

Poll Tax. California, in harmony with the new constitutional amendment, enacts an alien poll tax of \$10 upon all alien males in the state between the ages of twenty-one and sixty years. Certain defectives are exempt from the tax.

Iowa reduces the poll tax, outside of municipalities, from \$6 to \$5 and authorizes the township trustees to permit the working out of the tax by two days labor in lieu of a money payment. Municipalities are authorized to require payment of a poll tax of not to exceed \$5; the tax was formerly \$1.50.

Rhode Island extends the poll tax law to include women and increases the previous tax of \$1 to \$5. Vermont provides that the poll tax shall apply to both men and women and lowers the previous rate of \$2 to \$1.

Washington adopts a new method in imposing a poll tax. The rate of the tax is \$5, four-fifths of which goes to the state and one-fifth to the county. Employers are required to deduct the tax from the wages of employees who fail to pay the tax and the employer, for failure to do so, becomes directly liable. The tax is made a lien upon the real and personal property of the taxpayer. Jurors and witnesses are required to exhibit receipts showing payment of such tax before receiving their fees.

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Budgetary Legislation in 1921. There have been no unusual developments in budget making during 1921; the three new states adopting the system, Indiana, Missouri, and Florida, have followed the established patterns. The tendency toward centralization of responsibility in the governor is evident in the increased supervision over finances in almost every law. Reluctance, however, to give him any real power over various items is obvious in the provisions which require the legislature to consider his recommendations, but do not compel it to abide by his findings. In Nevada the legislature has not been permitted to increase the governor's recommendations but may reject or decrease any item. In the 1921 session, this provision was repealed, making the budget advisory only. Again in Indiana, a constitutional amendment, submitted to the people in September, 1921, empowering the governor to veto items of an appropriation bill, was defeated by a majority of 18,525. On the other hand, the new constitution of Nebraska contains, in the article establishing an executive budget, a

clause permitting increases of items over the governor's recommendation only by a three-fifths, majority vote of each house, and takes from the governor the power of vetoing items so increased. As a result of the adoption of this constitution, all former budget laws have been repealed and a new one enacted. The budget is compiled in the department of finance from estimates submitted by all departments and institutions; after investigation and hearings the director of the department may recommend changes; the budget is then submitted to the governor who may investigate further and change any item. The three-fifths majority clause is incorporated into the law. Closer than usual is the control over expenditures here provided for. The department may investigate at any time as to whether appropriations are being economically used. Before any money becomes available quarterly estimates must be approved by the governor.

Administrative Reorganization. The new administrative code of Ohio provides for a department of finance as one of the eight departments created thereby, with a head appointed by the governor with consent of the senate: the department is in charge of all financial transactions except those of the legislature and judiciary, and compiles the budget from estimates submitted. A division of purchase and printing as well as a division of budget is included in the organization of the department.

A similar reorganization in Washington has resulted in the departments with heads appointed by the governor and the senate, and nine ex-officio administrative committees, the budget being prepared by the finance committee and the department of efficiency. The department is empowered to survey all public offices and institutions with a view to their more economical administration and is instructed to compile daily expenditures of these departments from which the basic statement for the budget is prepared. The budget is referred to the finance committee (formerly called board of finance) composed of the governor, the treasurer and the auditor. Their duties relating to the budget have been unchanged. The important feature in the new system is the further concentration of power in the hands of the governor.

New Laws. Of the five states to enact new laws for budget systems, the experience is new in Indiana, Missouri and Florida. Missouri has created a department of budget which in addition to the compilation of the budget has the duties of the former tax commissioner and has supervision over purchasing and printing. The department is headed by a commissioner of budget appointed by the governor and the senate.

It is divided into two bureaus: a bureau of purchase, having control over state printing as well as purchasing done by nonelective state officers and departments, and a bureau of taxation and estimate. In compiling the budget, the commissioner is empowered to investigate the organization of departments and make recommendations for more efficient administration. Requests from each office are submitted unaltered by him to the governor together with his own estimates. The governor then submits to the legislature the budget embracing these recommendations.

Florida has passed an act creating a budget commission and establishing a budget system for all state expenditures.

For the last two sessions of its legislature, Delaware has had an executive budget. A joint resolution in 1917, provided that the appropriations for that year be made according to a plan outlined in the resolution. The same method was followed in 1919 but without legal authority. In 1921, the features were embodied in a law, the essential points of which follow: Estimates are submitted directly to the governor by all departments. These are subject to his revision except those submitted by the legislature and judiciary. After public hearings the governor may revise the estimates giving reasons for his revision, which are submitted to the general assembly with the printed budget. Hearings and revision take place before the legislative appropriation committees, where all items may be revised except those relating to state debt. The legislature is not permitted to consider any appropriation measure until the budget is passed and must give it precedence over all other legislation after the fiftieth legislative day.

The fourth new law is in Indiana. The constitutional amendment establishing a budget system, passed in 1919 and referred to the 1921 legislature for reconsideration, was not repassed, but in its place a law was enacted. The method adopted provides for the preparation of the budget by the state examiner of the state board of accounts, an office already in existence, filled by an appointee of the governor. Requests of the various departments are filed with him from which he compiles the budget for submission to the governor, containing the requests and his recommendations on each item.

