

MAINE STATE LEGISLATURE

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ACTS AND RESOLVES

OF THE

SIXTY-SIXTH LEGISLATURE

OF THE

STATE OF MAINE.

1893.

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GOVERNOR CLEAVES' ADDRESS.

Gentlemen of the Senate and House of Representatives :

I need not come, at the beginning of the new year, to apprise the Legislature of the State of Maine, that the skies are bright with promise for the future of our commonwealth.

I unite with you in the abiding faith and interest that is being manifested in our general prosperity. We welcome those from beyond our borders, who come and join with us in utilizing the great natural advantages with which our State is endowed. While we may look with pride upon the advancement already made, yet our productive power in agriculture, in manufactured articles and other products, may be largely augmented, until the beneficial effects shall penetrate every section of the State.

During the past two years, many millions of new capital have been invested in the State of Maine, in the enlargement of existing industries, and in creating and advancing new enterprises, thus giving employment to many thousand, additional, laboring people. We are making greater progress than ever before, and yet, we have only partially developed Maine's enormous wealth. Our magnificent water-powers, unlimited in capacity and extent, are being rapidly utilized. New and important lines of railroads are being constructed within our limits, and additional avenues of trade are being opened. Private capital, to a large degree, has ceased its westward flow to build up and enrich other states, and is now more generally seeking investment at home, in the development of Maine's resources, with advantage both to the investor and the people. Maine is rapidly attaining a position to give employment to all, and to retain within her own territory the enterprising young men and women of the State, who have too often, in the past, sought other fields. We have an indus-

trious people, a productive soil and extensive waterways; our harbors are unsurpassed, our advantages for commerce unequaled and our facilities for manufacturing unrivaled. We have here, within our own domain, all the elements that attract men of enterprise and business, seeking new and desirable locations.

Let every citizen enjoying the protection of our laws, and the freedom of our grand institutions, omit no opportunity to commend and advance the community in which he lives. There should be individual effort among our people to encourage every legitimate enterprise and industry, great or small, on our own soil. They give employment to labor, and increase the prosperity of our State. Every waterpower developed along our rivers and streams, every manufactory or industry built up, adds to the well-being and wealth of the people.

Those interested in Maine's growth must take broad and progressive views. No reasonable opportunities should be neglected to direct the attention of our own citizens and those from abroad, to the favorable and extraordinary advantages found here, for the investment of capital. The policy pursued by other states in making known their resources, has been drawing from our surplus wealth, and we have contributed more than our proportion of capital and men to build up other communities. Our interests should center in the advancement of our own State. We need only to put our capital at home in motion, and during the next decade—with national legislation not unfavorable to our industries—we shall achieve a greater advance than ever before.

Let us encourage the young men of the State in their efforts. Many may be without large capital, yet they possess the intelligence, the industry and the enterprise that make prosperous states; they believe in Maine and desire her advancement. Let us also remember that the young men of to-day are to guard in the future, the progress, the glory, the honor and the greatness of our commonwealth.

The national government deemed it fitting that the four hundredth anniversary of the discovery of America should be commemorated by an exhibition of the resources and development of the United States and of the progress of civilization in the new world. It was designed that this exhibi-

tion should be of an international character, permitting not only the people of our Union and of this continent, but those of all nations to participate.

The Legislature, at its last session, considering it important that the resources and progress of our State should be made known at such exhibition, made an appropriation of forty thousand dollars, and created a commission designated "The World's Fair Managers of Maine," to assume charge of the interests of the State and its citizens, in the World's Columbian Exposition of eighteen hundred and ninety-three. Much interest is being manifested in this exposition. It is of great importance to the State, that there should be a favorable representation of the products of our soil, of our forests and of the sea, of our manufactures, industries, educational advantages and general development. Nor should we neglect to call the attention of the world to the beauty of our scenery and the healthfulness of our climate, where greater attractions for the summer traveler can be found than in any other favored spot in our country.

