

MAINE STATE LEGISLATURE

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ACTS AND RESOLVES

OF THE

SIXTY-NINTH LEGISLATURE

OF THE

STATE OF MAINE

1899.

Published by the Secretary of State, agreeably to Resolves of June 28, 1820,
February 18, 1840, and March 16, 1842.

AUGUSTA
KENNEBEC JOURNAL PRINT
1899.

GOVERNOR POWERS' ADDRESS.

Gentlemen of the Senate and House of Representatives:

We exchange congratulations on the threshold of this new year, as we approach the termination of the century, with convincing evidence on every hand that our State is moving forward on the highway of present and future progress, prosperity and industrial development.

The clouds of war, which for a time darkened the skies during the past year, have rolled away, and we are fortunately relieved from all future or further anxiety on this account.

This legislature will mark the completion of the grandest century the world ever knew. A retrospection of the nineteenth century furnishes us a valuable guide for the present, hope and inspiration for the future.

It is our first duty to rightly value the possibilities of the State we inhabit, and whose people have called and chosen you to legislate for them. This will enable us to discover and open paths to new enterprises and beneficial industries. The past seasons have brought us abundant harvests. Our mills and factories are very generally in active operation. Labor is remuneratively employed throughout our borders. The disagreement or misunderstanding between employers and employed, that prevailed for a time in two of our cities, has been amicably and finally settled. Our people enjoy, in a marked degree, the blessings of plenty, of health, of individual liberty and personal security. Peace has once more returned to rule and bless our State and nation. We have every reason to predict, with implicit confidence, the establishment in our State before long of many more and some new industries of great value to our people. And it is my deliberate judgment that the action of this legislature may and will have a far-reaching effect upon that future progress and growth.

We have been remarkably free from contagious diseases, except the typhoid fever contracted by our soldiers in the Chickamauga camp. We are undoubtedly largely indebted for this immunity to the regulation and care of our State Board of

Health, and especially to its efficient and learned Secretary, Dr. Young, who so faithfully and effectively devotes his whole time to sanitation, and to a thorough understanding of the best known methods for the control and prevention of all diseases and epidemics.

On Saturday evening, November 26, 1898, one of the severest and most destructive gales or blizzards of which we have any account, accompanied with blinding snow, visited our New England coast. It caused an unprecedented loss of life and property, wrecking many vessels and some steamers that were caught in its path, and it brought sorrow, misfortune and death to a large number of families and homes. No calamity of this kind, so terrible and distressing, has, I think, ever visited our shores before.

Among those who perished on the ill-fated steamer "Portland," was the Hon. E. Dudley Freeman of Yarmouth, member and President of the Executive Council; a gentleman of splendid and rare attainments, genial, upright, faithful and conscientious in the performance of every public and private duty. His sudden death, in the prime of manhood and in the midst of his honorable career and useful labors, was a severe blow to his grief-stricken family, and an almost irreparable loss to the State.

It is the imperative constitutional duty of the Governor "from time to time to give the legislature information of the condition of the State and recommend to their consideration such measures as he may judge expedient." In this my endeavor to comply with that requirement, and to perform that duty, I desire to call your attention to a few, at least, of the many important measures which will come before you to be wisely and impartially considered and determined.

The always important and vital questions of taxation and revenue upon the one hand, and of expenditures or appropriations upon the other, are very largely within your province, and demand unbiased and careful judgment at your hands. The last legislature increased the rate of direct taxation for State purposes to two and three-fourths mills on the dollar. This increase of rate and the largely raised valuations which the State Assessors have, in the exercise of their judgment, placed upon property, have caused the State tax to be somewhat onerous in amount, and perhaps burdensome to certain towns and cities.

I am confident that it will not bewise to add to it, and also, that by the exercise of strict economy—not parsimony—you will find that it is not necessary to do so; for I earnestly believe, and would impress upon you, the truth that the same principles of

economy, discrimination and care should be applied to all State expenditures that the prudent business man would use in conducting his own affairs.

I find also, from an examination of the methods and processes of taxation in other states that there are only three or four, at most, in the Union, where the rate is as large as in Maine, while in several states there is no direct taxation at all. If, however, you should find that I am not correct, and that some more revenue is absolutely needed than can be realized under existing laws, I think it will be both just and advisable to seek other sources from which to raise it rather than increase the rate of direct taxation.

And in this connection I will repeat substantially what I said in my address to the last legislature, that all legislation exempting property from taxation is generally unwise, and has a tendency to work favoritism and injustice. To exempt, and therefore fail to tax is simply to add so much more to that which is included in the list, and very often this additional burden is placed upon property and persons that can ill afford to bear it. Hence, I always contend, and I do most earnestly insist, that both right and justice demand that all citizens and all the property of the State of every kind and description should bear their and its equitable share of the public burdens, and that any person who is not willing to do his part and desires that Maine shall in any sense, or to any class, be a "tax-dodgers' paradise," and threatens to emigrate in case he cannot shift his just taxes upon his neighbor, is not a very desirable citizen, and certainly it is not worth while to bribe him to remain.

Therefore, any legislation which may have a tendency to more effectually produce a greater equalization of public burdens, or to do away with or repeal any direct exemption, or indirect ones, where the assessments are returned by the State Treasurer, will be cheerfully approved by me, and I have no doubt it will be welcomed by the most of your constituents.

