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Inaugural Address of Henry B. Cleaves to the Legislature of the State of Maine, January 3, 1895

Henry B. Cleaves

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ADDRESS

OF

GOVERNOR CLEAVES.

JANUARY, 1895.

INAUGURAL ADDRESS

OF

HENRY B. CLEAVES

TO THE

Legislature of State of Maine

JANUARY 3, 1895

Henry B. Cleaves.

AUGUSTA
BURLEIGH & FLYNT, PRINTERS TO THE STATE
1895

ADDRESS.

Gentlemen of the Senate and House of Representatives:

By the suffrages of the people, the legislative authority of the State has been committed to your care. That the power will be wisely exercised, in the interest of good and progressive government, is the confident expectation of those who have conferred on you these important responsibilities.

STATE FINANCES.

The financial condition of the State, as shown by the excellent report of the State Treasurer, is most gratifying. The receipts from all sources for the year ending December 31, 1893, including the balance in the treasury January 1, 1893, were $2,169,598.35. The disbursements during that time were $1,833,881.71. The receipts for the year ending December 31, 1894, including the balance in the treasury January 1, 1894, were $1,986,689.01. The disbursements during the year were $1,528,493.16. There was a balance in the treasury on the first day of January, 1895, of $458,195.85.

Without special reference at this time to our financial history and the valor and patriotism of our people during the war for the preservation of the Union and the years that closely followed, it will be observed that the net indebtedness on the thirty-first day of December, 1874, after deducting the amount in the sinking fund, was $5,570,876, nearly all of which was incurred for war purposes, and on which amount the annual interest charge was $334,252. During the follow-

ing twenty years there was paid on this debt $3,167,876, reducing the bonded indebtedness of the State, on the thirty-first day of December, 1894, to $2,403,000, and reducing the annual interest charge from $334,252 in 1874, to less than $76,000 at the present time. This excellent financial history marks the intelligence and wisdom of our people and their representatives.

The outstanding bonds of the State, bearing interest at three *per centum*, command a premium. Our cities and towns, in making their temporary and permanent loans, are negotiating their securities on a four *per centum* basis, and in many instances for less. The bonds of the State and of her municipalities are among the choicest investments, and are in quick demand, not only by our own people, but throughout the financial centers of New England and the Middle States. The high financial credit of our State and of her various municipalities rests upon a permanent basis, and will be secure in the future under the operation of existing constitutional provisions, limiting the obligations to be incurred by the State, and placing a restraint upon the power of our municipalities to create an indebtedness beyond the limit expressed in the Constitution. It is undisputed that these judicious constitutional safeguards are the underlying forces that give us our great financial strength and stability, and permanency in the high values that attach to our securities.

TEMPORARY LOAN.

There was outstanding against the State on the first day of January, 1893, a temporary loan of $300,000 that had existed for several years. This loan had reached the constitutional limit of the power of the Legislature to create indebtedness, except for suppressing insurrection, repelling invasion or for purposes of war. Not only our financial credit, but a safe and conservative monetary policy for the future, required that this loan should be paid, and paid from our receipts without increasing State taxation. This imperative necessity was

upon us, and some deserving measures, requiring appropriations of money at the last session of the Legislature, were compelled to yield to this demand.

I am pleased to state to you and the people, that during the past two years the entire temporary loan of $300,000 has been paid from the receipts of the treasury. In addition to this, $103,300 has been paid from the treasury during that time on our bonded indebtedness, thus reducing the State debt during the years 1893 and 1894, $403,300, and our interest charges not less than $17,000. On the first day of January, 1895, as before stated, the unexpended balance in the treasury was $458,195.85; more than sufficient to meet all our outstanding current liabilities.

STATE TAX.

The State tax for the year 1893, was two and three-fourths mills on a dollar. The levy for 1894 was on a basis of two and one-half mills, making a reduction in the State tax for the past year, of $77,634. From a careful examination I am satisfied there will be a decrease in our receipts the present year, from the various sources of revenue outside of the direct tax levy; and you may find, as the session progresses, that the necessary expenditures of the State government will require a levy for 1895, nearly equal to the reduced assessment of last year. I can, however, safely recommend that for the year 1896, the State tax be reduced by you to two mills on a dollar. On the revised valuation this rate would reduce the tax to be levied for State purposes, on the cities and towns for 1896, $162,239.16; and with other receipts would still yield sufficient revenue to meet all necessary requirements.

Upon this basis there will be a tax of only twenty cents on every one hundred dollars of the assessed valuation of the property of the State, and one-half of this, under a statute that has existed for more than twenty years, will be devoted solely to school purposes. Deducting this school tax, which

is distributed to aid in maintaining our schools, the rate of taxation for the support of the State government will be only ten cents on one hundred dollars; the *lowest rate of taxation* for that purpose, that has existed since Maine was admitted into the American Union as an independent State. This can easily be accomplished and every need of the State properly provided for. If a gradual reduction of the State tax is continued by judicious legislation, it will in the future be a comparatively light charge upon the people.

MUNICIPAL TAXATION.

