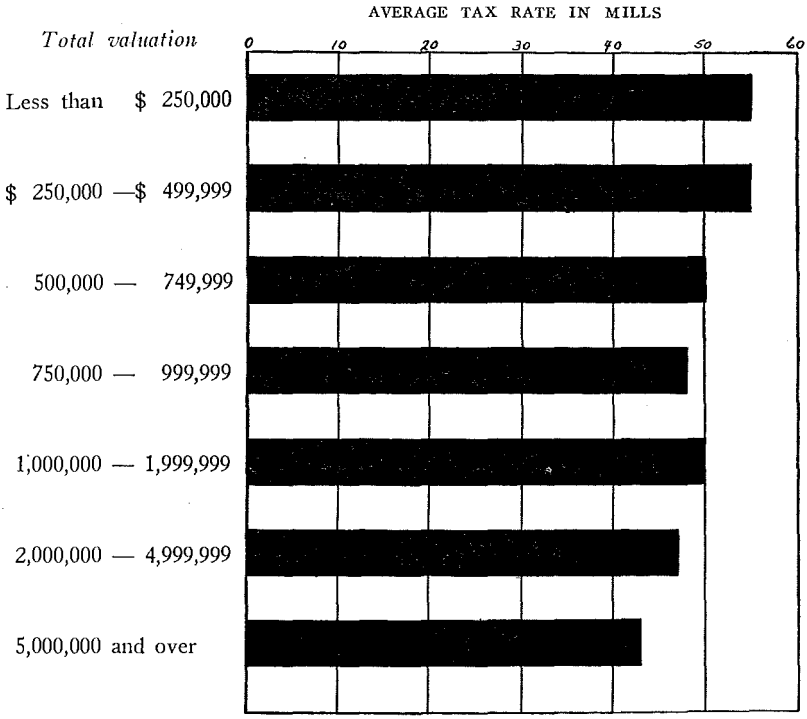

FIG. 101—Relation of tax rates to size of local governments. As the size of the towns increases the tax rate on property decreases.

[26] Same as footnote 19.

The taxes on livestock are relatively higher in small towns than in large towns (Table 23). However, the total value of livestock on most farms in Maine is of minor importance as compared with the value of real estate property. Therefore, variations in livestock taxes between small and large towns are less significant than real estate taxes.

TABLE 23

Size of Towns and Taxes on Livestock in Maine in 1930[27]

Total valuation	Taxes per head				
	Horses	Cows	Sheep	Hogs	Hens
Less than $500,000	$3.83	$2.06	$.37	$.80	$.046
$ 500,000 — $999,999	3.50	2.03	.32	.72	.041
1,000,000 and over	3.53	1.88	.37	.54	.038
Average	$3.71	$2.02	$.36	$.66	$.043

It seems that a logical step in the improvement of the administration of the general-property tax would be the consolidation of small towns into larger and more efficient units of government. This idea is not new. In fact most states of the Union collect the general-property tax on a county basis.[28]. The New England States, New York, Pennsylvania, New Jersey, Michigan, and Wisconsin are the only states where collection is made entirely on a town basis. The trend in recent years has been for counties to assume more and more responsibility in the administration of property taxes. In some cases even the county unit may be too small for maximum efficiency. The trend which has taken place is a natural one. In the early history of this country, transportation was slow and difficult and the unit of government necessarily covered a small area. Now with improved roads and automobiles a larger area than the town should constitute the local unit. Ex-Governor Frank O. Lowden of Illinois in an address at the four-

[27] Same as footnote 19.

[28] Kendrick, Slade M., The Collection of General-Property Taxes on Farm Property in the United States, with Emphasis on New York, Cornell Univ., Agr. Exp. Sta. Bul. 469, June, 1928, p. 5.

teenth annual meeting of the American Country Life Conference at Ithaca, New York, in August, 1931 stated:

". . . . . During my service as governor of the state we abolished these township collectors, who, as it happened, were the only town officers not protected by the constitution. The result has been a direct saving to the state of more than two million dollars annually, with the taxes collected more efficiently than before by the county officials. Competent authority estimates that the indirect saving has been in excess of this two million dollars. Even the township assessor, the last of the town officials who is really active, seems on the way to extinction, as county assessment of all property is now regarded a more equitable method than township assessment. . . . . "[29]

Larger units of local government, such as the county or district rather than towns, are inducive to more efficient methods of assessing and collecting property taxes. The unit should be of such size that the use of modern business methods would be justified. Then full time men could be employed with such facilities as calculating machines, addressographs, filing cabinets, and other necessary equipment for efficient handling of the business of the governmental unit. These units would probably justify the employment of a purchasing agent who could bring about savings in the buying of equipment and supplies. Also such units would be in a better position to equalize the tax burdens in rural and urban communities and between individuals.

COUNTY GOVERNMENTS

There are 16 county governments, one in each county, in the State. These governments are financed very largely by the general-property tax. The tax on general property levied for the partial support of all county governments in the State amounted to $455,000 in 1900 as compared with $1,568,000 in 1932 (Table 19). This represents an increase of 245 per cent during the 33-year period. The amount of the county tax is decided by legislative action every two years for each county for each of the next two years. Each county in the State prorates its county tax to the various towns within the county on the basis of the State valuation of property.

[29] Rural Government, Proceedings Fourteenth National Country Life Conference, address by Frank O. Lowden, pp. 7-8.

Although the county tax on general property has increased materially for each county during the last 33 years, the rate of increase has been more rapid in some counties than in others. The tax in Oxford County in 1932 was 150 per cent higher than that levied during the pre-war period 1910 to 1914. In Washington County the increase during the same period was only about 50 per cent of the pre-war average.