To enable you to legislate more understandingly, and to better determine what financial aid you can and will grant to various objects and institutions, and what you must refuse in whole or in part, it is essential that you fully comprehend the exact financial condition of the State treasury, its available resources and necessary expenditures under existing laws.

While we point with just pride and gratification to the fact that there is no State whose credit stands upon a higher plane than our own, and that moneyed institutions and individuals would gladly loan it indefinite sums at low rates of interest, yet we must not forget that there is a constitutional limit to the

amount that the legislature can authorize the State Treasurer to borrow for any but war purposes, wisely placed there by an amendment since the constitution was adopted, which amendment expressly declares that the State shall not, except for war purposes, incur debts in excess of \$300,000; and at present we are very near that limit. I recommend to you a careful perusal of the reports of the State Treasurer, in which you will find itemized statements of all the receipts and expenditures for the past two years. By so doing it will familiarize you with many details, and be a valuable aid in legislating for this and the coming year.

I also feel that it devolves upon me to invite your attention to some of the statements and facts contained in those reports, which may, perhaps, enable you to better understand and appreciate the exact situation. The receipts from all sources, except loans, for the two years past, have been \$3,254,042.98. The expenditures for the same period, including \$100,000 paid in reduction of the public debt, have been \$3,452,819.83. At the close of the year 1896 there was in the State Treasury the sum of \$203,500.58. At the close of the year 1898 there was in the State Treasury the sum of \$154,723.73.

The amount received from State tax for the years 1897 and 1898 was \$1,683,321.65. The amount received from Savings Banks during those two years was \$775,815.86, one-half of which was refunded to the cities and towns of the State for school purposes. The amount received from railroads during those two years was \$325,081.46. The amount refunded to the various cities and towns of the tax received from railroads, under the law, was \$126,700.58. The amount paid out and expended during the years 1897 and 1898 in excess of receipts, except loans, was \$198,776.85.

The balance which is found in the Treasury at the end of the year is soon dissipated and is rather fictitious than real, as immediately after, nearly all of it is due to the various towns on account of the school fund.

These statements of receipts and expenditures contain none of the liabilities incurred, or money used in equipping the troops called for to fill the quotas of the State in the recent war with Spain. Not one cent has been taken from the Treasury for military purposes during these years except the usual appropriation for the National Guard in time of peace.

There are, therefore, considerable sums due which should be provided for and paid. The railroads have willingly furnished all the transportation asked for, and have not yet received any pay. This, I think, is one of the largest claims to be provided for, and

should be paid at an early day. There are other and pressing bills which I know it will be your pleasure to take measures to meet.

Yet I am confident, that when the final balances are struck, and when the State shall have received from the general government the amount that is actually due us, of which the accounting officers have already certified as correct, \$87,450.80, and there is some \$5,000 more not certified, as it has not been presented yet, it will be found that we have not incurred any very large debt over and above the sum that is due us. But the State's creditors should not wait longer. In the meantime, until the United States government shall pay, the State should settle all its debts that are just and due, which it can do with a small temporary or permanent loan for war purposes. I have not ascertained the exact amount of outstanding bills that need to be cared for; that will be presented before the proper committee.

Neither the appropriations for war purposes or any other have been overdrawn during the past two years, or applied to any other objects than that for which they were appropriated or were intended, and there will be found that a balance of unexpended appropriations was covered into the Treasury at the close of the year 1897 of \$26,646.11, and at the close of the year 1898 of \$38,045.23.

The urgent necessity and sound business proposition that we should bring our expenditures in times of peace within our income must be apparent to you all. There should be a reduction of appropriations in all cases where it can be made without crippling or injuring worthy objects of State aid until this basis has been reached. Therefore, it would be well for you to scrutinize and examine not only the measures or resolves presented to you creating new avenues to the Treasury, but also some of those acts now on the statute book, and see if their necessity is plain and urgent, and if the State is not, in some cases, paying too much for what it receives. No one should obtain for anything done for or furnished the State one cent beyond a reasonable price.

So far as I know, and I have examined with care, every department of the State Government has been and now is conducted with judicious economy, and with an earnest purpose to promote the public good. That there is a tendency to increase expenditures in all, or nearly all, of them is obvious when we compare what they cost to-day, and what they ask for, with what was appropriated for them a few years ago; still it must be remembered the duties and demands on them have largely increased within the past twenty years.

I would suggest, that, actuated by a determination to use the State's money as you would your own, you determine, through the proper committee or committees, what is absolutely necessary for the several departments of the State Government, and all its institutions, and confine all appropriations for them within that limitation.

There should be no gross sums appropriated to be used in common by several departments for express bills or for any other purposes, but each should have assigned for itself such sum and no more, for contingent and other expenses, as you find absolutely necessary.

MILITARY AFFAIRS.

After years of patient waiting and timely warning and ineffectual negotiating, the people of the United States were compelled in the interests of humanity and good government to call a halt, and to put an end to the despotic, chronic and inhuman conditions, very injurious and detrimental to their interests, that had so long existed in Cuba. Congress, in the exercise of its constitutional prerogative, in the month of April last, solemnly declared that a state of war existed between this country and Spain. Happily, the contest was brief, sharp and decisive. Signal victories crowned our arms on land and sea, which have led to such an honorable settlement and treaty that all for which our Government contended, and even more, has been fully realized. The last vestige of Spanish misrule and tyranny has been blotted out and forever driven from the American continent. The people everywhere throughout the Union responded with patriotic and self-sacrificing alacrity to the country's call to arms.