The Legislature has imposed upon cities and towns the necessity of fulfilling certain public duties, and has conferred upon them the authority to raise and appropriate money therefor. Under our system of government they must construct and maintain roads for the convenience of public travel, they must provide for those who fall into distress, and relieve them from want and suffering, they must aid in establishing and maintaining public schools, and are charged with many other important public trusts. The welfare of society depends upon a proper execution of the duties imposed. The performance of these obligations requires taxation, and the principal portion of all taxes levied upon the inhabitants of the various cities and towns in the State, is for the purpose of maintaining their city and town governments, and of fulfilling the duties they owe to the public. The assessment of taxes to raise money to be expended for these necessary purposes, will continue in some form, as long as the government exists.

The theory of our law is that all our citizens shall bear, according to their ability and means, a just proportion of the burdens necessary for defence, for the support of our institutions, and for any other public purpose. It is recognized, that taxation does not always fall with perfect equality upon every citizen. It will be found difficult to devise a system that in its practical operation, will accomplish this desirable result. As stated by a distinguished Chief Justice of the

United States Supreme Court: "Absolute equality in taxation can never be attained. That system is best which comes the nearest to it. The same rules cannot be applied to the listing and valuation of all kinds of property; railroads, banks, partnerships, manufacturing associations, telegraph companies, and each one of the numerous agencies of business which the inventions of the age are constantly bringing into existence, require different machinery for the purposes of their taxation."

Before any radical changes shall be made in our methods of valuation and taxation, it will be the duty of the Legislature to give the subject the most careful and exhaustive investigation, considering in advance the effect of any proposed laws. It has been the policy in the past, to pursue a course of legislation on this question that would promote and advance the agricultural, the industrial, the commercial and mechanical interests of the State. A policy that would invite capital to aid in the development of our great resources, and not repel it or drive it from us. Let thorough investigation, deliberation and conservatism, with a due regard for the best interests of the State, govern your efforts upon this topic.

The report of the State Board of Assessors calls to your attention the propriety of amending our laws relating to the taxation of several classes of property; of amending the law relating to taxation of collateral inheritances, and urges greater uniformity in assessors' books. The recommendations made by the State Board involve no radical legislation, and are in harmony with the wise policy heretofore pursued by the State.

AGRICULTURE.

When we consider that there are sixty-five thousand farms in Maine, containing 6,552,578 acres, and of an estimated cash value of $102,557,615, producing farm products in 1893 of the value of more than twenty-two million dollars, we can fully appreciate that this great interest should never have a secondary place in our efforts to advance the prosperity of the Commonwealth.

The State Board of Agriculture, organized and endowed for the purpose of holding farmers' institutes, has been unusually successful in its work, and its meetings have been more fully attended during the past two years, and greater interest has been manifested than ever before. We have two State Agricultural Societies, one State Pomological Society, and over fifty county and town agricultural societies, paying out annually more than $73,000 in premiums. Throughout the State, organizations of the Grange are quickening the public mind, and inaugurating advanced and improved methods in agriculture, which will surely lead to a higher prosperity, and more productive results to the husbandman.

The Secretary of the State Board informs me, that at no time since he became familiar with our agriculture, has it shown such unmistakable signs of progress as are now apparent. While during the past year many branches of business have been depressed, in agriculture it has been a year of more than usual productiveness.

A good market, easy of access by rail or convenient roads, is one of the important elements in the advancement of the farming interests of the State; and continued harmonious combination of effort on the part of our industrial, agricultural and other interests, will be beneficial to all.

The investment of capital in the development of our vast water ways, the erection of new mills and manufactories, the creation of new industries, opening up a wider field for the employment of labor, will create new homes, build up communities, and establish a permanent home-market for the products of the farm. Diversified industry will encourage our agricultural progress and make us stronger, greater, and more powerful as a State. All of these important interests, upon which the well being and prosperity of so many people depend, should have a *full measure* of attention at your hands.

The protection of the live stock of Maine against contagious diseases is of great importance, and any neglect of this duty may entail upon the owners very large losses. The appropri-

ation for this purpose for the past few years has been insufficient to meet the expenditures that were necessary to properly guard this interest and fully protect the public health. The sum appropriated having been exhausted in July last, the Governor and Council authorized the Commissioners to expend an additional sum of $1,000 in carrying forward their necessary work, which amount has been paid from the treasury.

We are now appropriating large sums of money to protect our fish and game, and certainly we should not neglect to make an adequate appropriation for the protection of our herds and flocks.

EDUCATION.

Education is the great bulwark of defense, stronger than standing armies and the most powerful navies. It directs public sentiment in the paths of peace, right and justice, is the foundation of pure and good government, and the enemy of wrong and oppression. The organic law of the State recognizes that a general diffusion of the advantages of education, is essential to the preservation of the rights and liberties of the people.

A State tax of one mill on a dollar is annually assessed for the support of our common schools. In addition to this, one-half of the savings bank tax is devoted to the same purpose, as well as the interest on the permanent school fund, making the aggregate amount appropriated by the State for common school purposes, for the school year ending April 1, 1895, $541,599.14. There is deducted from this fund an appropriation of $27,200 for teachers' meetings, normal and training schools. The balance of $514,399.14 is distributed among the several cities, towns and plantations by the State Treasurer, according to the number of scholars as the same shall appear from the official returns made to the Superintendent of common schools, for the preceding year. In 1894, two hundred and eighty-five towns and plantations received from the State a larger

amount, in the form of school money, than their entire State tax; the cities and larger towns contributing to this fund.

