

REPORT
OF THE
SUPERINTENDENT
OF THE
Department of Labor and Agriculture
OF THE
STATE OF MARYLAND,
FOR THE YEARS 1868 AND 1869,
TO THE
General Assembly.



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Read and ordered to be printed.

By order,

MILTON Y. KIDD,
Chief Clerk.

REPORT

TO THE

Legislature of the State of Maryland.

DEPARTMENT OF LABOR AND AGRICULTURE, }
Baltimore, Dec. 31st, 1869. }

To the Honorable,

The General Assembly of Maryland:

In accordance with the requirements of Article 10, section 6, of the Constitution, I respectfully submit the following Report of the business of this Department, from its organization under the Act of March, 1868, to this date.

IMMIGRATION.

I may be allowed to premise that the abolition of slavery during the late war, and the disinclination subsequently manifested by the freedmen to engage in their accustomed employments, induced the State to adopt measures for the promotion of immigration. It was unable to indemnify its citizens for their losses; and unfortunately, it could offer no more prompt remedy for the distress which the sudden subversion of our labor system had brought to nearly every farm and fireside in Maryland. Recognizing among the results of emancipation, a great deficiency of Agricultural labor and a rapid depreciation of lands, the Legislatures of 1866 and 1867 established offices for the encouragement of immigration. The Constitutional Convention of 1867 entrusted the duties of both offices to this Department; and though other important

functions were committed to it, to increase its usefulness, yet its primary and principal business is to facilitate the settlement of industrious persons in the State.

The law organizing and regulating this Department was passed by the last General Assembly, viz: in March, 1868; and as it embraced some branches of affairs about which we then had but little reliable information, it is not surprising that it should have been found defective and incomplete. I regret that so long a time has necessarily elapsed before I could suggest to you such changes as a very brief experience in the work of my office convinced me were essential. I have however, earnestly endeavoured to execute its various provisions, and considering the small appropriation for duties so extensive, and the many unexpected obstacles which have been encountered, I venture to hope that your Honorable Bodies will perceive that the operations of this Department have been beneficial to the State, and that a broad foundation for future usefulness has been laid.

Immediately after the passage of the law, I opened my office in the City of Baltimore, and from that time to the present, every vessel arriving from Europe has been promptly boarded by our agents, who have cordially welcomed the immigrants to our port, and offered employment to all who were disposed to remain in the State. The tabular statement herewith submitted, shows that we have not labored in vain, and also that the number retained in Maryland in 1869, is double that of 1868. These tables, however, also disclose the fact, which I have observed with regret and disappointment, that notwithstanding our efforts abroad, the total annual immigration at this port has not increased. The establishment of the new Steamship line has caused the withdrawal of many sailing vessels from our trade, whose experienced agents at Bremen have heretofore exercised their influence in favor of Baltimore.

*Statement of the Number of Immigrants Landed at the Port of
Baltimore, from April 15th, 1868, to December 31st, 1869.*

1868.	No. of Ves'ls	No. of Passen's.	Re- ma'nd in Md	Males	Fe- males	Mar- ried.	Single
April.....	1	772	99	66	33	28	71
May.....	4	1,437	178	111	67	45	133
June.....	7	2,358	422	259	163	128	294
July.....	8	2,888	462	283	179	130	332
August.....	3	1,074	133	87	46	32	101
September.....	2	564	155	90	65	35	120
October.....	6	1,198	204	132	72	34	170
November.....	2	307	75	61	14	6	68
December.....	2	209	74	53	21	20	54
Total.....	35	10,807	1802	1142	660	458	1343

1869.	No. of Ves'ls	No. of Passen's.	Re- ma'nd in Md	Males	Fe- males	Mar- ried.	Single
January.....	1	194	63	37	26	8	55
February.....	1	72	30	27	3	2	28
March.....	2	240	140	89	51	24	116
April.....	2	987	189	173	16	9	180
May.....	3	1,939	438	358	80	118	320
June.....	3	1,884	551	389	162	50	501
July.....	5	1,826	762	531	231	170	592
August.....	4	898	362	205	157	66	296
September.....	4	1,005	330	209	121	55	275
October.....	3	899	320	202	118	93	227
November.....	3	839	287	183	104	41	246
December.....	3	269	155	123	32	30	119
Total.....	34	11,052	3627	2526	1101	672	2955

The total number of passengers from Europe landed at Baltimore in 1868, (including the first three months of that year, of which there is no record in this office,) was stated to be 11,656; and of that number we retained 1,802 persons. The total of arrivals in 1869 was 11,052, and of those 3,627 were induced to remain. About one-half of this number have been provided with employment by this Department.

