

what would be a broader and better conception of the divisions of representative government. Under our present scheme we are fast approaching a condition of invisible government, which is much to be deplored. As I understand it, invisible government consists of a division of its administrative functions into such small parts that it is hard to see or identify responsibility. There should be centralization of authority. The Executive should be given more and complete powers in the exercise of Executive functions and be held accountable for their proper, just and reasonable use. The Legislature should be granted the broadest possible powers of legislation, and limited only by the guarantee of fundamental human rights. The judiciary should not have imposed upon it any executive or legislative functions, even by implication, but should be kept free to exercise its judicial powers in the full protection of the civil and political rights of individuals.

Many of the important Boards of the State, such as the Public Service Commission, the State Tax Commission, the State Board of Health, the Bureau of Statistics and Information, the Live Stock Sanitary Board and the Bureau of Immigration, will make full and detailed reports of their operations for the year ended December 31, 1915, copies of which will be promptly furnished you. It, therefore, seems unnecessary that I should especially call your attention to them, realizing that when the reports of these separate bodies are placed in your hands, they will receive that careful consideration to which they are entitled.

Respectfully submitted,

PHILLIPS LEE GOLDSBOROUGH,
Governor of Maryland.

ANNAPOLIS, MARYLAND,
January 5, 1916.

[Which was read.]