The State has also expended during the past year, $97,640 for free high schools, academies, industrial schools and other educational purposes. The entire expenditures for the school year, from State and municipal funds, for our common schools, were $1,501,180; and from the same sources the sum of $257,207 has been expended for free high schools and other educational work, making a grand total for the year of $1,758,387. It is a proud record of devotion to our common schools, and they should be sustained and guarded by our people for the future honor and greatness of our State.

The valuable and interesting report of the State Superintendent of Schools will be presented to the Legislature.

The superior educational advantages of our colleges and other advanced institutions of learning, have received deserved recognition from all sections of our country. Our normal schools, academies and free high schools, are aiding in our educational progress as a people, and theirs is a grand example of successful work.

In this connection it is my duty to call your attention to the demands for an additional school building at the State Normal School in Farmington, and I recommend an appropriation therefor. The attendance is constantly increasing, and the existing structure does not afford sufficient accommodations; unless remedied the efficiency of this State institution, in its educational work, will be impaired.

The dormitory of the State Normal School at Gorham, was destroyed by fire during the past year; and it will be your pleasure to give due consideration to the recommendation of the Trustees, relating thereto.

EDUCATION OF THE DEAF, DUMB AND BLIND.

For several years the State annually appropriated twenty thousand dollars for the education of the deaf, the dumb and the blind. In 1893, this appropriation was reduced to fifteen

thousand dollars. In view of the increased number desiring the advantages of this special training, that sum will be inadequate to properly provide in the future for the free education of these unfortunate children.

A school for the instruction of the deaf and dumb was established at Portland in 1876, commencing with three pupils. At the present time fifty-five children are being educated at this excellent and progressive institution, under the supervision of the accomplished principal, Miss Taylor. Several scholars are attending the American Asylum at Hartford, Connecticut, the oldest school for the deaf and dumb in the country. Great advancement has been made in the Portland school within the past few years, and the pupils are making admirable progress. Heretofore no opportunitie were given them for mechanical and industrial training, but at the opening of the fall term such benefits were conferred. These beneficiaries of the State, gathered together as one family among our own people, excite the deepest interest; and I am confident you will not hesitate in providing means that will enable them to receive the training and instruction that will open up to them a new and brighter life.

A suitable home should be established, where these little helpless children, during their school years, may be constantly under the care and guidance of the teachers of the school. The cost of a building adapted to this purpose, would be comparatively light.

The State is educating twenty-one blind children at the Perkins Institute, South Boston, Massachusetts. Suitable provision must be made for their future welfare. I think an annual appropriation of $22,500 is necessary for the education and care of the deaf, dumb and blind. Any unexpended balance of the appropriation for this humane object, will be covered into the treasury.

The amount of funds received for school purposes is rapidly growing, having increased during the past five years from $416,619.13 to $541,599.14; and it will continue to

enlarge in the future. The expenditure for the deaf, dumb and blind is purely for educational purposes, for the benefit of school children of our State. It seems just that the appropriation for their education should be a charge upon the school fund and paid from that source, and not be appropriated from sums received by taxation for general purposes. I believe every municipality in the State would cheerfully recognize the propriety and justice of such legislation, permitting these children to share in the general fund set apart for educational purposes.

LABOR.

The cause of labor should always receive the highest consideration at the hands of the legislative branch of the government. Ameliorating laws have been enacted in the past, and no effort should be spared in the future to conserve and promote this great cause. Friendly relations should be maintained between the employer and employed, a spirit of confidence and good will should be fostered, for *industrial peace* is the strongest promoter of the welfare of labor and the State.

We are being constantly warned that a great danger threatens our free institutions and the well being of the industrial workers of our country, by the tide of immigation that is flooding our shores.

We welcome the industrious immigrant, who comes as a friend and not as an enemy of the Republic; who comes for the purpose of making a home and becoming a good, law-abiding citizen, ready to uphold the Constitution and laws in times of peace and defend their majesty in time of war. We had a conspicuous illustration, from 1861 to 1865, of the loyalty and devotion to our flag of the adopted citizens of our country, and they were found in almost every regiment and brigade of the Union Army. A different class are now seeking our land from foreign countries. The civilized society of America should not tolerate the presence of anarchists and nihilists who come as the destroyers of our institutions, and who would substitute rioting, violence, lawlessness, bloodshed and anarchy for good government.

STATE INSTITUTIONS.

I have visited the various institutions of the State, and find them in good condition. The reports of the Trustees and Superintendents, of the Boards and Commissions established by the State, will be transmitted to you, and your attention is invited to the recommendations and suggestions contained in the same.

STATE COLLEGE OF AGRICULTURE AND MECHANIC ARTS.

The State College of Agriculture and Mechanic Arts is a part of our free educational system, and its claims upon the State should be recognized. The law of Congress, under which the College was endowed, provides that its leading object shall be to teach such branches of learning as are related to agriculture and mechanic arts, and without excluding other scientific and classical studies. This institution offers an opportunity for a practical and advanced education, at a reasonable cost. The attendance during the past two years has steadily increased, and the number of new students in 1894, was more than double that of the preceding year.

A new course in electrical engineering has been established, enabling our young men to gain a systematic training in the use of electricity, which is destined in the future to bear an important part in the development and utilization of the immense water power of the State for manufacturing and other purposes.

Instruction in pharmacy has also been introduced, and two courses established. In addition to the full course in agriculture, shorter courses have been arranged to meet the convenience of those desiring instruction in this important branch, but who are unable to devote the time for a full course.