At the commencement of the struggle we were very poorly prepared for war. For nearly a third of a century we had been cultivating the arts of peace, and the clangors of battle had been silent in our land. The difficulties encountered by reason of want of proper preparations have furnished us a salutary lesson which we shall not fail to profit by in the future.

Maine furnished one Volunteer Regiment of Infantry, four Batteries of Heavy Artillery, and a Signal Corps. This was her full quota, and more. The Infantry Regiment, I think, was the largest and best equipped that went from New England. Maine has never faltered in her devotion and loyalty to the Union, and her people never will. The Infantry Regiment was ordered into camp at Chickamauga. All of its men and officers were anxious and clamoring to be sent to the front where they could participate in the struggle, and they were about to go to Porto Rico when the protocol, which put an end to hostilities, was signed.

An alarming amount of sickness, especially typhoid fever, prevailed in the Chickamauga camp. It was almost epidemic, and compelled the government to abandon it. This caused the regiment to return to Maine. It has since its return been mustered out of the service. After its return to Maine, as well as before, it suffered a good deal from the fever with which it had been infected before it returned home.

What causes may have induced so much sickness, who is responsible for it, and whether or not it could have been avoided by proper foresight, and care, I leave to others to determine. Yet it does seem to me that without some strong compelling cause, it was not good judgment to concentrate in one camp so large a body of troops as rendezvoused at Chickamauga, and to keep them there for a long period of time in the heat of summer and under a southern sun.

The number of commissioned officers that served in the 1st Regiment of Infantry Volunteers while in the United States service was forty-nine. The number of non-commissioned officers and privates furnished under the first call when the regiment left Augusta was 980. Therefore, the whole strength of the regiment at that time was 1,027, as two of the commissioned officers named were not commissioned to fill vacancies until the regiment returned to Maine, as there was no official notice of the vacancies prior to that time.

The Battery of Heavy Artillery, meaning Battery A, had a total strength of four commissioned officers, and 146 enlisted men when it left Augusta to garrison Fort Popham. The total number of officers and men furnished under the first call was 1,177.

Under the President's second call the number of non-commissioned officers and privates in the Infantry Companies was increased to 106, and Battery A, of the Heavy Artillery, increased to 200. This makes a grand total that served in both of these organizations under both calls of 1,345 officers and men.

There was also organized, largely from the 2nd Regiment of the National Guard of the State of Maine, in response to the second call, three Batteries of Artillery, having eleven commissioned officers, and 319 non-commissioned officers and privates, a total of 330.

Maine also furnished, under special instructions from the War Department, a Signal Corps, consisting of two commissioned officers and forty enlisted men, making a total of the land forces volunteering in these organizations in the war with Spain of 1,717 officers and men. A large number of soldiers, seamen and marines also volunteered and enlisted in the regular army

of the United States, and in the naval service, of which we have at present no account or record.

In response to a request of the Secretary of the Navy the Volunteer Naval Reserve Associations of Portland and Bath organized for service, and enlisted for one year. There were six commissioned officers and seventy-five petty officers and seamen in the Portland organization; three commissioned officers and fifty-five petty officers and seamen in the Bath organization. Both the Signal Corps and the Naval Reserves were in excess of the quota assigned to Maine. The Signal Corps was ordered to the front, and did excellent service in the several battles on the island of Cuba near Santiago, which led to the surrender of that city and the Spanish forces occupying it. The Volunteer Naval Reserves have also been mustered out of the service. The four Batteries of Heavy Artillery are all of the Maine troops now in the service of the United States. They are at present encamped at Savannah in the state of Georgia, and will form a part of the army of Cuban occupation, as they have already received orders to prepare to go to Havana.

The health of these four batteries at the present time is excellent. All of these soldiers and Volunteer Naval Reserves, both officers and men, were and are as gallant and brave troops as ever mustered in any land to do battle for the right, and if they were not permitted to participate more extensively in actual warfare it was no fault of theirs, as they were ever ready and solicitous to be sent to the front. They have represented their State with honor and deserve its thanks.

The number of deaths in the regiment while in the service was two commissioned officers and forty-one non-commissioned officers and men. In the four batteries up to the present time, seven enlisted men. In the Signal Corps three enlisted men, making a total of fifty-three officers and men. This includes one man who died after his company was mustered out, and is not quite three per cent of the men enlisted. So low a death rate when considering the large amount of sickness, especially in the 1st Regiment of Maine Infantry Volunteers, speaks well for the care and attention which was bestowed by officers, surgeons, nurses and all others having charge of the sick.

The Secretary of War, when the first call for volunteers was issued, assigned as the quota of the State of Maine a Regiment of Infantry and one Battery of Heavy Artillery, and he expressly requested that this call be filled, so far as possible, from the National Guard of the State, as the Government desired men that were somewhat familiar with military drill and tactics. Before the call was issued Adjutant-General John T. Richards

and myself had consulted together, and had foreseen that the Guard would probably be the first troops asked for, and had already taken some effective measures to prepare it to respond. An order had been issued directing all commanding officers of companies to report for honorable discharge all soldiers in their several commands having any physical disability which might prevent them from being mustered into the United States service; and another order, requesting and directing that every company be recruited, by new enlistments, to the maximum number allowed under the present military laws of Maine, and that no recruit be accepted unless he had passed the physical examination required by the regulations of the regular army. Also orders for tents, clothing, blankets and for other necessary equipment were placed early. It was fortunate for us that we did this, otherwise, we should have experienced no little difficulty in obtaining many things that were very necessary for the proper equipment and comfort of the men.