Although the county tax is relatively less important than either the State or local tax on property, farmers and others are interested in the proper and efficient operation of county governments. In some sections of the country the county government is less important now than it was a generation or two ago. Many of its former activities have been taken over by the State. This change has taken place in order to bring about greater efficiency in the use of funds and to render greater service to the people. In this connection, some states have practically abandoned the county jail, county court, and other allied activities of county governments to reduce expenses and to improve conditions. While it may not be advisable to follow changes which have taken place in other states, states outside of New England, careful study and consideration should be given to county governments. While this study does not logically include the cost of the government or the administration of various governmental units, a detailed study of county governments would be desirable. A very cursory study of annual reports of county governments in Maine indicates an opportunity on the part of some counties to bring about economies in the purchases of supplies and increased efficiency in the administration of certain departments.

STATE GOVERNMENT

The State government levies a tax on all real estate property on the basis of the State valuations. The amount of this tax is prorated to all incorporated and unincorporated towns. In incorporated places the town collects the tax as part of the general-property tax and transmits the funds to the State treasury. Through the equalization system a large part of the State tax is returned to the towns. In the case of unincorporated places, the payment of the tax is directly to the State treasury. In Table 24 are shown the State valuations of property, the State tax, and rate

TABLE 24

Valuation of State, State Tax, and Rate of Taxation[30]

Year	Valuation	Rate of taxation	State tax
1820	$ 20,962,778	$	$
1821		.0019	50,000.00
1822		.0015	40,343.27
1823		.0015	40,331.64
1824		.0017	45,120.57
1825		.0017	45,106.84
1826		.0019	49,991.97
1827		.0019	50,000.00
1828		.0019	49,988.00
1829		.0019	50,000.00
1830	28,807,687	.0019	50,000.00
1831		.00175	50,425.01
1832		.00175	50,400.07
1833		.00175	50,410.88
1834		.00175	50,410.88
1835		.00175	50,398.66
1836	No tax asses	sed on account of sale o	f public lands
1837	No tax asses	sed on account of sale o	f public lands
1838	No tax asses	sed on account of sale o	f public lands
1839	No tax asses	sed on account of sale o	f public lands
1840	69,246,288	.0029	101,075.88
1841		.0029	201,683.53
1842		.0029	201,603.67
1843		.0029	201,603.34
1844		.00218	151,379.12
1845		.003	202,583.13
1846		.0015	100,451.18
1847		.003	200,820.76
1848		.003	200,757.23
1849		.003	200,757.23
1850	100,157,573	.002	201,377.13
1851	No	meeting of the legislat	ure
1852		.002	201,325.83
1853		.002	201,329.83
1854		.002	201,187.50
1855		.002	201,153.44
1856		.002	201,153.44
1857		.002	200,929.30
1858		.002	200,919.30
1859		.002	200,919.30
1860	164,714,168	.00125	207,181.70
1861		.001563	258,654.88
1862		.0025	413,074.41
1863		.003	495,306.99
1864		.008	1,321,579.41
1865		.015	2,476,821.21
1866		.0075	1,239,062.14
1867		.006	967,201.32
1868		.005	806,225.09
1869		.007	1,128,023.37
1870	224,812,900	.006	1,350,413.00
1871		.005	1,125,451.36
1872		.00575	1,292,482.71
1873		.005	1,124,197.65
1874		.005	1,124,286.16
1875		.004	899,753.10
1876		.00375	843,608.21
1877		.003	675,173.53
1878		.004	899,712.70
1879		.004	899,695.90
1880	235,978,716	.005	1,124,261.27
1881		.0045	1,063,509.91
1882		.0045	1,063,509.91
1883		.004	945,430.92

[30] Report of the Treasurer of the State of Maine for the two years ending June 30, 1928, pp. 27-29; and Report of the Bur. of Taxation, Property Div. of the State of Maine, 1931 and 1932, pp. XVI and XVII.

TABLE 24—Concluded

Year	Valuation	Rate of taxation	State tax
1884	$	$.004	$ 945,430.92
1885	.....	.00375	886,399.18
1886	.....	.00375	886,399.18
1887	.....	.00275	649,497.11
1888	.....	.00275	649,497.11
1889	.....	.00275	649,497.11
1890	.....	.00225	531,697.17
1891	309,096,041	.00275	851,741.90
1892	.....	.00275	851,741.90
1893	314,330,181	.00275	865,803.29
1894	.....	.0025	787,247.98
1895	324,478,321	.0025	813,072.30
1896	.....	.00225	731,941.70
1897	328,500,994	.00275	905,179.49
1898	.....	.00275	905,179.49
1899	329,516,244	.00275	907,950.98
1900	329,516,244	.00275	907,950.98
1901	336,699,649	.00275	927,725.93
1902	336,699,649	.00275	927,725.93
1903	352,228,897	.00275	970,475.78
1904	352,228,897	.00275	970,475.78
1905	366,514,014	.0025	918,174.18
1906	366,514,014	.0025	918,174.18
1907	394,732,990	.003	1,186,103.53
1908	394,732,990	.003	1,186,103.53
1909	428,252,465	.003	1,286,651.54
1910	428,252,465	.005	2,143,156.48
1911	451,780,119	.006	2,712,641.88
1912	451,780,119	.004	1,809,081.65
1913	478,192,044	.005	2,392,936.39
1914	478,192,044	.0045	2,153,840.37
1915	498,487,849	.005	2,494,461.84
1916	498,487,849	.005	2,494,461.84
1917	521,402,933	.006	3,130,486.07
1918	521,402,933	.006	3,130,486.07
1919	577,442,529	.0075	4,332,840.22
1920	577,442,529	.00725	4,188,479.59
1921	637,403,433	.0055	3,507,817.36
1922	637,403,433	.006	3,826,519.08
1923	672,767,742	.00725	4,879,735.20
1924	672,767,742	.00675	4,543,351.33
1925	700,439,297	.007	4,905,243.16
1926	700,439,297	.007	4,905,243.16
1927	724,938,295	.0065	4,714,244.80
1928	724,938,295	.0065	4,714,244.80
1929	743,688,259	.0075	5,579,800.98
1930	743,688,259	.0075	5,579,800.98
1931	757,289,579	.007	5,303,182.58
1932	757,289,579	.0075	5,681,827.37

of taxation from 1820 to 1932. During the last twenty years the State tax has increased rapidly from less than two million to over five million dollars annually.