The General Government also requires that instruction in military science shall be given, and in October last an encampment was held by the students at Portland. They

exhibited marked proficiency in drill, thorough discipline, and their gentlemanly bearing won the commendation of thousands of citizens who had an opportunity to observe them while in camp. This department is under the direct supervision of Lieut. Mark L. Hersey, U. S. Army, who in addition to his duties at the College, has rendered valuable service to the Maine National Guard.

REFORM SCHOOL.

Two thousand one hundred and two boys have been admitted to the Reform School since its establishment. The number in the school December first, 1894, was one hundred and forty. The State should not treat this as a penal institution alone, but as a branch of the educational work of our State. Many of the inmates are of tender years, whose young lives have never been blessed with the kind and refining influences of a happy home and a devoted mother and father. Many of them when arrested and arraigned before the magistrate, had no conception that they had committed any wrong or any crime against society. Here they are receiving a moral, intellectual and industrial training, which will fit them for useful employments and good citizenship.

The superior advantages of the cottage system have been fully demonstrated; and the institution should receive a cordial support.

THE INSANE.

That there may be no misapprehension as to my views relative to making appropriate provision for the insane, you will allow reference to a former communication, addressed to the Legislature in 1893, upon this important subject, wherein it was stated: "The insane are entitled to the special care of the State. Their lot is the saddest that can befall humanity. To the great credit of our State, you have never reluctantly or stintingly bestowed your public favor upon this unfortunate class, and we should continue to make appropriate provision

for their care. Many, with proper treatment, can be restored to their families, to society and activity in the business world. The incurable should have the kindest restraint consistent with public safety."

At the last session of the Legislature, two committees of that body, the Committee on Finance and the Committee on Insane Hospital, acting jointly as a *special committee*, had this subject under consideration and were practically unanimous in their decision that additional accommodations should be provided for the insane. Two reports were made to the Legislature by this committee; in the final report a majority recommended an appropriation of $150,000 to erect a new hospital at Bangor, and a minority recommended an appropriation of $110,000 to be expended in adding two new buildings to the hospital at Augusta.

Under a resolve of the last Legislature directing the Governor and Council and the Trustees of the Insane Hospital "To ascertain the exact number of idiotic and demented persons now in the hospital, and to report their condition, and to further examine into the expediency of constructing additional wings or buildings, and the cost of the same, for the accommodation of the above classes, on the grounds of the Maine Insane Hospital, in Augusta, and report to the next Legislature," Ex-Governor Frederick Robie, of Cumberland county, Honorable F. M. Simpson, of Penobscot county, and General R. B. Shepherd, of Somerset county, were appointed a committee to investigate, consider and report upon this subject.

The resolve, under which the committee acted, related solely to the present hospital, and the result of their inquiries will be submitted to you. The investigations have been exhaustive. While the report suggests "That two additional wings of the same style and character of those already constructed could be erected and connected thereto by corridors," or, "That new buildings could be constructed on the grounds of the hospital, at Augusta, of sufficient capacity for the care of the present existing surplus at said hospital," no opinion

is expressed as to the advisability of adopting either of such methods, nor is any recommendation made; but the report of the committee leaves "the matter for the wise consideration of the Legislature, with the full belief that the best interests of the State will be conserved, and the large and ever increasing population of its insane will be humanely and benevolently provided for."

It is fully recognized that the present accommodations are inadequate, and the duty will devolve upon you to provide some measure of relief for the future. Controversies and disagreements as to the location where the insane of the State shall be provided for, should not result in withholding suitable and necessary provision for their care. Differences of opinion may naturally be entertained, discussions may arise, but I urge upon you the importance of reaching a harmonious and satisfactory decision.

The claims of the insane upon the State are such that you cannot regard the question entirely in an economic sense, but must consider what means will afford the best opportunities for the care and treatment of those upon whom this sad misfortune has fallen.

From the most impartial information I have been able to obtain, I believe the best interests of the insane would justify the erection of a new hospital. If upon full and thorough investigation you are in accord with this expression of belief, I recommend that a reasonable appropriation be made by the Legislature with this object in view, and that you appropriately provide for the beginning of the work of construction. The State owns a suitable site in Bangor, purchased some years since.

In dealing with a matter of legislation so important to those who cannot come here to present their cause, not only their welfare, but the interests of the State will be best subserved and promoted, by considering this subject entirely freed from and independent of, all other questions, as association with other measures may imperil the most deserving.

CRIMINAL INSANE.

Experience has fully justified the establishment, by the last Legislature, of a separate department at Thomaston, for the care of the criminal insane. No appropriation was made for the support of these patients for the years 1893 and 1894. The Warden of the prison has provided for their care, and it will be necessary for the Legislature to make provision for this expenditure, and for their future support.

STATE PRISON.

The condition of the State Prison will be fully shown by the reports of the officers having supervision of that institution.

INDUSTRIAL SCHOOL FOR GIRLS.

The bounty bestowed by the State upon the Industrial School for Girls, is for a worthy object. Its history affords numerous examples of the reclamation of young girls from unfortunate surroundings, who are now living useful and upright lives.

BATH MILITARY AND NAVAL ORPHAN ASYLUM.

The Bath Military and Naval Orphan Asylum on the first day of December, 1894, had forty-eight children under its care. The institution merits the favor of the State.

LIBRARY.