In New York the executive budget has been abolished and a new board of estimate and control created. This board is composed of the governor, the chairmen of the two legislative appropriation committees and the comptroller. The budget of the legislative budget committee which has been in existence since 1916 is continued. Requests for

appropriations are addressed by the departments to both the new board and the old committee and both bodies compile from them their estimates of necessary appropriations. The new board is given great authority over the administration of departments. It is empowered to investigate and to compel changes in the organization of work, unless statutory provisions prevent it, which in its opinion will make for greater efficiency. In the light of this investigation the board's budget will be compiled and submitted to the budget committee which is supposed to consider it in its final report. In addition to budgetary duties the board has power over state purchasing and printing and the disposition of personal property of the state. The board received a lump sum appropriation for its activities and all its employees are exempt from civil service rules.

Budget Law Amendments. New Mexico has included existing budget provisions in the recodification of its tax laws. The same provisions with the power of the legislature to increase items curtailed will be submitted this fall as a constitutional amendment.

In Idaho a bureau of budget and taxation in the governor's office assumes the duties of the department of finance thus bringing all procedure more directly into the hands of the governor although the commissioner of finance is also appointed by the governor. Power of investigation as to efficiency is given to this new budget bureau.

California has a new department of finance with a division of budgets and accounts which prepares a budget without definite legal authority. The final approval lies with the established board of control, a board of three appointed by the governor, which is made the head of the department of finance.

Utah also has a department of finance supervising financial activities and state purchasing. The head of this department is appointed by the governor. Among its duties is the preparation of a biennial budget for submission to the governor. Details of preparation are omitted from the law. The board has close control over department expenditures.

Michigan has transferred existing budget powers from the budget commission, which is abolished, to a state administrative board composed of the governor, the secretary of state, the treasurer, the auditor-general, the attorney-general, the highway commissioner and the superintendent of public instruction. In addition to budgetary duties the new board has a supervisory control over all administrative departments, purchasing and state construction.

The Oregon budget formerly prepared by the secretary of state is now given to the state board of control composed of the governor as chairman, the secretary of state and the treasurer. The actual work of compilation remains with the secretary of state but the recommendations on items are made by majority vote of the board. It is only an advisory document when printed.

Among the minor changes in the various states, that of North Carolina is most interesting and unusual. It gives to the minority party a representative on the budget board. The board now consists of the governor, the chairman of the legislative finance committees and a member of the minority party, a legislator, appointed by the governor.

Minutes of the South Dakota budget board until now have been open to public inspection at all times. By a 1921 law they need not be made accessible until after the budget has been transmitted to the legislature. The same law provides for meetings of the board before special sessions of the legislature and at the governor's call. Montana's amendment gives more power to the compiling board, permitting it to include its recommendations in its budget instead of being a mere compilation of requests as before.

Local Budgets. Both county and city finances have received some attention. A system of commission manager government for Wyoming cities of over 1000 population has been established, including an itemized budget compiled in the department of finance for guidance of the commission in its appropriations. Publication of the commission's appropriation bill with a parallel comparison with the preliminary estimates gives the necessary publicity. Kansas requires boards of education in cities over 95,000 to prepare an itemized budget before making tax levies and requires expenditures to be as defined in the budget.

Oregon has passed a comprehensive local budget law requiring the preparation of a budget by all municipal corporations, meaning all public corporations having power to levy taxes. The itemized budgets contain the estimated revenue as well as the estimated expenditures, and form the basis of the tax levy. The preparation of the budget is done by budget committees, the same size as the local levying boards, composed of citizens not employed by any municipal corporation. Publicity is provided and public hearings are permitted.

Nevada, already requiring budgets from cities and most of the tax-levying bodies within the state, has added county high school and educational districts to the number.

In addition to Oregon which includes counties in its local budget law, New Mexico, Montana and Arizona have strengthened their county finances by requiring budgets. County commissioners of New Mexico are required to submit budgets to the state tax commission which is authorized to investigate and revise all items. When finally approved, the budget is returned to the county commissioners and is binding on them in all instances. County commissioners are also compelled to make preliminary estimates for the expenditures of road and bridge funds to assure a fair distribution in all parts of the county. County officers of Montana are required to submit their estimates of expenditures, and at an advertised time the board of county commissioners revise and approve the estimates, giving opportunity for hearing to all interested people. Expenditures are limited by this budget, as finally approved.

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NOTES ON MUNICIPAL AFFAIRS

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The New York City Election. Four years ago on January 1, John F. Hylan became mayor of New York City, having overwhelmingly defeated Mayor John Purroy Mitchel, candidate for reelection on the fusion ticket. Mayor Mitchel was known throughout the country as the man who had given New York an honest and efficient administration; he received during his campaign the cordial support of the great newspapers with the exception of those under Mr. Hearst's control; hence it was but natural that the people of the country in general, and editors of newspapers and magazines in particular, should shake their heads dubiously when the voters of our largest city decisively rejected Mitchel in favor of Hylan, protégé of Hearst and candidate of Tammany Hall. Was it possible to retain faith in popular government in the face of a result such as this?

Naturally, Mr. Hylan's administration was closely watched by many voters of the city who expected to find not only inefficiency but also gross corruption. The newspapers remained generally hostile to the mayor. When he was not ridiculed and pictured as a bungler he was accused of sinister purposes. His appointments were often condemned. It was said that he appointed Tammany politicians and personal friends to office. Of course in doing so he was merely following a well-established American custom.

New York, like many other cities, has had considerable difficulty in its dealings with public utility corporations. When the war came prices rose enormously. Transportation companies, formerly paying large dividends, now confronted with rising costs, made demands for increased fares. The mayor and his colleagues rejected all such proposals. They were blamed for failure to work out definite plans for the solution of the transportation problem and were frequently called obstructionists. The fact remains, however, that while in many cities car fares were increased and in some doubled, in New York the fare is still five cents. The great majority of the people believe that the mayor's stand is responsible for this.