To comply with the request of the Secretary of War to fill the quota from the National Guard as far as possible, both regiments were ordered into camp at Augusta the first of May, and found on their arrival all things prepared and in readiness to receive them. All efforts to get a change in the assignment of quota made by the War Department, so that they would receive both regiments, instead of one larger regiment and a Battery of Heavy Artillery, were unsuccessful. I then determined that, by military usage, it was the right of the 1st Regiment of the Guard to be used to fill the call for the Regiment of Infantry, as its officers claimed the right and privilege of so doing, and that the Battery of Heavy Artillery should be enlisted from the 2d Regiment of the Guard.

Notwithstanding the order to bring none but physically sound men into camp, on an examination by the United States surgeons nearly, or quite, one-third of the non-commissioned officers and men in the regiment were rejected. This left a complement of officers with about one-half the requisite number of men. The United States officers would not accept or muster into the service any company until there was a full complement of non-commissioned officers and privates.

There were great difficulties in obtaining enlistments from the 2d Regiment to fill the companies of the 1st, as a disinclination existed on the part of most of the officers and men of the 2d Regiment to do so, although all were very anxious to go to the front if they could be permitted to have their own organization. Besides, the officers and men believed that there would soon be another call, when they could go as a regiment. Hence, but few

enlisted, with the exception of the Bangor Company, under Captain Dennett. Captain Dennett had his company examined, and used it to fill what was lacking in two companies of the 1st Regiment, taking himself a second lieutenancy which happened to be vacant. He was one of the best officers in the Guard. Had been educated at Annapolis. I commissioned him as a first lieutenant before the regiment was mustered out. I should have been glad could I have seen an opportunity to have raised him to the rank of captain.

At this time, when we sorely needed men, the University of Maine sent us more than forty splendid volunteers, familiar with military tactics and drill, who enlisted as privates. It was a timely and much needed aid. It encouraged others. It was an act that the State should not forget.

There were also quite a number of men of the several companies of the 1st Regiment who passed the examination, but declared that they did not feel that they ought to, or could, volunteer unless something was given to them to leave with their families which were very needy. While matters were in this condition, I realized that something must be done, and done quickly, as I was extremely anxious that Maine's quota, for the credit of the State, should be filled at an early date, and we succeeded in being the eighteenth state to do so.

About this same time there was considerable anxiety in some of the towns and cities along the coast, fearing that they might be attacked by gun-boats or cruisers of the Spanish navy. And some persons were very urgent that an extra session of the legislature be called. I could not comprehend how an extra session of the legislature would furnish to them any adequate or additional protection, or I should have called it at once. I was convinced, after a careful examination, that the only real and effective defence for our coast towns was to establish batteries and mines, and to obtain from the United States, cruisers to sail along the shores, and in conjunction with our delegation in Congress we succeeded in obtaining two cruisers, and having the coast very generally and effectually fortified.

It turned out in the end, however, that all fears of an attack were groundless. Personally, I should have much preferred to have called an extra session, and been relieved from the responsibility by legislative action. But I was confident that a very large majority of the people in Maine were opposed to calling it, and I felt constrained to obey what I felt to be the wishes of that majority, unless some exigency should compel me to do otherwise.

I examined as to what the State did to aid enlistment in the early part of the war of 1861. I found that an extra session of

the legislature, called by Governor Washburn in April of that year, passed an act (chapter 63, section 2, Laws of 1861) authorizing and directing that a gratuity or bounty of \$22 be paid to each private; \$24 to each musician; \$26 to each corporal; \$34 to each sergeant and to a first sergeant \$40, who should enlist and be mustered into the service of the United States, and that these several sums were paid to the first ten regiments organized. Later on very much higher bounties were offered and paid.

I consulted with Colonel Kendall, who commanded the regiment, and with several captains of the different companies, and they informed me that some of their men had been in the strikes in Lewiston and Biddeford, and must have aid. I told them to send out recruiting officers to the towns and cities where the companies of the 1st Regiment had been organized, and endeavor to fill up these companies with the least possible delay, and I authorized him and them to state to all men enlisting that they should have the same treatment and the same gratuity as was given by the act of April, 1861, to the soldiers of the first ten regiments, assuring them that I would either raise the necessary funds to do this myself, or call an extra session of the legislature, and recommend that it be done, in which event I had no doubt it would be.

After due deliberation, I finally decided, under all the circumstances, to pay this bounty to the men on my own personal responsibility, trusting and believing that after you had a full knowledge of the facts, the needs of the men and the urgency of immediate enlistments, that the wisdom and propriety, as well as the necessity of so doing, would commend itself to your judgment, and the act be ratified by you. There are certainly as cogent reasons for paying this small bounty to these volunteers, as there were to those in 1861. Many of the men were in pressing need of some money to purchase little necessary articles for themselves, and others must have something to send to their very destitute families or leave them in want.