On a former occasion attention was called to the great advantages that would be secured to the cause of education, by the establishment of a free public library in every town in the State. There was some legislation at the last session, in this direction; and several of the cities and towns have granted aid to library associations, with the free use of the library to the inhabitants. During the past two years many new public libraries have been established, and there are now more than two hundred in the State.

The additions to the State Library, during the two years ending December first, 1894, were five thousand four hundred books and pamphlets. Many educational and public institutions are soliciting an exchange of publications, and the National government is supplying us with valuable works on special topics. The law department of the library has received large additions. The reports of the decisions of the highest courts of all the states, with three exceptions, and the English Equity Reports, are now complete. Full reports of the decisions of the Circuit and District courts of the United States have been secured, and also the codes and statutes of many of the states.

LAW DEPARTMENT.

The result of the prosecutions instituted in behalf of the State in the different counties for violation of our laws, and the condition of the civil business of the State under the charge of this important department, will be found in the report of the Attorney General.

SAVINGS BANKS.

The report of the State Bank Examiner shows a gratifying condition on the part of our savings banks, trust companies, loan and building associations. The entire resources of the fifty-one savings institutions on the twenty-fourth day of November, 1894, were $57,761,918.46. The increase of deposits during the past year was $1,269,914.38. The gain in number of depositors was seventeen hundred and eighty-two.

LABOR BUREAU.

An investigation of the summer resort business of the State was made by the Commissioner of the Bureau of Industrial and Labor Statistics in 1893, by direction of the Legislature; and the results are most interesting and satisfactory. The report for 1894, has reference to our various industrial interests, and contains statistics and information of great value.

RAILROADS.

The report of the Board of Railroad Commissioners will inform you of the superb condition of our railroad system.

FISH AND GAME.

The State has expended during the past ten years more than one hundred and twenty-seven thousand dollars in the restoration, encouragement and protection of its fish and game. The time is approaching when more protective legislation must be enacted, and greater vigilance exercised, if this great public interest is to be properly cared for in the future. Numerous and well grounded complaints have come to me during the past year, of the wanton slaughter of our large game, and the illegal taking and destruction of food fish in our waters. The remedy will not be found in more stringent legislation, unless proper provision is made for its enforcement.

The sea and shore fisheries of the State are an important industry, giving employment to more than fifteen thousand people. With necessary legal restrictions, constantly enforced, they may be preserved for the future. It is claimed by many that the amount appropriated by the Legislature for the protection of this branch of our fishing interests, is disproportionate to the amount appropriated for the protection of our inland fisheries. Evidently the sum is inadequate to enforce, along our extended line of sea coast, the provisions of law guarding this industry. The entire subject of properly protecting our fisheries and game is worthy the earnest efforts of the Legislature.

IMPROVED HIGHWAYS.

Some well considered policy should be adopted for the improvement of our highways. Our excellent railroads furnish rapid and easy methods of transportation for passengers and freight, and improved carriage roads would afford addi-

tional facilities and further aid in the development of the State. There seems to be an earnest sentiment for some recognition by the Legislature of the growing demand for improved highways. It is a subject in which many people are taking a great interest. It is claimed that under a well regulated and uniform method of expending the money now appropriated, with the advance already made in road construction, our highways could largely be improved without any material increase of taxation. If the State is to inaugurate a permanent system of road improvement, the subject should have thorough and careful investigation by men of experience, in order that the wisest course may be determined upon; otherwise we may involve ourselves in a system of internal improvements more burdensome than the people would care to bear. The subject should receive your careful consideration.

FIRE INSURANCE.

Our people are largely dependent upon foreign fire insurance companies to do their fire underwriting, and the average annual tax paid by these companies to the State amounts to sixteen thousand dollars. It appears by the last report issued by the Insurance Department of Maine, that the entire amount of risks written in the State for the year 1893 was $109,881,591, and more than ninety-eight *per centum* was written by foreign companies.

The Legislature has continued to pass laws upon this subject until our statutes have become a mass of seeming contradictions, difficult of interpretation or comprehension; rates to the people for fire insurance have continually increased, fire losses are multiplying, and during the past two years, fourteen fire insurance companies, representing a capital of more than five million dollars, have discontinued their business in Maine and withdrawn from the State. It is estimated that the annual fire waste to our State is two million dollars. This destruction of values is of serious consequence to the material interests of the State. Numerous measures have been adopted by

several states, with good results, tending to reduce this vast and unnatural destruction of property, and securing to the assured cheaper rates and absolute indemnity for loss. The time has arrived when sufficient protection against fire cannot be obtained by our people, in sound insurance companies authorized to do business in our State.

The subject requires the careful attention and thought of the Legislature; and I call your consideration to the suggestions of the Insurance Commissioner, who has given the matter much investigation, and trust you will approach the questions involved with the greatest fairness, recognizing the importance to our people of sufficient and sound insurance at fair rates.

SHIPPING.

American ships for the American merchant marine, will aid our ship building industry, give encouragement to American ingenuity and skill, employment to our labor, and preserve our independence as a nation. We should neither be dependent upon foreign nations for our navy nor for the ships comprising our merchant marine. Maine has occupied a conspicuous position in the building of the American navy, and the first steel sailing ship built in America was launched the past year, from a Maine ship yard, bearing the proud motto of our State. It is confidently asserted by many of our leading ship builders and ship owners, that if our Government shall retain for this industry the protection accorded by our wise navigation laws, Maine in the near future will be producing as much iron and steel tonnage as she has heretofore of wood.