The sum designated in the appropriation for the erection of a State building at Chicago, was found inadequate for the purpose; but our own citizens, by voluntary gifts in money and materials, have provided the additional amount required for the erection of a building commensurate to the importance of the State, and constructed, principally, of Maine material. The State appreciates the liberality of those of its citizens who have so cheerfully and generously given from their own means in aid of this worthy object.

A creditable representation at this exposition will be a source of gratification to the sons of Maine throughout the country, and every citizen of the State will feel a natural pride in her progressive spirit, that she is maintaining her advanced position among the other states of the Union.

"Sail on, thou prosperous ship of State!
Sail on, O Union, strong and great!
Sail on, nor fear to breast the sea!
Our hearts, our hopes, are all with thee."

The restraining influence of our laws upon the sale of intoxicating liquors, has had a marked and beneficial effect. The people of Maine have, repeatedly, re-affirmed their adherence to all reasonable provisions for the suppression of intem-

perance ; and the educational, moral and religious influences, constantly being exerted to maintain a healthful public sentiment, have had a controlling force in repressing the manufacture and sale of intoxicating liquors within our State. There must be an active public opinion in support of the laws ; and whatever advance can be made in this direction will tend to lessen the blighting influences of intemperance, and command general approval.

The educational interests of the State should be among the first in the hearts of the people. The strength and stability of our great republic lies in the enlightenment of its citizens. "Popular education is the pledge of freedom and the pride of nations." The children of every citizen of the State should have an opportunity, at the public charge, to lay the foundation for future advancement and good citizenship. The State owes this to its children. It is, therefore, with pleasure that we notice the growing interest in our common schools, the great safeguard of our civilization. Their streams of light and wisdom make our homes happier, and the State more prosperous.

The favorable sentiment manifested for a more extended education than can be acquired in our common schools, has found expression in the excellent free high school system of the State. The Normal Schools, successfully fulfilling the purposes designed, are in a most excellent condition and constantly improving in efficiency. The County Educational Conventions are having an advantageous effect, and the public schools are feeling the good influence of these organized associations. Our colleges, seminaries, academies and other institutions of learning are among the most advanced in the Union.

The great, additional educational advantages that would be secured by a public library in every town in the State, may well enlist our attention. A small, annual appropriation by the several towns, with the pecuniary aid and encouragement that would be rendered by the citizens, would within a short period secure the possession of a public library free to all. No one could seriously question the wisdom of a law that will give substantial encouragement in opening up these channels of intellectual thought and improvement. In the generous maintenance of our educational system, our State stands

almost unrivaled, and her history is an eloquent tribute to the cause of free education. We should continue in our efforts to elevate the standard to the highest possible limit.

The agricultural interests of the State form the foundation of our growth. While the average yield of some portions of our soil may not equal that of other sections of the country, it exceeds in net income to the farmer, the fertile fields of the West, because of our superior markets, continually broadening by the rapid development of our manufacturing and commercial interests. The valuable discussions as to the treatment of the soil and its adaptation to particular products, now being successfully promoted by the grange, the farmers' institutes, and other agricultural societies, in connection with the excellent work being accomplished by the State College, are having a beneficial effect; and the contributions of science in promoting agriculture are being brought into requisition. I shall be pleased to co-operate with you in such just measures as shall recognize and forward these important interests of Maine.

Judicious legislation looking to the preservation of our vast areas of forest growth and the promotion of forest culture will tend to our material welfare.

The awakening interest that is being manifested in improved highways, insuring better means of communication, is worthy the consideration of the law making power. Every citizen who travels, every farmer desiring to reach the best markets for his products, appreciates the value of good public roads. A former census report of the United States, shows that in some of the most fertile sections of our country, "it costs the farmer more to carry two bushels of wheat a mile, than it does the ordinary railroad to carry a ton." And practically the same ratio will hold good as to his other commodities. These disadvantages are severely felt by every producer removed from rail or water communication, and the equalization of such conditions, so far as possible, is certainly desirable. Improved roads will be beneficial to the consumer as well as the producer, and will promote public convenience.