While we were grappling with and overcoming these difficulties, incident to filling the quota by using the National Guard, I was constantly receiving numerous applications, from all parts of the State, from patriotic citizens who desired to raise companies, and who expected to be commissioned in those companies, offering services of themselves, and various numbers of volunteers, and if I had felt at liberty to disregard the instructions from Washington to use the Guard, and to accept these volunteer companies, I could have raised several regiments in a very short time, and at less cost to the State.

For the reason above stated, and for others which are obvious, I am very decidedly of the opinion that there should be some radical amendments or changes in the laws relating to the National Guard of Maine. At the present time both regiments of the Guard are very much shattered and disorganized from the results of the war, and orders have been issued, furloughing the entire Guard to the first of May next. I do not in the least desire to reflect upon the officers or men who constitute the National Guard of our State. It is not their fault if the march of events has outgrown the regimen provided by our military laws and demands something of a different character. The difficulties, to my mind, can be obviated and removed, not by repealing, but by properly amending in some important sections the law creating and regulating the Guard as it now stands upon our statute books.

It is certainly better and less expensive to the State to have a single regiment and have every company full to the standard of the United States requirements, than a larger number of organizations with less men in them, such as our present laws provide for. What National Guards the State of Maine may have in the future should be composed of companies of not less than the same number of physically sound men that the United States regular army requirements specify. They should be armed with modern guns, thoroughly equipped and drilled, and ready to take the field at any time upon short notice, and when any call by the general government has exceeded their numbers, and more soldiers are needed, there will be no lack of eager volunteers. But two regiments, with full complements of officers, so that no commissions can be given to those who desire to bring men in, in which only from thirty to forty men are physically fit for duty, are expensive and difficult to raise to the United States standard and requirements when called into active service, and should cease to exist in our State.

In short, I submit that it is very desirable to so change our military laws as to form our National Guard in every particular, so far as we can, upon the regular army standard.

There were some soldiers enlisted and sent to join the 1st Regiment of Infantry and Battery A of the Heavy Artillery, under the supervision of the United States Government, and constituted a part of our quota under the second call. None of these men have received any of the gratuity before referred to. I believe that it is right that it should be paid to them as the State of Maine always has been and can afford to be not only just but generous to the brave men who came forward and enlisted in her behalf at the country's call. All of the officers in

these four batteries were officers in the Guard though some of them do not hold as high rank in the batteries as in the Guard, and all of their men and the men of the Signal Corps have received the gratuity as above stated, with the exception of the few that enlisted in Battery A.

For some of these soldiers in the late war with Spain, and for the old soldiers of the War of '61, whose valor saved the Republic and made it indeed a nation, where the "fires of liberty will continue to burn on the altars of freedom," I recommend that you make such reasonable provision as shall help to smooth the path of their declining years, and save them from want.

The last legislature appropriated \$75,000 per annum, which has been very carefully and judiciously distributed to the most needy and deserving through the agency of Colonel E. C. Milliken. There are also some needy families of soldiers in the late War with Spain, that have received aid while their husbands were absent in the service, from certain cities and towns. I submit that this aid should not pauperize them but should be assumed and paid by the State in the same manner that State aid was furnished in the War of the Rebellion; thus treating them and their families as the State treated the soldiers and their families in the War of 1861.

I desire, in closing these already lengthy suggestions and remarks on military matters—for I can only recommend and suggest, action and the initiative is with you—to call your attention to the fact that in all the State has done in filling its quotas, in equipping the men, in caring for the returned sick and suffering, the service, foresight and experience of Adjutant General Richards have been most valuable to the State, and indispensable to me. He has devoted assiduously his whole time and attention to the additional duties placed upon him and his department, by the war, and to the wants and welfare, health and comfort of the soldiers. And as his compensation or salary is very inadequate for the service performed, and is based upon what should be paid in a time of peace, therefore, I know it will be your pleasure to grant him such additional sum as is reasonable and just, and I recommend that this be done.

PUBLIC BUILDINGS.

During the past two years the dormitory, in connection with the State Normal School at Gorham, and the Normal School building at Farmington, have been completed and properly furnished for use. Both buildings are all that could be reasonably wished for to serve the purposes for which they were intended.

An additional building has been constructed in connection with the Industrial School for Girls at Hallowell. Also, there have been marked and much needed changes, improvements and repairs in and about the State House, especially in the Senate Chamber. The moneys appropriated to be used for these purposes about the State House have been very judiciously and economically expended by Col. Stevens, the Superintendent of Public Buildings.

The Training School at Fort Kent has been so altered as to better serve the purposes for which it was established, and it is doing most excellent and much needed work in that section of our State.

The last legislature made no appropriation to continue the work on the Eastern Maine Insane Hospital. It merely placed at the disposal of the Governor and Council the sum of \$1,500 per annum, to be used in caring for it. Only a part of that sum has been expended in so doing. The State has already used a large amount of money purchasing, locating and improving grounds for this hospital, and in the partial erection of buildings thereon. So far as the work has progressed, it has been most thoroughly and properly done. The site, to my mind, is an ideal one, and the location is in the central part of the State, easily accessible by rail.