We may well view with alarm the proposed free admission to American registry of ships built in foreign countries, for it must be detrimental to our State, and to the shipping and business interests of its citizens.

An expression from the Legislature to the Congress of the United States upon a subject so vital to the State, will be appropriate.

In this connection allow me to call your attention to the method of taxation applicable to shipping. A comparison of the taxes levied by our State, with those levied by the leading maritime nations of the world and some of the states of the American Union upon this industry, will impress upon you the propriety of placing this great interest on an equality with similar property in other localities, and thus enable our ship owners to meet the competition which lower rates of taxation in those communities afford.

THE NATIONAL GUARD.

I commend the National Guard for its excellence and efficiency. Recognizing the importance of placing the military organizations of the State on a more permanent basis, the Legislature of 1893, authorized the Governor to appoint a commission to revise and consolidate the laws relating to our military forces. The commission appointed consisted of General Selden Connor, General John Marshall Brown, General Samuel D. Leavitt, General Winfield S. Choate and Colonel Victor Brett; the result of their faithful and valuable services is embodied in the provisions of Chapter 266 of the Public Laws of 1893.

There has been practically a reorganization, during the past two years, and the National Guard now consists of two regiments of infantry, of eleven companies each. The law contemplates that each regiment shall be composed of not less than twelve companies; but this desirable object could not be accomplished without exceeding the appropriation, which was not deemed advisable. A successful encampment was held at Augusta, in August last, highly creditable to the officers, the men and to the State.

Captain Charles B. Hall of the United States Army, was detailed by the Secretary of War, for duty in the State, and rendered three months efficient service. In his report to the War Department, he gives deserved recognition of the great improvement in the National Guard during the past two years.

The military organization is composed of active and intelligent young men, devoted to the service, and is entitled to the support of the State.

I recommend that the regular appropriation for the support of this branch of the service be made equal to one-tenth of a mill on the valuation, instead of one-twelfth, as now provided. An increase in the appropriation for military purposes will be necessary if we are to maintain an efficient National Guard.

While we can rely upon the intelligence and sound judgment of the people of Maine to preserve good order and the public peace, yet, should any unfortunate conditions arise, demanding the services of armed troops, we should be prepared to act promptly and effectively. The National Guard of Maine can be relied upon in any emergency.

The able report of the Adjutant General, will give you complete information of the condition of this important organization.

THE VETERAN SOLDIERS.

During the years that have intervened since the close of the great conflict for the preservation of the Union, the soldiers of Maine who participated in that struggle, their widows and orphans, in their hour of need, have had the protecting care of the State. The people are still loyal to the assurances then given, and will continue to recognize the services rendered and the sacrifices made by those gallant men. The usual appropriation for this purpose for the past few years has been from sixty thousand to sixty-five thousand dollars annually. It is paid out through the municipal officers of the various cities and towns of the State, under the direction and supervision of the Governor and Council and the Pension Agent.

From my observation during the past two years in the disbursement of this sum, I doubt if any appropriation of an equal amount made by the Legislature, serves a more useful and deserving purpose. It relieves the homes of many of the unfortunate from want, and numerous households from

suffering. Advancing age and bodily infirmities have caused an increased demand upon this fund for the past two years, and some urgent and meritorious calls could not be favorably answered. I therefore recommend an increase in the appropriation of five thousand dollars, for each of the years 1895 and 1896.

The State has declared that it will bear the necessary burial expenses of every destitute citizen of hers, who served in the army, navy or marine corps of the United States, during the rebellion and was honorably discharged. The present statute requires the Legislature to appropriate the necessary money therefor. The sum now devoted to this purpose is insufficient, and I recommend an annual increase of one thousand dollars, in the appropriation.

SUFFRAGE.

The right of suffrage, the right to have a voice in the affairs of the Government, is one of the highest privileges bestowed upon the citizen. The established method that existed in our State for generations, of permitting the expression of political preferences at the ballot box by an open ballot, was superseded by the Legislature of 1891, after a full discussion.

The tendency of popular government is in the direction of a higher and more advanced intelligence and greater individual responsibility in the exercise of this important right. We need not go beyond the limits of our own State to find a recognition of this principle. The people of Maine, by a constitutional amendment adopted in 1891, decreed, with certain limitations and exceptions, that "No person shall have the right to vote or be eligible to office under the Constitution of this State, who shall not be able to read the Constitution in the English language and write his name."

It is conceded that many defective ballots were cast at the last election. This may be attributed in many instances to the change adopted in 1893, in the method of marking the ballot. A fixed and permanent system of voting seems to be desirable; constant changes in the mode of exercising that

right, only tend to confusion and increase mistakes. If intelligent voters have been disfranchised for want of attention, it certainly would be an anomaly in legislation, to undertake to provide a remedy for such inattention, by legislative enactment. The people of the State should be given a fair opportunity to test the measure. There can never be a fair and satisfactory test, if the Legislature, succeeding every election, prescribes a different manner of marking the ballot, for that will only lead to additional confusion.

While it may be desirable to enlarge somewhat the authority of election officers in assisting the voter desiring information, and provide for a uniform interpretation of the law respecting the counting of the votes, I believe all radical changes should be avoided at the present session. The statute exists, and should have a fair trial under favorable circumstances. If it does not then prove satisfactory, the voters of the State will speedily find a remedy.