The legal rate of interest in this State, in the absence of an agreement in writing, is six per cent, annually. Some instances have come under my observation where excessive and exorbitant rates, amounting to more than thirty-six per

cent, per annum, have been exacted on small loans, secured either upon the small farm, or the dwelling or household goods of the laborer. The amount denominated in the bond has often been demanded regardless of the distress following its enforcement. The force of public opinion condemning such extortion, does not afford adequate relief, and it can only be found in positive law. I recommend such legislation, in the direction indicated, as will prevent this oppression.

More than six thousand persons are employed by the railroads within the limits of the State. The nature of their employment is hazardous, and much depends upon their care and vigilance. They serve the public with fidelity, and many of them, at times, with great peril to themselves. We should not withhold any proper legislation that will tend to throw about them and the public additional safeguards.

The fishing interests of our State deserve your careful consideration. They are a source of great revenue, and give employment to many of our citizens.

Our shipping interests are among our important industries. That our enterprising people are not to be surpassed in the construction of ships of iron and steel is already evident.

The relations between the employed and the employers, in nearly all our industries, have been harmonious and of a satisfactory character. We have been free from the disastrous disturbances and conflicts that have been so common in some other commonwealths. It is a tribute to the high intelligence and character of the industrial people of Maine.

A great danger menaces the interests of legitimate labor from the indiscriminate immigration that is flooding our country. Though our institutions are founded upon the theory that our shores may be the refuge of the poor and the oppressed of other nations, yet they do not contemplate a welcome to the corrupt and vicious, the paupers, the degraded and criminal classes, nor to those escaping from the pestilential atmosphere of any foreign country. It will in time, if not properly guarded, not only corrupt our own national life, but diminish, if not destroy, the great advantages that surround the existing conditions of labor, and endanger the health, the happiness and safety of our own people.

The official reports for the years 1891 and 1892, relating to the institutions under the care of the State, with the reports

of various officers and commissioners will be laid before you. Many of them relate to matters that will require legislative attention, and the information and recommendations contained in the same should have attentive examination.

The State College of Agriculture and Mechanic Arts is showing commendable progress in its educational work; it is maintaining a high standard of efficiency, and is in a prosperous condition. This institution is annually sending forth a body of young men fitted by actual training to aid in the development of our various industries.

The Military and Naval Orphan Asylum should receive your encouragement. There are now forty-nine children under the care of this deserving institution.

Many of the friendless children of the State find a home in the Industrial School for Girls, where by kind and gentle treatment, and under the influences of intellectual and moral training, they are restored to ways of industry and useful employment. The gratifying results of the past, justify the continued aid of the State.

The Reform School merits your favor. Reclaiming young boys from crime and evil associations, bestowing upon them an education and fitting them for useful employments, may well command the support of the State.

We should accord to the deaf, the dumb and the blind, the advantages of a good education, and the Legislature should make suitable provision in their behalf.

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.

A joint committee of the Honorable Senate and House of Representatives will have an opportunity to visit the State Prison and observe the workings of its various departments. The Legislature in 1887 passed an act regulating the employment of the convicts. The division of their labor in the different manufacturing departments should be such as not

to compete, injuriously, with any industry in the State. The general and financial condition of the prison is clearly and favorably shown in the report of the Warden.

Executive clemency is frequently asked in behalf of convicts in our prison and jails. The interests of justice require that some representative of the government, familiar with the case, shall be present at the hearing. I recommend that provision be made by law for the attendance of the County Attorney of the county from which the prisoner was sentenced.

We recognize the beneficial work being accomplished by the State and local Boards of Health. Their united action in the enforcement of all sanitary precautions deemed necessary for public safety, will give us additional guaranties of immunity from contagion.