This institution was determined upon, and the work upon it has thus far been carried on, in response to a well settled conviction that more, and perhaps better, in the light of modern improvements, accommodations should be provided for the unfortunate insane, as it was the conviction of former legislators that already as many insane persons were aggregated and treated in the Insane Hospital at Augusta, as it was prudent or desirable to have in one place. These unfortunate people are peculiarly the wards of the State. Every humane consideration urges and demands that they should not only receive the best possible care, nursing and medical treatment, but that their every surrounding should be made pleasant and comfortable. They should not be too closely crowded together.

The number of patients now in the Insane Hospital at Augusta is 733, an increase of some twenty within the last year, certainly all and perhaps more than can be suitably and properly cared for, as this number is 150 in excess of what the buildings were intended to furnish proper accommodations for.

I believe that this humanitarian enterprise, the building of a new insane hospital at Bangor, which shall contain all the best known modern improvements, and sanitary methods, in its construction and equipment, should not be abandoned or any longer neglected.

There were by the last legislature many thousands of dollars appropriated, in somewhat small sums, for objects and purposes, very proper, no doubt, but not nearly as urgent and deserving as this one. These expenditures this year may well be called upon to wait and permit the money to be applied to this philanthropic work, so urgently needed by the State. I desire, therefore, to impress upon you the truth that this Eastern Maine Insane Hospital is a State necessity, an institution for which there is a pressing need, and that it should receive at your hands such aid as shall fit it to receive patients at an early day. Its management could be under the Board of Trustees of the Insane Hospital at Augusta, if you should deem it best to place it there.

SCHOOLS.

The reports of the Superintendent of Public Schools will furnish you with much valuable information and suggestions upon a subject of vital importance to the welfare of our State, and the perpetuity of free republican government. I refer especially to our common schools. They were never in a more prosperous condition than at the present time. We are obtaining better results with each recurring year, and more competent teachers. Especially is this true in the rural districts. The State, cities and towns expend very large sums of money to maintain and advance our educational interests. The object and necessity fully justify all the outlay.

The number of teachers which our present normal schools can graduate, even if they all remained in Maine and followed the vocation of teaching, are indeed very inadequate to the demand. Normal schools have ceased to be an experiment in this and other States. They have become a recognized and established factor essential to promote the best interests of education, especially to furnish teachers for our common schools. Mindful of this fact, and also desiring more fully to supply the call for more teachers, the last legislature authorized the Governor to appoint a committee of three persons to examine and decide upon the desirability of establishing a normal school, or schools, in the northern and eastern part of the State, and also to determine as to the place or places where these schools should be located, in case they believed them necessary.

Acting under this authority, I appointed a committee of three gentlemen, the Hon. Frederick S. Walls, Gen. John Harper and Albert R. Hawkes, persons of large business experience, good judgment and sincerely interested in the subject of education. They accepted the trust, have visited the several localities, have

examined into, and investigated the workings and results from normal schools in our own and other States, and also the desirability of establishing more, and their conclusions, embodied in their report, and also their recommendations, will be placed before you and should receive careful attention.

The University of Maine, formerly the Maine State College of Agriculture and Mechanic Arts, which, in fact, is Maine's chief school of science and technology, during the past two years has had a large, and constantly increasing, attendance and is doing an excellent and much needed work. The results obtained, I have no doubt, fully compensate for the outlay and expense which the State has incurred in its behalf. Its faculty and management is of the best, and it furnishes an opportunity to obtain a good, practical and scientific education at comparatively low cost.

It has recently established in Bangor, as one of its departments, a law school, which, if we may judge from the number of students who attended its auspicious beginning, will, in the near future, be a decided success.

It has an endowment from the State, for the next eight years, of \$20,000 per annum. This sum, added to the amount which it is entitled to receive, and does receive from the United States government, under the Act of Congress creating it, places at its disposal, if I mistake not, a larger yearly sum of money than any other collegiate institution in our State, and is a potent factor in enabling it to provide so many educational advantages within the reach of students of limited means.

As a general rule, however, I doubt the advisability of making grants of money to continue through a series of years. Upon careful reflection I am convinced that it is safer legislation, and more in keeping with the spirit, at least, of our Constitution, to leave to each successive legislature the right and the duty to provide for and decide how much the State will aid or appropriate for any institution, or contribute for any purpose, and to confine its appropriations strictly to the two years for which it has been chosen. And I would suggest, that in any grants of money which you may deem it necessary and proper to make you confine them to that period, unless there is some very cogent reason for extending it a longer time.

When the laws creating the high school system in our State, were enacted, it was very generally supposed and believed that these schools would take the place of, and furnish the means of instruction that had been obtained largely in the several academies, and for a time this supposition appeared to be, in a great measure, realized. More recently, however, nearly all the acad-

emies of our State have been coming here and obtaining quite large financial aid, sometimes for a series of years, and in several cases beyond what, in my judgment, the attendance of pupils will warrant. I am confident that on careful investigation you will find that there are some of these academies where further aid can be discontinued without serious detriment to our educational interests.

OTHER DEPARTMENTS AND INSTITUTIONS.

The several reports of the Railroad Commissioners, Insurance Commissioner, Labor Commissioner, Secretary of the State Board of Health, and others having in charge various penal and reformatory institutions, will, I think, furnish you all the necessary information as to their present workings and condition, and enable you to legislate understandingly in reference to their future wants, and I shall not further trespass upon your time with any extended remarks in reference to them.