While this study includes the amount of the State tax, no attempt has been made to study the State government. Attention of the readers of this publication is called to a recent report by the National Institute of Public Administration, entitled "State Administrative Consolidation in Maine." This report comprises a survey of the State government, sponsored by Governor William

Tudor Gardiner and published in 1930. This survey is very comprehensive in nature and includes recommendations for efficient use of public funds in each major division of the State government.

SUMMARY

This study represents a general survey of the farm-tax situation in Maine. It covers the principal types of farming in the State, namely apple, blueberry, dairy, potato, and poultry. No attempt has been made to show the tax burden of farmers carrying on general farming or part-time farming near cities and towns.

Of the many tax burdens of the farmer, the general-property tax is by far the most important, representing approximately three-fourths of the entire tax burden of farmers.

The tax on real estate per acre in Maine in 1931 was two and one-half times that of 1913. A slight decline took place in 1932 and a further decline may be expected in 1933. The upward trend in real estate taxes has continued almost uninterruptedly since 1913. While the trend in taxes has been upward, farm prices in Maine declined very rapidly in 1920 with some recovery in 1925 and 1926 followed by declines in 1927 and 1930. Real estate taxes in Maine in 1932 were at an index of 246 as compared with 100 in 1913 while farm prices were at an index of 67 and real estate values at 109. The property tax on livestock has tended to increase more rapidly than livestock values when prices of livestock were rising and to decline less rapidly than livestock values when prices of livestock were declining.

The average tax levied on apple farms included in the study during 1924 to 1926 amounted to 20.52 per cent of the farm income; on blueberry farms in 1926, to 10.83 per cent; on dairy farms in 1927, to 15.82 per cent; on potato farms in Aroostook County for the three-year period 1928 to 1930, to 12.54 per cent; on potato farms in Central Maine for the two years 1929 and 1930, to 8.58 per cent; and on poultry farms in 1930, to 8.46 per cent. The average property tax on the 422 farms included in the study amounted to 12.70 per cent of the farm income. This shows the tax burden of the farmer in the principal agricultural regions of the State during various periods from 1924 to 1930.

Agricultural conditions in Maine from 1924 to 1930 were, in general, fairly satisfactory. However, under present (April, 1933) conditions of very low farm incomes farmers find it extremely difficult and in many cases impossible to pay their taxes.

Large farms are taxed relatively less than small farms. This is due in part to relatively low assessments and in part to relatively large incomes on large farms.

Many inequalities were found to exist in the assessment of farm property, both real and personal. Very frequently large farms were assessed relatively less than small farms. Similarly, personal property on large farms often was assessed relatively less than on small farms.

The administration of the general-property tax is by local, county, and State governments. The tax on real and personal property for the year 1932 amounted to $28,300,785.00. This amount included $21,051,141.36 as local taxes, $1,567,816.27 as county taxes, and $5,681,827.37 as State taxes. The State property tax amounted to only one-fifth of the total general-property tax and a large part of the revenue derived is returned to the local governments in the form of equalization funds. Even a drastic reduction in the State property tax would relieve property owners very little. Also it is very likely that in many cases the local taxes would be increased to offset the reduction of State funds if schools and roads were maintained at the present degree of efficiency.

Many towns are too small for the maximum efficiency in government. The suggestion has been offered to consolidate local units to bring about increased efficiency.

APPENDIX A

Tables in Appendix A show the assessed valuations, tax rates, and taxes on taxable livestock[31] with the exceptions of horses and cows. For information on horses and cows see pages 237-239.

TABLE 1

Assessed Valuations, Tax Rates, and Taxes on Three-Year Old Colts in Maine

Year	Assessed valuation per head	Tax rates	Taxes	Index 1910 to 1914 = 100
1900	$42.51	$.024	$1.02	55
1901	45.85	.022	1.01	55
1902	48.55	.022	1.07	58
1903	53.44	.022	1.18	64
1904	53.53	.021	1.12	61
1905	59.57	.021	1.25	68
1906	63.04	.021	1.32	72
1907	66.65	.022	1.47	80
1908	70.13	.021	1.47	80
1909	70.33	.022	1.55	84
1910	75.42	.022	1.66	90
1911	78.20	.023	1.80	98
1912	80.69	.022	1.78	97
1913	83.79	.024	2.01	109
1914	84.98	.023	1.95	106
1915	84.62	.023	1.95	106
1916	83.55	.024	2.01	109
1917	88.82	.027	2.40	130
1918	92.49	.027	2.50	136
1919	86.67	.030	2.60	141
1920	85.08	.035	2.98	162
1921	81.52	.035	2.85	155
1922	78.51	.036	2.83	154
1923	73.71	.038	2.80	152
1924	71.81	.038	2.73	148
1925	71.57	.038	2.72	148
1926	71.98	.040	2.88	157
1927	64.99	.040	2.60	141
1928	65.42	.041	2.68	146
1929	63.31	.043	2.72	148
1930	64.58	.044	2.84	154
1931	67.96	.044	2.99	162
1932	63.52	.043	2.73	148

[31] Same as footnote 21.