The sacred assurance that fell from the lips of the patriotic people of Maine, more than a quarter of a century ago, that the State would never fail her sons who would go forth to uphold the honor of the American republic upon the field of conflict and of death, has been observed and faithfully kept by our people. We should continue this just aid in behalf of the deserving "boys in blue" and the needy loved ones of those who have gone beyond.

The volunteer militia of the State should receive the encouragement which it so well deserves. Public interest and safety require that a voluntary organization shall be sustained and that it shall maintain the best possible standard. The force should not be so large as to create a disproportionate expenditure of the public moneys. It is anticipated that in the near future the entire expense of maintaining the volunteer militia of the different states will be assumed by the national government, and we should be in a position to avail ourselves of the full advantages to be derived from such anticipated legislation. Our militia is composed of brave and patriotic young men engaged in peaceful pursuits, who are loyal to our State and its laws, our country and its flag. We should not hesitate in making suitable provision for the maintenance of an efficient organization, such as the Constitution of the United States declares to be "necessary to the security of a free State."

The reports of the various officers connected with this branch of the service will be laid before you, and you should determine what modification must be made in the existing militia laws of the State to conform to United States regulations. They should undergo a careful scrutiny, and all interested in the service should have an opportunity to be fully heard.

The prosperous condition of our savings banks furnishes pronounced evidence of the fidelity of those charged with the management of these institutions, and conveys to us the gratifying assurance that the accumulations of industry are constantly increasing. The resources of our fifty-three savings banks, on the thirty-first day of October, 1892, amounted to the magnificent sum of fifty-six million, eight hundred thirty-eight thousand, two hundred sixty-three dollars and sixty-eight cents. The increase of deposits for the year, 1892, was three million, one hundred nineteen thousand, four hundred ninety-six dollars and seventy-one cents. By the report of the State Bank Examiner, it appears that more than half of the entire deposits are invested outside of the State. While these investments are safe, and afford ample security to depositors, it is to be regretted that so large a portion of the people's money is invested in securities beyond our borders. If we are to have continued prosperity, if we are to reach the great possibilities in agriculture and industrial growth that by continued effort, await us, we should create a public sentiment that will resist the flow of our capital to other fields. The earnest co-operation of our savings institutions in steadily encouraging investments at home, where it can be done with safety to the depositor, is certainly desirable.

We have in the State thirteen trust and banking companies with a capital stock of one million, sixty-nine thousand, eight hundred dollars. Their aggregate deposits amount to more than three million dollars, and their total resources are four million, eight hundred sixty-six thousand, three hundred twenty-four dollars and sixty-seven cents. They are in a thriving condition.

The twenty-nine loan and building associations of the State, created for the purpose of encouraging the building of new homes, indicate a marked degree of prosperity, and their beneficial effects are already manifest.

Permit me to call your attention to that portion of Chapter forty-seven of the Revised Statutes, applicable to the old state banking system. While I do not entertain the belief shared by some, that the repeal by Congress of the tax on the circulation of state banks would authorize the revival of any of the old state bank charters, yet I am constrained to say, the provisions of the present law applicable to such institutions are not complimentary or creditable to the high financial standing and credit of our State. Whatever banking laws we may have, whether state or national, should be practicable and safe, securing to the public absolute safety and protection, and so well guarded that no suggestion of loss or evil can ever arise.

The people of Maine believe in an honest and untrameled ballot; they believe that every voter should have a free opportunity to cast the ballot that represents his convictions; and in the exercise of this right every necessary safeguard should be thrown about him. Our election laws should enable all entitled to the right of suffrage, to express their choice in the most direct manner and without unnecessary delay. Nearly all the voters of the State, embracing all shades of political opinion, in exercising the right of suffrage are governed by political considerations. It is a preference of a political nature that they desire to express, and it is expressed by more than ninety-five per cent of our voters, by casting their ballots for the entire ticket of the party with which they are allied. If so large a majority of the voters of the State can express such political preference, under the existing system of voting, by placing one cross (X) upon some portion of the party ticket, it would hardly seem advisable to require more of them. The present method may be substantially preserved, and at the same time intelligent provision may be made for the voter of any political party, to exercise the privilege of expressing his individual preference for any name or names upon his ballot, without compelling the great body of electors who desire to vote their party ticket, to go through the unnecessary formality of placing a cross (X) opposite the names of individual candidates.