In building the Washington County Railroad and in determining and settling very many controversies, growing out of the location and completion of several lines of electric railroads in our State, many very important questions have arisen for the decision of the Board of Railroad Commissioners, involving a large amount of labor and investigation, and I feel justified in stating that the board has acted with such wisdom, fairness and enlightened judgment that its decisions have very generally been acquiesced in, and given satisfaction to all concerned, and when appealed from sustained by the court.

A large section of our State, abounding in many undeveloped resources, has been brought into direct and much needed communication by rail with other parts, through the building of the Washington County Railroad. This enterprise, so necessary to that county, and so advantageous to us all, reflects great credit upon the people of that section, through whom and by whose efforts, energy and enterprise the road has been constructed.

FISHERIES AND GAME.

Maine proffers to the sportsman and the tourist beautiful scenery, numerous and delightful lakes and rivers, grand and magnificent forests and an unrivaled sea coast. Nearly, or quite, two-thirds of its area is covered with water and woods. In the abundance and excellence of its game, in its vast forests, and in the extent of its inland fisheries, it has no rival on this continent. These fishing and hunting grounds are all easily accessible by rail, the Bangor & Aroostook Railroad passing for many miles directly through the very best of them.

With each recurring season large and constantly increasing numbers visit our State to hunt and to fish, and to enjoy the blessings of its invigorating and health restoring climate. It costs the State no small sum to stock and replenish these rivers and lakes with fish, and to protect and care for this large game preserve.

Under the vigorous and also economical management of the Inland Fish and Game Commissioners, who have so very generally and effectively enforced the laws for the preservation of fish and game and prevented illegal hunting and fishing in close time, and in prohibited and protected sections of the State, thereby putting an end to the indiscriminate slaughter of game at any and at all times, once so prevalent, the quantity of game is very rapidly increasing, and poaching is fast becoming a thing of the past.

The "Guide Law," so called, against which, in some sections, when it was first enacted, there were some very strong protests and clamor, has been found, after due trial, to be of great value in preserving the game, preventing fires and furnishing strangers and sportsmen, who come from other states, with competent and efficient guides, and all classes now interested recognize that the enactment of this law was a wise step in the right direction. Doubtless other and further legislation will be sought in reference to this matter, in respect to which the commissioners will more fully inform you, but in any legislation which you may deem it proper to enact, I hope you will bear constantly in mind the desirability so far as possible of compelling those who enjoy the privileges and pleasures of these fishing and hunting grounds, to so contribute to the expense of maintaining them as to relieve the taxpayers and the State in the near future from any further large appropriations for their benefit and support, and make this industry, if I may be permitted to call it by that name, self-sustaining.

Our sea and shore fisheries have been very profitable to those who enjoy and are interested in them. They furnish healthy, though perhaps perilous, employment to many thousands of our working people, living along the coast. They are the nursery for hardy seamen and sailors so much needed and called for in our country at the present time. They should receive from you liberal care and such appropriation of funds as you may deem necessary to maintain and enforce all the laws and for their proper preservation and use.

BANKS, ETC.

The savings banks, trust companies and other moneyed institutions of our State are apparently doing a conservative, legitimate and reasonably paying business, and are, I think, deserving the confidence the people in general place in them. They are a necessity in conducting our business affairs and a very potent agency in promoting thrift and prosperity among our people. Their methods of business, assets, resources and liabilities are carefully scrutinized by the Bank Examiner, whose report will give you a detailed statement of the exact standing of each. The deposits in our savings banks constantly increase, indicating the frugality and marked prosperity of our industrial classes and wage-earners, who so very generally deposit their savings with them:

The tax assessed upon trust companies is placed upon the stock of the companies, and the basis is the same as that which prevails in taxing national banks. I believe this is equitable and right, as they do substantially the same business. The method of taxing savings banks is very different, and depends to some extent on the securities which they possess. Most of the persons who have charge of the savings banks, and they are men as a rule of sound judgment and large business experience, assert and believe that the taxes assessed on them, under existing laws, are not only burdensome, but in excess of what they should equitably pay, and that if continued, will cripple them and very seriously impair their usefulness and ability to pay dividends in the near future. The Bank Examiner, as will more fully appear by his report, concurs in this view.

It is claimed that a large part of their assets which have yielded a high rate of interest, have matured or soon will, and that in their places the banks have been compelled to invest in securities paying much lower rates, thus very largely reducing their profits and impairing their ability to continue to pay from their net earnings such dividends as will satisfy depositors; and that it is wise and just that they should be relieved from a part of the tax as now placed upon them. For these and other reasons which the banks will present to you through their officers and agents, they may ask of you, I am informed, a reduction in the amount of tax assessed upon them under existing laws. Whether any relief, and if so, to what extent, should be granted them or not, and whether their contentions and claims are well founded or not, is for you to consider and decide.

SALARIES.

Maine has never paid high salaries to its public servants, yet it has never failed to obtain competent, faithful and efficient services. It is a principle generally recognized that all offices should and do carry with them something of value beyond pecuniary compensation. It is for the best interest of the State that this view should continue. The salaries paid to the members of this legislature, and also to the executive, sufficiently illustrate and prove that the money consideration is not the sole compensation, yet for those who devote all their time to the duties of their office, and especially one calling for a high grade of talent, there should be at least reasonable pecuniary payment. You will be called upon by petitions to raise the salaries of the judges of our Supreme Judicial Court, and very likely those of very many State and county officers. In reference to these State offices and especially the justices of the Supreme Court, whatever increase, after investigation, you shall determine to be right and equitable, if any, you will not hesitate to give.