TABLE 2

Assessed Valuations, Tax Rates, and Taxes on Two-Year Old Colts in Maine

Year	Assessed valuation per head	Tax rates	Taxes	Index 1910 to 1914 = 100
1900	$31.71	$.024	$ .76	56
1901	32.75	.022	.72	53
1902	36.45	.022	.80	59
1903	39.90	.022	.88	65
1904	42.05	.021	.88	65
1905	45.04	.021	.95	70
1906	46.87	.021	.98	72
1907	49.42	.022	1.09	80
1908	51.10	.021	1.07	79
1909	52.91	.022	1.16	85
1910	55.89	.022	1.23	91
1911	57.60	.023	1.32	97
1912	60.21	.022	1.32	97
1913	60.90	.024	1.46	108
1914	63.69	.023	1.46	108
1915	63.32	.023	1.46	108
1916	64.90	.024	1.56	115
1917	67.62	.027	1.83	135
1918	69.38	.027	1.87	138
1919	69.14	.030	2.07	152
1920	68.80	.035	2.41	177
1921	63.18	.035	2.21	163
1922	58.03	.036	2.09	154
1923	57.64	.038	2.19	161
1924	56.64	.038	2.15	158
1925	54.93	.038	2.09	154
1926	54.79	.040	2.19	161
1927	51.29	.040	2.05	151
1928	51.07	.041	2.09	154
1929	54.05	.043	2.32	171
1930	56.23	.044	2.47	182
1931	52.90	.044	2.33	172
1932	47.75	.043	2.05	151

TABLE 3

Assessed Valuations, Tax Rates, and Taxes on One-Year Old Colts in Maine

Year	Assessed valuation per head	Tax rates	Taxes	Index 1910 to 1914 = 100
1900	$21.55	$.024	$ .52	59
1901	22.21	.022	.49	55
1902	24.18	.022	.53	60
1903	25.52	.022	.56	63
1904	27.97	.021	.59	67
1905	28.70	.021	.60	68
1906	30.94	.021	.65	74
1907	31.94	.022	.70	79
1908	32.60	.021	.68	77
1909	33.39	.022	.73	83
1910	37.01	.022	.81	92
1911	37.61	.023	.87	98
1912	38.52	.022	.85	96
1913	39.49	.024	.95	107
1914	40.99	.023	.94	106
1915	41.64	.023	.96	109
1916	42.76	.024	1.03	117
1917	44.68	.027	1.21	137
1918	45.83	.027	1.24	140
1919	45.40	.030	1.36	154
1920	46.54	.035	1.63	184
1921	42.68	.035	1.49	169
1922	40.04	.036	1.44	163
1923	40.27	.038	1.53	173
1924	37.68	.038	1.43	162
1925	38.18	.038	1.45	164
1926	37.92	.040	1.52	172
1927	38.67	.040	1.55	175
1928	38.70	.041	1.59	180
1929	38.50	.043	1.66	188
1930	37.51	.044	1.65	187
1931	38.06	.044	1.72	195
1932	30.66	.043	1.32	149

TABLE 4

Assessed Valuations, Tax Rates, and Taxes on Three-Year Old Heifers in Maine

Year	Assessed valuation per head	Tax rates	Taxes	Index 1910 to 1914 = 100
1900	$19.62	$.024	$ .47	85
1901	19.06	.022	.42	76
1902	20.24	.022	.45	81
1903	20.66	.022	.45	81
1904	19.75	.021	.41	74
1905	19.14	.021	.40	72
1906	19.39	.021	.41	74
1907	20.62	.022	.45	81
1908	20.28	.021	.43	77
1909	20.18	.022	.44	79
1910	22.00	.022	.48	86
1911	24.20	.023	.56	101
1912	24.07	.022	.53	95
1913	25.18	.024	.60	108
1914	26.43	.023	.61	110
1915	26.76	.023	.62	112
1916	28.65	.024	.69	124
1917	31.67	.027	.86	155
1918	37.95	.027	1.02	183
1919	38.95	.030	1.17	210
1920	38.09	.035	1.33	239
1921	33.33	.035	1.17	210
1922	30.03	.036	1.08	194
1923	30.60	.038	1.16	209
1924	30.29	.038	1.15	207
1925	29.96	.038	1.14	205
1926	31.11	.040	1.24	223
1927	31.10	.040	1.24	223
1928	33.65	.041	1.38	248
1929	34.91	.043	1.50	270
1930	35.38	.044	1.56	281
1931	31.96	.044	1.41	254
1932	26.96	.043	1.16	209

TABLE 5

Assessed Valuations, Tax Rates, and Taxes on Two-Year Old Heifers in Maine

Year	Assessed valuation per head†	Tax rates	Taxes	Index 1910 to 1914 = 100
1900	$13.91	$.024	$ .33	83
1901	13.43	.022	.30	76
1902	14.25	.022	.31	78
1903	14.27	.022	.31	78
1904	14.02	.021	.29	73
1905	13.99	.021	.29	73
1906	14.68	.021	.31	78
1907	14.48	.022	.32	81
1908	14.42	.021	.30	76
1909	14.30	.022	.31	78
1910	15.65	.022	.34	86
1911	16.87	.023	.39	98
1912	17.08	.022	.38	96
1913	17.90	.024	.43	109
1914	19.08	.023	.44	111
1915	19.12	.023	.44	111
1916	——*	——*	——*	——*
1917	——*	——*	——*	——*
1918	26.51	.027	.72	182
1919	27.78	.030	.83	210
1920	27.39	.035	.96	242
1921	24.04	.035	.84	212
1922	21.83	.036	.79	199
1923	22.48	.038	.85	215
1924	22.41	.038	.85	215
1925	22.47	.038	.85	215
1926	23.34	.040	.93	235
1927	22.25	.040	.89	225
1928	24.81	.041	1.02	258
1929	26.16	.043	1.12	283
1930	26.29	.044	1.16	293
1931	23.87	.044	1.05	265
1932	20.29	.043	.87	220

† Discontinuing the assessment of one-year old heifers in 1916 undoubtedly had some effect on the assessment of two-year old heifers resulting in somewhat higher values since 1918 as compared with values prior to that date.

* No taxes assessed.

TABLE 6

*Assessed Valuations, Tax Rates, and Taxes on One-Year Old Heifers in Maine**

Year	Assessed valuation per head	Tax rates	Taxes	Index 1910 to 1914 = 100
1900	$7.88	$.024	$.19	85
1901	7.47	.022	.16	71
1902	7.69	.022	.17	76
1903	8.13	.022	.18	80
1904	8.00	.021	.17	76
1905	7.88	.021	.17	76
1906	8.13	.021	.17	76
1907	8.20	.022	.18	80
1908	8.18	.021	.17	76
1909	8.20	.022	.18	80
1910	8.93	.022	.20	89
1911	9.53	.023	.22	98
1912	9.61	.022	.21	94
1913	10.14	.024	.24	107
1914	10.72	.023	.25	112
1915	10.77	.023	.25	112

* No taxes assessed on one-year old heifers since 1915.