The purity of an election depends as much upon an honest count as upon an honest ballot. During times of great political excitement, individual members of parties sometimes distrust each other. The canvassing and counting of the

votes on election day should be such as to inspire the greatest public confidence, and remove all causes of suspicion. The several political parties should be represented at such count, and whatever may be necessary to accomplish this desired purpose I submit to your favorable action.

I recommend the repeal of section twenty of Chapter one hundred and two, of the public laws of 1891, authorizing the division of towns of more than four thousand inhabitants and wards of cities, into separate and several polling places, and the appointment of additional wardens and clerks to perform the duties of presiding officers in such detached voting precincts. Some of its provisions are of doubtful constitutionality, and the practical operation of the remaining portion of the Statute, at the last State election, demonstrated that this section is entirely unnecessary.

With our large and diversified interests, some private and special legislation will be found necessary, but I trust you will guard it with a vigilant hand and confine it to its appropriate limits. An amendment to our Constitution, adopted by the popular vote of the people, in 1875, required the Legislature to provide, as far as practicable, by general laws, for all matters usually appertaining to special or private legislation. The Legislature, from time to time, has exercised this power imposed upon it by the Constitution, but it has wisely retained its authority over the organization of some corporations exercising important franchises.

A careful examination of the laws of 1887, 1889 and 1891, discloses the fact that more than four hundred and fifty pages in each volume, are devoted to private and special legislation; and a large portion of such legislation relates to business corporations, for the incorporation of which ample provision existed under the general laws of the State, at the time of granting such charters. The Constitution clearly and unmistakably prohibits the creation of corporations by special acts of the Legislature, except for municipal purposes, if the objects can be attained under the general law. We should all constantly bear in mind this plain constitutional provision, and upon all applications for special charters, first consider and determine whether the objects desired can be attained under the general laws of the State. If they can, the time of the Legislature should not be consumed in their considera-

tion, nor should the general public be subjected to the constantly increasing expense attending legislation of this character. If the objects desired cannot be attained under the general law, and are subjects of special legislation, it will be your pleasure to give the measures full consideration. Proposed legislation of this nature should, before final action thereon, have the careful examination of the law officer of the State, and the attendance of the Attorney General upon the Legislature at stated times during the session is desirable and recommended.

In granting charters conveying special privileges, and in some instances authorizing the taking of private property for public uses, the greatest care should be exercised by the Legislature in protecting public interests, and ample provision should be made to fully compensate all who suffer damage by reason of the exercise of the powers granted. Special franchises should not be granted, unless the Legislature is fully satisfied that those, upon whom these special privileges are conferred, actually intend to enter upon and prosecute the business included in their charter. These great privileges are not granted by the Legislature to be held in abeyance, or to prevent others from prosecuting the business intended nor are they granted to be bartered away. The law contemplates that the public interests shall be subserved, that the people at large shall be more than compensated by the resulting benefits.

I recommend that existing laws be so modified that all acts of incorporation hereafter granted, carrying special privileges and franchises, shall become void in two years from the time when the same take effect, unless such corporations shall have organized and actually commenced the business contemplated under their charters. These chartered rights involve the interests of the people and frequently relate to public improvements within the limits of our cities and towns. If no progress is made by those enjoying these privileges within the time suggested, the public welfare requires that they shall no longer be permitted to enjoy this special favor of the State and obstruct the public improvements that other enterprising citizens might be willing to undertake.