The salaries of the county officers are, and should be, largely within the province of the several county delegations. They are presumed to know what the people of their respective counties are willing to pay for the services performed. Hence, all bills and petitions, effecting in any way their salaries are uniformly, I believe, referred to the county delegation, where the officers live, and their reports have usually been adopted by the legislature. There has grown out of this, from a misunderstanding of the facts, a practice to refer any petitions or bills to increase compensation of a county attorney to his county delegation, and so far as I know, a favorable report has always been forthcoming. This reference, I do not think, is a correct one, as the county attorney is not a county, but a State officer, though chosen by the electors in the county where he lives and serves. His salary is not paid by the county but by the State, and should, therefore, be determined by a committee representing the whole State, in the first instance. The practice referred to has produced a marked inequality in the compensation now received by the several county attorneys, tested by the services required as based upon the population of their counties.

I submit, as I have no doubt you will have petitions before you for further increase of the salaries of some of these attorneys, that it would be wise for you to carefully investigate as to what sum in justice should be paid by the State as a fair equivalent for the services performed, to each one of them, if the State is to continue to pay them, or if you deem it better that the

county delegation shall settle and continue to determine them, primarily, then change the law so as to have the several counties pay.

STATE AUDITOR.

In my former address I called attention to the fact that I had received communications from quite a number of men, familiar with State affairs, declaring that in their judgment there was an urgent necessity of creating the office of State Auditor, and insisting that the State would save much money by so doing in excess of the cost of the department. After two years' experience in examining and auditing bills against the State by committees of the Executive Council, I am fully convinced of the truth and correctness of these statements, and the pressing need of such an officer. I care not how faithful committees of the council may be, they cannot so fully protect the interests of the State as an experienced auditor would. I think there are but two states in the Union beside our own that do not have this officer. To create this office it will be necessary perhaps to submit an amendment to the State Constitution, as Section 4, Article 5, now imposes very many of the duties of the auditor upon the Governor and Council.

REVISED STATUTES OF MAINE.

I would also invite your attention to the desirability of providing for another revision of the statutes. The last revision was in 1883, and if measures are taken at this session with a view of effecting another, there will be a space of eighteen years intervening, as the new statutes will be submitted to the legislature that is to meet in 1901. It would also seem eminently fitting and proper that we should mark the threshold and beginning of the twentieth century with a new revision. Not only necessity, but something of sentiment, and the placing of a time mark for future reference points to this as the proper thing to be done.

I trust as to this revision of the statutes and the creating of the office of State Auditor, you will give to both subjects such careful consideration as their importance and necessity deserve.

LABOR, ETC.

The best interests of labor and all laws relating thereto, and also to temperance, and all the important industries and enterprises of the people are to a certain extent, at least, for the next two years, committed to your care and judgment. We need markets, and a demand for our surplus products, if we would utilize our labor and have it constantly and remuneratively

employed. We must necessarily, to accomplish this end, inform other countries what we produce and have to dispose of to find the best markets, or perhaps any at all.

There is to be an Industrial Exposition in Paris in the Republic of France either in 1900 or 1901. These expositions are one of the most potent agencies by and through which the nations of this world inform each other of their products and resources, both from the soil and by manufacture.

The United States government has secured ample space and has taken steps to have this country make an exhibit worthy of this great progressive western nation. It is for you to determine what, if anything, the State of Maine shall appropriate to be used in this behalf.

It has been suggested by His Excellency, Governor Wolcott of Massachusetts, that it may be advisable for all the New England States to unite and present a New England exhibit. Doubtless by so doing we could make it much more creditable and attractive, with less cost to the several states participating, and at his suggestion an informal meeting of the governors of the several New England states was held in Boston, last spring, to discuss this proposition of having the New England states represented together in the exposition. It was the consensus of opinion that a joint exhibit would be the better policy. Nothing definite was formulated or agreed upon, as most of the governors, at that time, had no authority to act, and I now submit the matter to you with this statement of facts without any further special recommendation.

It falls to your lot to put a period to the legislation in our State for the nineteenth century, for your term of office will extend a few days beyond its sunset hour, and it is your privilege, as well as duty, to enact laws in harmony and keeping with the spirit of the time. Maine will in the future, as in the past; be true to every requirement and demand imposed upon it by the march of events. It will cheerfully accept its share and do its full duty in helping to settle any problems relating to the future responsibilities of our national government, growing out of the recent war with Spain.

Whatever new obligations changed conditions shall place upon us in our career as a nation, we shall not shrink from them, but as in duty bound, accept them in honor and good faith, confident in our ability, and realizing our imperative obligation to assume and solve them, in the interests of humanity, of progress and of good government.

An honest and determined purpose to aid our State and nation to do this, and also to legislate for the best interests of every

section and all classes of our people, should guide your deliberations, dominate and determine your votes.

In conclusion, gentlemen, permit me to express the wish that you may find your duties here and your associations with each other very pleasant to yourselves, and profitable to the State.

LLEWELLYN POWERS.