STATE LIQUOR AGENCY.

The State has for many years authorized the maintenance of a liquor agency "to furnish municipal officers of towns in this State, and duly authorized agents of other states, with pure, unadulterated, intoxicating liquors, to be kept and sold for medicinal, mechanical and manufacturing purposes." With the continued advance of the cause of temperance in our State, and under the influence of a strong public sentiment, aroused and strengthened by our various temperance and Christian organizations, the city and town agencies have been gradually reduced, and in 1894, in the four hundred and thirty-eight cities and towns in the State, only twenty-three agencies were in existence. It appears, however, from official returns, that during the past three years intoxicating liquors were sold through the State Commissioner to the established city and town agencies, amounting to $338,801.71.

The statute regulating this immense traffic seems to be inadequate in many respects. The law formerly required

that the commissioner should have a place of business in Maine; but under existing statutes, it is only required that he "shall reside and have his place of residence in this State." Under the practical interpretation of the present statute, liquors may be shipped direct from other states to the city and town agencies, without ever going into the possession of the commissioner; and necessary tests by a competent assayer, to determine the purity of such liquors after they reach the State, are not obligatory.

The law compels the person assuming the duties of this position, to purchase of the retiring commissioner the entire stock of liquors on hand, yet the State does not retain the power to control the purchases or sales of such commissioner, or to limit the amount of stock to be carried.

It will be observed by a further examination of the statutes, that the State has carefully relieved itself from nearly all responsibility, except the authority to finally pass upon the numerous applications for liquor commissioner; a position to which an annual salary of only fifteen hundred dollars is attached, and requiring, as now regulated, an invested capital of from twelve thousand to fifteen thousand dollars. It will also be seen that the State disclaims all liability upon any contract made or obligation created in connection with the business carried on, but still takes its profits on the sales made by its agent.

If the State is to continue the maintenance of a State agency, and authorize city and town agencies, more stringent legislation regulating the same should be enacted; we should recognize that these agencies are established solely to provide pure liquors, strictly for the purposes contemplated under the law sanctioning their creation. As now permitted, the State *is a silent partner, sharing in the profits.* If it is to authorize the source of supply in the future and receive its percentage on sales, it should assume direct supervision and control of all purchases, and of all sales to the city and town agencies. I recommend that either the State liquor agency be abolished,

or that appropriate legislation be enacted in the direction indicated.

The municipal officers of cities and towns have the right, under existing law, to establish city and town agencies, and are now required to purchase their stock of liquors through the State agency. Under a former statute, the municipalities were authorized to supply such agencies independent of a State liquor agency. With the large number of these agencies then maintained throughout the State, the legal restrictions surrounding this method were not considered sufficiently rigid to prevent an abuse of the authority conferred upon cities and towns, and the Legislature abolished the system, and established the State agency. A report, subsequently made by a legislative committee upon this subject, indicates that the latter method did not then entirely "meet the approbation of the friends of law and good order."

Should you deem it advisable to discontinue the present method, and still continue to authorize city and town agencies, other questions will naturally arise. If it is impracticable for the State to assume the direct responsibility of supplying such agencies, then you may be called upon to consider, whether it will be judicious to confer independent authority upon the municipalities. Permit me to suggest, if legislation be contemplated in the latter direction, it should be guarded by the most inflexible legal restrictions; regulations should be established for proper tests as to the purity of the purchases, after their arrival in this State; the profits of the cities and towns should be limited to a sum not in excess of the actual cost of maintaining the agency; such agencies should be continually subject to inspection by a competent assayer; and absolute power should be conferred upon the courts to summarily close any agency, should it be found, upon investigation, that it was not being conducted strictly in accordance with the intention of the statute.

Whatever action you may deem it wise to take, it should be with a purpose to promote the cause of temperance in the State, and remedy existing conditions.

No reflection whatever is intended upon anyone connected, either now or in the past, with the management of the State agency, or the various city and town agencies. My criticism refers solely to the law governing the same, and to that the remedy should be unhesitatingly and vigorously applied.

SPECIAL AND PRIVATE LEGISLATION.

The people have ordained by explicit constitutional provisions, that "the legislature shall, from time to time, provide as far as practicable, by general laws, for all matters usually appertaining to special or private legislation," and that "corporations shall be formed under general laws, and shall not be created by special acts of the legislature, except for municipal purposes, and in cases where the objects of the corporation cannot otherwise be attained; and, however formed, they shall forever be subject to the general laws of the State."

This requirement has been practically disregarded by many legislative bodies, since its adoption. Our statutes are burdened with enactments, clearly at variance with the intention and spirit of these plain provisions. While special and private legislation is not prohibited in absolute terms, the law-making power is commanded to make provision, as far as practicable, by general laws, for matters of this character.

The constitutional provisions bearing upon this question are somewhat elastic, leaving much to the discretion and judgment of the Legislature. Its provisions are especially adapted to a State so vast in territory as our own, with so many interests requiring legislation, at times, to aid in development. Among the numerous matters that will come before you for consideration, you will find many that can be beneficially provided for by general and uniform laws. Other subjects will come before you where safer and better results can be reached, and more advantageous to communities and the people, by discreet special legislation applicable to the

same, and where it would be unwise and injudicious for the Legislature to surrender, by general laws, its power of control.