The right of taxation is a sovereign power, and it is for the government to judge in what manner and upon what subjects

the authority shall be exercised. The fundamental idea of taxation is that all property, movable and immovable, visible and invisible, shall bear its fair and equal proportion of the public burdens. It contemplates a uniformity of rate, and that the valuation of the different classes of property shall be uniform. "Taxes are the enforced proportional contribution of persons and property, levied by the authority of the State for the support of government and for all public needs." Our Constitution provides that "all taxes upon real and personal estate, assessed by authority of this State, shall be apportioned and assessed equally, according to the just value thereof." The exercise of this important power is subject to your discretion and control, and it is for you to determine upon what subject matter taxation shall be imposed, having reference however, to a proper exercise of the authority granted under the Constitution. It is important that this power shall be wisely exercised, relieving any inequalities that rest upon the people. You cannot expect to attain absolute equality; you cannot hope in dealing with a question of this magnitude, affecting the varied interests of the people, to command in your action unanimous approval. Your purpose should be to pursue a policy that shall result in placing this public charge "so that it will bear, as nearly as possible, equally upon all."

The greatest elements in the progress of our State lie in the prosperity of its agricultural and industrial interests. Property of this character is so situated that it cannot escape the exactions of the tax gatherer. Though it may not be over-valued, the tax is disproportionate and unequal if other property is not contributing its just proportion of the public revenue. There is no subject to which you will more willingly give careful attention, than to these great interests that have contributed so much to the progress, growth and dignity of our State and in upholding its institutions.

The manifest dissatisfaction expressed during the past few years, that the railroad interests of the State, the wild lands, the telegraph, telephone and some other corporate bodies, together with large amounts of personal property, were not bearing their equal proportion of the public assessments, is not without foundation. An advance was made in the creation of a State Board of Assessors, but so far as many of

the corporate interests are involved, that Board is without power.

The rate of taxation on railroad corporations and on all corporations, companies or persons doing a telegraph or telephone business within the State, is fixed by existing law. Under the present statute, the State tax against the railroads is in the form of an excise for the privilege of exercising their franchises within the State. There is no direct levy upon the actual revenue, but the gross transportation receipts of each company, constitute the means of ascertaining the value of the privileges exercised and form the basis of the State tax. The buildings of every railroad company, whether within or without the located right of way, and its lands and fixtures outside of its located right of way, are subject to taxation in the cities and towns where the same are situated. The taxes levied under the foregoing provisions preclude all further taxation upon the railroad, its property and the capital stock.

We are not insensible to the great advantages resulting to our people from the excellent railroad facilities extending from our western borders through the various sections of our State, furnishing easy and rapid means of communication and aiding in the development of Maine's agricultural and industrial pursuits. And we may well congratulate ourselves that the active management of the principal portion of our railroad system is at present in the hands of Maine men who believe in the progress and development of our State. These roads are under the protection of our laws and share the benefits of good and stable government.

After a most careful consideration, I am satisfied that a portion of the railroad corporations of the State are not bearing their just and equal proportion of the public expenses; and I recommend to the legislative branch of the government a substantial increase of the revenues to be derived from such corporations exercising their franchises within the territorial limits of the State.

The method to be employed for reaching this desired result is for your determination. It may not, however, be improper for me to suggest that the existing Statute applicable to the taxation of railroad corporations, after more than eight years of litigation, has been declared by a majority of the Supreme Court of the United States to be valid and not in violation

of the Constitution of this State or of the United States, and the manner of raising revenue under the present Statute is within the taxing power of the State. The existing method will not excessively burden new roads, nor cripple those of limited earning capacity, but it can be so adjusted as to impose increased taxation upon those that can well afford to bear it. You should also carefully consider the laws relating to the taxation of the telegraph, telephone and other interests, and ascertain if they are bearing their equitable proportion of the public charges. Questions of so grave importance to the people should have the early attention of the Legislature, and not be left to the hurried consideration that marks the closing hours of the session.

The report of the State Treasurer will inform you of the financial condition of the State. The bonded debt on the first day of January, 1893, was two million, five hundred six thousand, three hundred dollars. Fifty thousand dollars of this indebtedness is being paid annually.