TABLE 7

Assessed Valuations, Tax Rates, and Taxes on Oxen in Maine

Year	Assessed valuation per head	Tax rates	Taxes	Index 1910 to 1914 = 100
1900	$46.64	$.024	$1.12	82
1901	47.81	.022	1.05	77
1902	48.83	.022	1.07	78
1903	48.32	.022	1.06	77
1904	47.48	.021	1.00	73
1905	46.65	.021	.98	72
1906	45.59	.021	.96	70
1907	47.62	.022	1.05	77
1908	49.43	.021	1.04	76
1909	50.26	.022	1.11	81
1910	55.50	.022	1.22	89
1911	58.27	.023	1.34	98
1912	58.91	.022	1.30	95
1913	62.39	.024	1.50	109
1914	64.82	.023	1.49	109
1915	62.45	.023	1.44	105
1916	64.33	.024	1.54	112
1917	72.27	.027	1.95	142
1918	82.10	.027	2.22	162
1919	88.47	.030	2.65	193
1920	85.60	.035	3.00	219
1921	71.15	.035	2.49	182
1922	61.93	.036	2.23	163
1923	62.61	.038	2.38	174
1924	61.39	.038	2.33	170
1925	61.95	.038	2.35	172
1926	60.98	.040	2.44	178
1927	58.39	.040	2.34	171
1928	58.52	.041	2.40	175
1929	61.92	.043	2.66	194
1930	63.70	.044	2.80	204
1931	55.09	.044	2.42	177
1932	42.36	.043	1.82	133

TABLE 8

Assessed Valuations, Tax Rates, and Taxes on Sheep in Maine

Year	Assessed valuation per head†	Tax rates	Taxes	Index 1910 to 1914 = 100
1900	$2.57	$.024	$.06	86
1901	2.56	.022	.06	86
1902	2.57	.022	.06	86
1903	2.57	.022	.06	86
1904	2.59	.021	.05	71
1905	2.66	.021	.06	86
1906	2.95	.021	.06	86
1907	2.99	.022	.07	100
1908	2.92	.021	.06	86
1909	2.84	.022	.06	86
1910	3.03	.022	.07	100
1911	3.08	.023	.07	100
1912	3.04	.022	.07	100
1913	3.08	.024	.07	100
1914	3.09	.023	.07	100
1915	3.13	.023	.07	100
1916	——*	——*	——*	——*
1917	——*	——*	——*	——*
1918	6.86	.027	.19	271
1919	6.47	.030	.19	271
1920	7.29	.035	.26	371
1921	5.08	.035	.18	257
1922	4.21	.036	.15	214
1923	5.08	.038	.19	271
1924	5.05	.038	.19	271
1925	5.41	.038	.21	300
1926	5.53	.040	.22	314
1927	6.21	.040	.25	357
1928	6.29	.041	.26	371
1929	6.46	.043	.28	400
1930	6.00	.044	.26	371
1931	4.82	.044	.21	300
1932	3.57	.043	.15	214

† From 1900 to 1915 inclusive the assessed value per head each year was based on the total number of sheep. Since 1918 the assessed value per head was based on the number of sheep in excess of 35 per farm. The change in assessments partly accounts for the rapid increase in values from 1915 to 1918.

* No taxes assessed.

TABLE 9

Assessed Valuations, Tax Rates, and Taxes on Hogs in Maine

Year	Assessed valuation per head†	Tax rates	Taxes	Index 1910 to 1914 = 100
1900	$5.68	$.024	$.14	74
1901	6.19	.022	.14	74
1902	6.51	.022	.14	74
1903	6.71	.022	.15	79
1904	6.47	.021	.14	74
1905	6.16	.021	.13	68
1906	6.51	.021	.14	74
1907	7.14	.022	.16	84
1908	6.43	.021	.14	74
1909	6.50	.022	.14	74
1910	9.58	.022	.21	111
1911	8.13	.023	.19	100
1912	7.07	.022	.16	84
1913	7.88	.024	.19	100
1914	8.68	.023	.20	105
1915	8.13	.023	.19	100
1916	——*	——*	——*	——*
1917	——*	——*	——*	——*
1918	11.56	.027	.31	163
1919	15.88	.030	.48	253
1920	15.22	.035	.53	279
1921	13.39	.035	.47	247
1922	14.28	.036	.51	268
1923	13.57	.038	.52	274
1924	12.16	.038	.46	242
1925	13.72	.038	.52	274
1926	13.96	.040	.56	295
1927	12.69	.040	.51	268
1928	11.02	.041	.45	237
1929	13.04	.043	.56	295
1930	13.59	.044	.60	316
1931	8.84	.044	.39	205
1932	8.57	.043	.37	195

† From 1900 to 1915 inclusive the assessed value per head each year was based on the total number of hogs. Since 1918 the assessed value per head was based on the number of hogs in excess of 10 per farm. The change in assessments partly accounts for the rapid increase in values from 1915 to 1918.

* No taxes assessed.

TABLE 10

*Assessed Valuations, Tax Rates, and Taxes on Poultry in Maine**

Year	Assessed valuation per bird	Tax rates	Taxes
1924	$.78	$.038	$.03
1925	.77	.038	.03
1926	.79	.040	.03
1927	.79	.040	.03
1928	.81	.041	.03
1929	.82	.043	.04
1930	.82	.044	.04

* No taxes assessed on poultry prior to 1924.

APPENDIX B

Appendix B shows trends in taxes on horses and cows[32] by counties.