As the only opportunity which I have for communicating with them, is on the decks of vessels and amid the bustle and confusion of landing, it frequently happens that many of those who have taken our cards with the intention of seeking the aid of this office, are deprived of them on reaching the city by the runners of the various offices and societies, who designedly deceive them concerning the purposes of the Department. Others, as soon as they land, are taken into the service of employers, who have not registered their applications with us, and to whose homes they are at once conveyed. The establishment of a general landing depot would prevent these difficulties and irregularities, and enable me more effectually to serve all parties.

From my entrance upon my duties, the demand for laborers of all classes has been greatly in excess of the supply; and consequently I have had no difficulty in furnishing employment to all who have accepted the mediation of this office. Many, on the contrary, who have suffered themselves to be misled by the runners, who beset them on all sides after they reach the wharves, have discovered too late, that their confidence has been misplaced. Sometimes they have been sent to places beyond the limits of the State, from whence after wasting time and money in seeking occupation, they have returned to us, poorer but wiser men.

The immigrants who place themselves under the charge of the State officers, incur no unnecessary detention or expense. Through the intervention of this Department they reach good homes and obtain work immediately after their arrival; and in most cases are transported from the city to the country at the cost of their employers, who receive them kindly and compensate them fairly for their services. At my solicitation, many of the steamboats plying on our waters, and some of the railroads, have conveyed immigrants sent from

this office at half price. I am pleased to acknowledge the liberality of these companies, and to inform you of their prompt and cheerful co-operation in my efforts to supply our agriculturists with labor. The same enlightened policy in their management which has dictated a low tariff of freight on fertilizers, also demands the cheap transportation of laborers; and it would advance the interests of producers in some portions of the State if all our transportation companies would carry them at reduced rates of fare. I am informed that most of the railroads in the Southern States have agreed to transport foreign immigrants and other settlers at the low price of one cent per mile. It would greatly facilitate the distribution of labor in this State if the same cheap rate prevailed here.

The authority and means given to this Department are inadequate to the purposes for which it was designed. In regard to immigration at this port, the law is especially defective in not giving the Superintendent such sufficiently prolonged supervision of it as the interests of the State and of the immigrants themselves require. It will be perceived that the only advantage possessed by the officer of the State, is that of first visiting the vessels; and which is granted in the second section of the Act, as follows:

“Sec.2.—*And be it enacted*, That it shall not be lawful for any other agent, runner or solicitor to visit vessels arriving, with immigrants on board, for any purpose whatever, until such immigrants have been seen and properly instructed by said Superintendent of Labor and Agriculture, or by one of his clerks or agents expressly charged with that duty.”

The opportunity thus afforded me of communicating with immigrants is very brief; and my control over and cognizance of many of them is lost as soon as they reach the wharves and just when they most require protection and disinterested advice.

I respectfully suggest that additional facilities be given to the Superintendent for a more careful supervision of the immigration at this port. If he was authorized to establish a landing depot, to be conducted as that at Castle Garden, New York, and where immigrants could quietly, promptly and economically arrange, either for their settlement in Maryland,

or for their transportation to other States, he could guard them from many frauds and impositions to which they are now exposed.

I append hereto a copy of the rules and regulations established by the New York Commissioners of Immigration, and also abstracts from their reports, and from the laws of that State, concerning their powers and duties. It will be perceived that the commutation tax paid by the owners or consignees of vessels engaged in the transportation of immigrants suffices to defray all the expenses of the State's superintendency of the business; including the maintenance of destitute emigrants until they are able to support themselves. The tax paid in New York is two dollars for every alien passenger, and it amounted, last year, to nearly six hundred thousand dollars; about one third of which was devoted to the support of the Emigrant Refuge and Hospital at Ward's Island. In Baltimore the commutation paid for each passenger is one dollar and fifty cents; but no portion of this fund is applied to the use of this Department. It is divided between the city of Baltimore and certain Societies, viz: three-fifths to the former and two-fifths to the latter.

Our law in relation to foreign passengers (Art. 4, Public Local Laws, Maryland Code) is similar to the early enactments of New York. But the recent laws of that State "*concerning passengers in vessels,*" and "*for the protection of emigrants,*" are so comprehensive, and so effective in execution, that I shall beg to invite the attention of your committees to them, in connection with a bill which I propose to submit to their consideration on the same subject.