The rate of State taxation for the past two years, has been two and three-fourths mills on a dollar, yielding an annual income of eight hundred fifty-one thousand, seven hundred forty-one dollars and ninety cents. This includes the annual levy of one mill on the valuation of the State for school purposes; consequently the State tax levied specially for the support of the State government, for the past two years, has been upon an annual basis of one and three-fourths mills on a dollar, or at the rate of seventeen and one-half cents on each one hundred dollars of the valuation of the State. The present law requires that a tax of one mill on a dollar, shall annually be assessed upon all the property of the State, according to the valuation thereof, for the support of common schools; that it shall be distributed to the several cities, towns and plantations according to the number of scholars therein; and that such sum as shall not be distributed or expended during the financial year, shall, at its close, be added to the permanent school fund.

You must determine the additional amount necessary to be assessed upon the cities, towns and plantations of the State, for the purpose of carrying on the government. The people do not ask that we shall cripple the institutions of the State by withholding proper and needed appropriations, nor that

we shall refuse to pay those in the State's employ, a reasonable compensation for their services. They do require, however, that we shall exercise the sound judgment that governs discreet men in their own business transactions, and conduct the affairs of the State in a prudent manner, resisting any tendency toward extravagant appropriations and increased salaries in the public service. The whole subject is within your control and should be free from all partisanship. It concerns every citizen of the State; it is your good judgment that must govern; and every measure should be considered upon its own intrinsic merits. It is your department of the government that bears, investigates and determines.

It will be observed by reference to the report of the State Treasurer for the year ending on the thirty-first day of December, 1890, that the Treasurer was obliged to make a temporary loan of three hundred thousand dollars to meet the liabilities occasioned by special appropriations and that loan is still outstanding.

The current expenditures should be kept within our income. This safe and salutary rule should always be adhered to, otherwise, we shall be annually creating a debt against the State, which must finally be met by increased taxation upon the people.

If prudence and economy are exercised, I can safely recommend that the State tax be reduced from two and three-fourths mills to two and one-half mills on a dollar of the valuation. With a tax levy of two and one-half mills, including the additional revenue from other sources, if no extraordinary appropriations are made by this Legislature, the receipts of the Treasury for the next two years, should provide for the school mill fund and for the ordinary expenditures of the government, while the temporary loan can be largely reduced, if not entirely canceled; and in the near future a further substantial reduction of the State tax will be assured.

There are certain fixed charges and liabilities in the administration of the State government that must be met by specific appropriations; but upon all bills and resolves asking for special or extraordinary expenditures of money, I urge upon you the most deliberate consideration. Though generous harvests have given their reward to industry and labor, though

our manufacturing, commercial, mechanical and industrial interests are moving forward with a quickening pace, yet every unnecessary appropriation of money from the public treasury, creates an unjust burden upon the people, serves to retard our general progress and development, and should not be countenanced.

It is appropriate that we should recognize in this public manner the illustrious and patriotic services of a distinguished Ex-Governor of our State, Hon. Hannibal Hamlin, who died in Bangor on the one hundred and fifteenth anniversary of the Declaration of the Independence of the United States of America. He was conspicuous in his public service for a period of nearly sixty years. He stood by Lincoln's side during four of the darkest years in the life of our republic. He rests among the people whom he loved, sincerely mourned by the State and the Nation.

In approaching the performance of the duties delegated to us by the suffrages of our fellow citizens, we come with reliance upon the Divine Being, infinite in power to comfort, guide and strengthen, invoking His care over the homes of our beloved people. We assume the responsibilities that attach to all positions of public trust. We are here by the will of the people and they will review and pass upon our acts. They are the sovereigns and have a right to demand our earnest effort, our best thought, our unprejudiced judgment; and we owe to them a conscientious performance of all the duties committed to our care.

HENRY B. CLEAVES.