TABLE 1

Taxes on Horses per Head in Maine by Counties

Year	State	Andros-coggin	Aroostook	Cumber-land	Frank-lin	Han-cock	Kenne-bec	Knox	Lincoln	Oxford	Penob-scot	Piscata-quis	Sagada-hoc	Somer-set	Waldo	Wash-ington	York
1910	$1.70	$1.68	$2.11	$1.72	$1.72	$1.55	$1.84	$1.48	$1.57	$1.63	$1.68	$2.03	$1.49	$1.81	$1.57	$1.51	$1.39
1911	1.78	1.79	1.85	1.84	1.90	1.72	1.79	1.61	1.56	1.72	1.85	2.00	1.79	1.88	1.59	1.59	1.42
1912	1.79	1.77	2.27	1.72	1.80	1.51	1.94	1.59	1.49	1.60	1.86	2.01	1.77	1.92	1.65	1.68	1.39
1913	2.06	1.92	2.51	1.97	1.98	1.64	2.10	1.83	1.72	1.84	2.30	2.29	2.00	2.17	2.05	1.79	1.48
1914	2.06	2.06	2.53	1.99	2.24	1.72	2.18	1.91	1.85	1.93	2.16	2.47	1.96	2.41	2.02	1.86	1.47
1915	2.08	2.07	2.55	2.13	2.16	1.80	2.17	1.95	1.95	2.06	2.17	2.38	2.12	2.32	2.29	1.95	1.61
1916	2.21	2.20	2.73	2.17	2.27	1.96	2.22	2.08	2.07	2.16	2.30	2.49	2.36	2.45	2.32	2.15	1.71
1917	2.57	2.65	3.45	2.32	2.68	2.28	2.81	2.30	2.52	2.52	2.56	2.88	2.37	2.65	2.57	2.45	1.96
1918	2.69	2.95	3.42	2.59	2.94	2.23	2.87	2.33	2.42	2.56	2.59	2.88	2.65	2.68	2.84	2.71	2.18
1919	3.02	3.41	3.86	2.86	3.26	2.64	3.26	2.80	2.92	3.36	2.97	3.42	3.46	3.07	3.07	3.11	2.54
1920	3.60	3.45	4.86	3.22	3.55	3.04	3.67	3.44	3.46	4.08	3.70	4.09	3.60	3.56	4.23	3.60	2.85
1921	3.47	3.36	4.39	3.36	3.30	3.04	3.45	3.28	3.25	3.87	3.47	4.04	3.07	3.67	3.95	3.62	2.90
1922	3.32	3.08	4.44	3.11	3.06	2.99	3.43	3.28	3.36	3.33	3.42	3.68	3.27	3.34	4.07	3.51	2.93
1923	3.37	3.17	4.08	3.44	3.32	3.38	3.47	3.55	3.85	3.57	3.57	3.75	3.35	3.49	3.92	3.59	2.94
1924	3.27	2.94	4.34	3.20	3.11	3.04	3.44	3.34	3.36	3.38	3.52	3.83	3.32	3.27	3.83	3.69	2.97
1925	3.10	2.94	3.68	3.00	2.96	3.12	3.23	3.42	3.32	3.44	3.35	3.52	3.17	3.18	3.41	3.50	2.94
1926	3.17	2.86	4.55	2.82	3.08	3.15	3.22	3.30	3.34	3.23	3.41	3.75	3.21	3.21	3.58	3.56	3.03
1927	3.13	2.64	4.71	2.65	3.08	3.20	3.30	3.13	3.32	3.23	3.28	3.67	2.99	3.17	3.46	3.31	2.89
1928	3.16	2.58	4.93	2.44	3.24	3.19	3.20	3.08	3.02	3.18	3.35	3.79	3.01	3.22	3.66	3.46	2.83
1929	3.24	2.57	4.88	2.47	3.32	3.22	3.28	3.12	2.88	3.32	3.42	3.91	3.05	3.39	3.52	3.47	2.79
1930	3.29	2.58	5.42	2.43	3.38	3.25	3.23	3.25	2.86	3.34	3.54	3.94	3.23	3.07	3.83	3.68	2.93
1931	3.22	2.53	5.37	2.32	3.23	3.23	3.07	3.19	2.86	3.14	3.43	3.78	3.22	2.80	3.76	3.53	2.82
1932	2.91	2.54	4.31	2.15	2.69	2.94	2.92	3.16	2.58	2.70	3.07	3.24	3.27	2.53	3.09	3.42	2.62

[32] Same as footnote 15.

TABLE 2

Index of Taxes on Horses per Head in Maine by Counties
1910 to 1914 = 100

Year	State	Andros-coggin	Aroostook	Cumber-land	Frank-lin	Han-cock	Kenne-bec	Knox	Lincoln	Oxford	Penob-scot	Piscata-quis	Sagada-hoc	Somer-set	Waldo	Wash-ington	York
1910	91	91	94	93	89	95	93	88	96	93	85	94	83	89	88	90	97
1911	95	97	82	100	99	106	91	96	95	99	94	93	99	92	90	94	99
1912	95	96	101	93	93	93	98	94	91	92	94	93	98	94	93	100	97
1913	110	104	111	107	103	101	107	109	105	106	117	106	111	106	115	106	103
1914	110	112	112	108	116	106	111	113	113	111	110	114	109	118	114	110	103
1915	111	112	113	115	112	111	110	116	119	118	110	110	118	114	129	116	113
1916	118	119	121	117	118	120	113	124	126	124	117	115	131	120	131	128	120
1917	137	144	153	126	139	140	143	137	154	144	130	133	132	130	145	145	137
1918	143	160	152	140	152	137	146	138	148	147	131	133	147	132	160	161	152
1919	161	185	171	155	169	162	165	166	178	193	151	158	192	151	173	184	178
1920	192	187	216	174	184	187	186	204	211	234	188	189	200	175	238	214	199
1921	185	182	195	182	171	187	175	195	198	222	176	187	170	180	222	215	203
1922	177	167	197	168	159	184	174	195	205	191	174	170	181	164	229	208	205
1923	179	172	181	186	172	208	176	211	235	205	181	174	186	171	221	213	206
1924	174	159	193	173	161	187	175	198	205	194	179	177	184	160	216	219	208
1925	165	159	163	162	154	192	164	203	203	197	170	163	176	156	192	208	206
1926	169	155	202	153	160	193	163	196	204	185	173	174	178	158	202	211	212
1927	167	143	209	143	160	197	168	186	203	185	166	170	166	156	195	196	202
1928	168	140	219	132	168	196	162	183	184	182	170	175	167	158	206	205	198
1929	173	139	216	134	172	198	166	185	176	190	174	181	169	166	198	206	195
1930	175	140	240	131	175	200	164	193	175	192	180	182	179	151	216	218	205
1931	171	137	238	126	168	198	156	189	175	180	174	175	179	137	212	209	197
1932	155	138	191	116	140	181	148	188	158	155	156	150	181	124	174	203	183