At its last session the Legislature, appreciating the importance of limiting, to some extent, the growing tendency of special legislation, authorized the appointment of a board of three commissioners to take into consideration the subject of private and special legislation, to investigate and ascertain what subjects might properly be provided for by general laws, for which special legislation had heretofore been asked. Under the resolve, Honorable Leroy T. Carleton, of Winthrop, Honorable Fred H. Appleton, of Bangor, and Honorable William H. Fogler, of Rockland, were appointed. They have given the subject a patient and extended investigation, and the result will be placed before you. Their suggestions and recommendations deserve the favorable consideration of the Legislature, and you can, by general laws, relieve the legislative branch of the government of much private and special legislation, which will result in shortening the session, lightening your labors and reducing the public expenditures.

STATE FLOWER.

The National Garland, to be composed of flowers selected by the different states of the American Union, will appropriately represent, not only their independent sovereignties, but a great and free Republic. The selection of Maine's flower for this garland, under the direction of the Maine Floral Emblem Society, of which Miss Janet L. Dingley, of Auburn, is President, has been submitted to a popular vote, and a very deep interest is manifested in the choice. Later in the session the society will ask of you appropriate legislation, which you will cheerfully grant.

COLUMBIAN EXPOSITION.

The report of the Board of World's Fair Managers, of the State's prominence in the World's Columbian Exposition, will be placed before you. Maine's exhibit was highly satisfac-

tory, and the services of the entire Board, and of the Executive Commissioner, General Mattocks, are fully appreciated by the State. An unexpended balance of the appropriation, amounting to six thousand dollars, has been returned by the Treasurer of the board to the State.

MAINE.

Notwithstanding the depressing influences that have surrounded many of our industrial enterprises and the interests of labor during the past two years, our State has steadily increased in population, in valuation of property and material wealth. Our enterprising people have constructed more than two hundred and eighteen miles of new railroad, penetrating and opening up in various sections of the State, a territory rich in natural resources, with fields as productive as any that can be found under Southern skies or on Western prairies.

We look with pride on the permanency of our great business interests, and Maine is destined in the future, to assume a more prominent place in the industrial and agricultural progress of the country.

We view with satisfaction the soundness and stability of our financial institutions; our national and savings banks, trust, loan and building associations, towering in strength and safety amid the storms of broken confidence, financial distrust and disaster, that have overtaken and submerged so many institutions of a similar character, in other sections of our country.

Maine's progress in the past, is her best encomium; her advantages for future development are everywhere recognized, and her people are appreciating that concentration of effort and capital will bring forth the grandest results. Employment of labor and production at home, should be the sentiment of our people; loyalty and devotion to Maine's interests, will enable us to reach the coveted goal of industrial achievements; the present is only the beginning of the great future that awaits her, and the harvest will certainly

come. In our legislation we should look to the advancement and material welfare of the *whole* State. Every measure before you for consideration, whether applicable to one section of our State or another, will deserve impartial consideration and should rest upon its own intrinsic merits. Industrial development and growth, improvement and advance in any section of the State, will add to the great aggregate that makes up a prosperous Commonwealth.

APPROPRIATIONS.

We enter upon our duties at a period when the people expect and have a right to require of us, the most cautious management and the most conservative legislation in the affairs of the State. This is not a time for excessive appropriations or for the enactment of experimental laws. The excellent financial condition of our State, and the unusually large amount in the treasury at the beginning of the new year, should not incite us to seek out new and unexplored avenues for the expenditure of the people's money.

All reasonable appropriations, looking to the present and future care of the insane, for the proper support of our beneficent, charitable and correctional institutions, for the great cause of education, for the aid and care of the unfortunate, for the relief of the old soldier and his dependents, and for other necessary public purposes, will meet with a hearty and approving response from our people, for they have always willingly and cheerfully responded to every necessary call.

The absolute power to appropriate money is with the Legislature. The authority is given you, and under the Constitution the responsibility rests where it should, with the Honorable Senators and Representatives. It is a responsible position, because you are to deal in making appropriations, with the revenues that come by taxation directly from your constituents, to the public treasury. It will be your duty, before the session closes, to fix the rate of taxation upon the farms and other real and personal property

of the State, to meet in part the expenditures authorized by you. The entire matter is within your control, and the tax for State purposes must depend upon the appropriations here made. That you will exercise this important power with the utmost care, with prudence and discrimination, I have no doubt. If this shall be done, the State tax will be such as to command the approval of those who have honored you with these public trusts.

In assuming the responsible duties of the office to which I have been re-elected, allow me to express to the people and the press of Maine, irrespective of party, my appreciation of the cordial and generous support I have received from them, in the administration of the affairs of the State government. It will be my purpose in the future, to administer this great public trust for the promotion of the interests of the entire State. With harmonious relations, we enter upon the important work assigned us. We should guard against too much legislation; it is more dangerous than too little; and in all laws enacted, we should carefully protect the rights of every citizen of the State.

The party in control of the State government is responsible for all legislation, and for every expenditure of the public money. It will be held strictly accountable, and should it be unfaithful to the great trust with which it is charged, should it use its vast powers otherwise than for the public good, the people will not be slow in making known their disapproval.

In entering upon the discharge of our official duties, let us invoke the blessings of the Divine Power upon our State, her people and institutions; and may we serve her with a patriotic devotion to her great interests.

HENRY B. CLEAVES.

January 3, 1895.