TABLE 3

Taxes on Cows per Head in Maine by Counties

Year	State	Androscoggin	Aroostook	Cumberland	Franklin	Hancock	Kennebec	Knox	Lincoln	Oxford	Penobscot	Piscataquis	Sagadahoc	Somerset	Waldo	Washington	York
1910	$ .53	$ .50	$ .47	$ .53	$ .54	$ .61	$ .56	$ .54	$ .57	$ .55	$ .52	$ .59	$ .52	$ .55	$ .52	$ .52	$ .49
1911	.58	.56	.45	.57	.62	.65	.60	.62	.57	.62	.59	.64	.60	.62	.54	.53	.50
1912	.56	.54	.53	.51	.55	.55	.60	.62	.56	.57	.57	.61	.55	.60	.55	.55	.50
1913	.63	.60	.57	.57	.60	.61	.64	.71	.64	.62	.71	.65	.64	.67	.66	.57	.52
1914	.64	.66	.57	.57	.67	.62	.67	.75	.68	.64	.67	.69	.62	.71	.67	.58	.56
1915	.65	.67	.57	.63	.63	.63	.70	.73	.70	.70	.67	.66	.68	.68	.74	.61	.66
1916	.72	.74	.65	.68	.70	.79	.72	.78	.84	.75	.77	.72	.75	.73	.79	.68	.71
1917	.91	.96	.87	.79	.94	.97	1.04	.92	1.01	.97	.96	.92	.84	.91	.97	.85	.84
1918	1.10	1.20	1.05	1.02	1.22	1.06	1.23	1.07	1.18	1.15	1.13	1.02	.99	1.04	1.23	.99	1.00
1919	1.28	1.51	1.23	1.21	1.38	1.23	1.43	1.31	1.45	1.50	1.35	1.29	1.34	1.22	1.38	1.21	1.19
1920	1.55	1.59	1.59	1.41	1.52	1.45	1.65	1.56	1.70	1.81	1.72	1.68	1.46	1.47	1.85	1.43	1.39
1921	1.40	1.36	1.40	1.39	1.29	1.33	1.38	1.45	1.45	1.54	1.61	1.44	1.21	1.37	1.61	1.37	1.35
1922	1.28	1.21	1.36	1.26	1.22	1.36	1.27	1.33	1.33	1.35	1.41	1.29	1.20	1.24	1.52	1.32	1.33
1923	1.35	1.32	1.25	1.34	1.38	1.55	1.37	1.49	1.54	1.53	1.44	1.39	1.36	1.35	1.64	1.40	1.41
1924	1.33	1.33	1.38	1.30	1.26	1.40	1.33	1.44	1.41	1.52	1.49	1.43	1.38	1.28	1.58	1.39	1.42
1925	1.33	1.32	1.19	1.32	1.22	1.50	1.42	1.55	1.51	1.57	1.45	1.38	1.39	1.28	1.53	1.37	1.46
1926	1.44	1.40	1.54	1.30	1.45	1.56	1.49	1.59	1.65	1.60	1.58	1.59	1.47	1.42	1.68	1.51	1.56
1927	1.44	1.41	1.57	1.30	1.45	1.53	1.57	1.47	1.78	1.69	1.55	1.58	1.44	1.44	1.69	1.40	1.56
1928	1.56	1.49	1.68	1.35	1.70	1.61	1.66	1.57	1.84	1.87	1.69	1.68	1.57	1.58	1.98	1.52	1.72
1929	1.70	1.63	1.68	1.52	1.85	1.73	1.78	1.74	1.97	2.11	1.79	1.84	1.74	1.75	2.04	1.60	1.84
1930	1.75	1.65	1.96	1.52	1.90	1.85	1.83	1.85	2.06	2.26	1.90	1.82	1.85	1.72	2.16	1.74	2.01
1931	1.63	1.42	1.97	1.47	1.73	1.87	1.66	1.86	1.97	1.95	1.76	1.72	1.74	1.41	1.93	1.76	1.87
1932	1.39	1.35	1.56	1.34	1.32	1.68	1.42	1.61	1.59	1.55	1.49	1.39	1.65	1.20	1.51	1.63	1.71

TABLE 4

Index of Taxes on Cows per Head in Maine by Counties
1910 to 1914 = 100

Year	State	Androscoggin	Aroostook	Cumberland	Franklin	Hancock	Kennebec	Knox	Lincoln	Oxford	Penobscot	Piscataquis	Sagadahoc	Somerset	Waldo	Washington	York
1910	90	88	91	96	91	100	90	83	94	92	85	93	89	87	88	95	95
1911	99	99	87	104	104	107	97	96	94	103	96	101	102	98	92	96	97
1912	95	95	102	93	92	90	97	96	93	95	93	96	94	95	94	100	97
1913	107	106	110	104	101	100	103	110	106	103	116	102	109	106	112	104	101
1914	109	117	110	104	112	102	108	116	113	107	109	108	106	113	114	105	109
1915	111	118	110	115	106	104	113	113	116	117	109	104	116	108	126	111	128
1916	122	131	125	124	117	130	116	120	139	125	126	113	128	116	134	124	138
1917	155	170	168	144	158	160	168	142	167	162	157	145	143	144	165	155	163
1918	187	212	203	185	205	174	198	165	195	192	185	160	169	165	209	180	195
1919	218	267	237	220	232	202	231	202	240	250	221	203	229	194	235	220	232
1920	264	281	307	256	255	238	266	241	281	302	281	264	249	233	315	260	270
1921	238	240	270	253	216	219	223	224	240	257	263	226	206	217	274	249	263
1922	218	214	263	229	205	224	205	205	220	225	230	203	205	197	258	240	259
1923	230	233	241	244	232	255	221	230	255	255	235	219	232	214	279	255	274
1924	226	235	266	236	211	230	215	222	233	253	243	225	235	203	269	253	276
1925	226	233	230	240	205	247	229	239	250	262	237	217	237	203	260	249	284
1926	245	247	297	236	243	257	240	245	273	267	258	250	251	225	286	275	303
1927	245	249	303	236	243	252	253	227	295	282	253	248	246	229	287	255	303
1928	265	263	324	245	285	265	268	242	304	312	276	264	268	251	337	276	335
1929	289	288	324	276	310	285	287	269	326	352	292	289	297	278	347	291	358
1930	298	292	378	276	319	304	295	285	341	377	310	286	316	273	367	316	391
1931	277	251	380	267	290	308	268	287	326	325	288	270	297	224	328	320	364
1932	236	239	301	244	221	276	229	248	263	258	243	219	282	190	257	296	333

APPENDIX C

Relation between assessment of real estate and taxes levied on different types of farms.

TABLE 1

Variations in Assessments of Real Estate and Taxes Levied

Per cent assessed is of estimated valuation	Number of farms	Total estimated value	Total assessed value	Assessed valuation per $1000 estimated value	Tax rate	Taxes per $1000 estimated value	Tax above or below average per $1000 of estimated value
			APPLE FARMS				
Less than 20	——	$——	$——	$——	$——	$——	$——
20 — 29	7	43,392	11,423	263.25	.043	11.32	— 8.07
30 — 39	13	89,201	30,416	340.98	.044	15.02	— 4.37
40 — 49	18	95,473	42,983	450.21	.042	19.12	— .27
50 — 59	10	52,621	27,710	526.60	.042	22.12	2.73
60 — 69	2	12,623	8,133	644.30	.039	25.27	5.88
70 — 79	7	31,756	23,109	727.70	.044	31.96	12.57
80 and over	3	8,130	7,217	887.70	.043	37.76	18.37
Total	60	$333,196	$150,991	$453.16	$.043	$19.39	
			BLUEBERRY FARMS				
Less than 20	13	$ 64,843	$ 9,033	$139.31	$.052	$ 7.25	$ —10.38
20 — 29	40	166,055	41,152	247.82	.052	12.82	— 4.81
30 — 39	24	104,759	35,683	340.62	.053	18.18	.55
40 — 49	18	52,722	23,516	446.04	.053	23.61	5.98
50 — 59	9	17,052	9,535	559.17	.052	29.09	11.46
60 — 69	11	19,218	12,599	655.58	.050	32.68	15.05
70 — 79	3	5,214	3,725	714.42	.051	36.63	19.00
80 and over	4	11,872	13,417	1,130.14	.054	61.15	43.52
Total	122	$ 441,735	$148,660	$336.54	$.052	$17.63	

TABLE 1—Concluded

Per cent assessed is of estimated valuation	Number of farms	Total estimated value	Total assessed value	Assessed valuation per $1000 estimated value	Tax rate	Taxes per $1000 estimated value	Tax above or below average per $1000 of estimated value
			DAIRY FARMS				
Less than 20	4	$ 71,436	$ 11,275	$157.83	$.044	$ 6.94	$ — 8.42
20 — 29	16	179,514	46,575	259.45	.050	12.97	— 2.39
30 — 39	30	252,267	83,510	331.04	.043	14.22	— 1.14
40 — 49	15	123,707	53,560	432.96	.046	19.85	4.49
50 — 59	7	37,126	19,650	529.28	.042	22.44	7.08
60 and over	6	30,039	20,475	681.61	.047	31.83	16.47
Total	78	$ 694,089	$235,045	$338.64	$.045	$15.36	
			POTATO FARMS IN AROOSTOOK COUNTY				
Less than 20	14	$ 445,074	$ 72,849	$163.68	$.063	$10.31	$ — 5.56
20 — 29	60	1,592,169	392,395	246.45	.061	15.10	— .77
30 — 39	36	744,932	253,652	340.50	.058	19.73	3.86
40 and over	6	95,659	41,517	434.01	.057	24.71	8.84
Total	116	$2,877,834	$760,413	$264.23	$.060	$15.87	
			POTATO FARMS IN CENTRAL MAINE				
Less than 20	1	$ 13,093	$ 2,300	$175.67	$.050	$ 8.71	$ — 9.40
20 — 29	7	72,236	17,488	242.10	.054	13.08	— 5.03
30 — 39	2	34,264	11,800	344.38	.044	15.21	— 2.90
40 — 49	5	59,552	26,950	452.55	.053	23.81	5.70
50 and over	3	20,894	12,300	588.69	.051	29.91	11.80
Total	18	$ 200,039	$ 70,838	$354.12	$.051	$18.11	
			POULTRY FARMS				
Less than 20	1	$ 4,028	$ 700	$173.78	$.053	$ 9.19	$ —12.48
20 — 29	4	23,698	5,475	231.03	.053	12.28	— 9.39
30 — 39	4	17,159	6,095	355.21	.053	18.82	— 2.85
40 — 49	9	33,068	14,525	439.25	.052	23.01	1.34
50 — 59	4	10,186	5,500	539.96	.052	28.27	6.60
60 — 69	3	9,274	5,780	623.25	.051	31.70	10.03
70 and over	3	6,853	5,000	729.61	.053	38.67	17.00
Total	28	$ 104,266	$ 43,075	$413.13	$.052	$21.67	