As the City of Baltimore has already, and quite recently, made a liberal donation to an Immigration Society, I am induced to believe that it would readily forego its portion of this tax, and agree that it should be expended by the State, for the general protection and promotion of immigration to this port. I can perceive no reason why a portion, at least, of the tax on emigration, should not be devoted to the support of the landing depot, which, I respectfully suggest the Superintendent of this Department be authorized to establish. It need not be very extensive now, but might be enlarged as the exigencies of the business required. It would

furnish to immigrants much aid and comfort during their brief halt in the city ; protection from many impositions, and facilities for obtaining employment, or for prosecuting their journeys to the interior States. As the immigration increases, there will of course be a corresponding increase in the commutation fund, and consequently in our ability to extend the accommodations of the depot. Without such an establishment it will continue to be extremely difficult for me to serve the State or the emigrants as efficiently as I desire.

As the number of sick and destitute who arrive is very small, the societies now receiving two-fifths of the fund, can well afford to provide for them ; and their agents should have every facility afforded them at the landing depot. With the exception of the bark Schiller, which arrived here last summer, no sickness has been reported on any emigrant vessel during my term of service ; and so great has been the demand for labor, that there is no want among those able to work. Hence, I conclude that two-fifths or one-third of the emigrant tax fund, whether expended by these societies or by the State officers—as in New York—would suffice for the care of the sick and destitute. Blind and disabled persons, or any others likely to become a future charge, are subject to special bonds under the Emigrant Passenger Law of New York. The same restriction is required at this port, and the Superintendent of this Department should have ample facilities for investigating such cases, and for enforcing a rigid application of the law. The commutation tax which is paid by ship owners as a release from the bonds required by law, is, in fact, virtually paid by the emigrants, as it is included in their passage money. It is, therefore, due to them that the State authority, which imposes it, should take care that it is strictly applied to the objects for which it is collected.

It cannot be doubted that the admirable arrangements and ample accommodations provided at Castle Garden, have tended to increase the emigration to New York, and I have reason to believe, that if the same careful surveillance was extended to it here, many intending to emigrate would be advised by their friends, now in the United States, to come *via* Baltimore.

I have been recently informed by some intelligent ship-

masters, long engaged in the passenger trade between Bremen and Baltimore, that unless such facilities are provided by the State, at this port, they will hereafter select New York as their point of debarkation.

The establishment of such a landing place would not injuriously affect the rights of any person or corporation interested in immigration. Possibly the additional facilities which such a depot would give me for the discharge of my duties, would not be very favorably regarded by a class of runners who now seek to obtain the confidence of immigrants by vilifying this Department and misrepresenting the people and climate of the State. By industriously spreading falsehoods and stimulating prejudices, they have induced many ignorant and unwary people to leave, who, if properly instructed, would have remained. That we have succeeded in retaining so many, is due to the zealous exertions of the employees of this office; and also to the friendly co-operation of many of our influential adopted citizens, who have aided in imparting to foreigners correct information concerning the State, and have convinced them of the good intentions of this Department. I have done all that was possible under the existing law to encourage their settlement in Maryland, and believe that if we relax our efforts now, nearly the entire immigration at this port will, as in former years, be carried beyond our borders. If the control of the Superintendent over it is enlarged, I think that the various industries of the State may soon be supplied with the labor they require, especially if it be true, as reported, that the freedmen in the rural districts are now less indisposed to engage regularly in agricultural employments.

The difficulty we have often experienced in finding immigrants after landing, and their frequent complaints of extortion, loss of baggage and various impositions, induced me to rent a house for their reception, where such as desired, might obtain temporary lodgings and board, and be protected from wrong and injustice in their first business transactions. I selected and fitted up a house on Fell's street, which, though the largest and most conveniently situated that I could then obtain for the purpose, does not always furnish sufficient accommodations. It is quite near the wharves, but our

gents report that immigrants are often misled before reaching it; and hence, the Emigrant Depot herein proposed, should be located at the water's edge, so that passengers and baggage may be safely and conveniently transferred to and from the ships. Our house on Fell's street is called The Maryland Home for Emigrants, and I am pleased to state that it is already favorably known abroad. It is in the charge of Capt. Christian Bitter, an officer of this Department, who has spared no pains to promote the comfort and convenience of immigrants. The use of the rooms, baths, &c., are free to them, and the only charge made by the agent is for meals, and which is barely sufficient to pay their cost, viz: twenty-five cents each. This house was opened in April, 1869, and since then I have had less difficulty in supplying our citizens with labor; and it has afforded me no little ratification to offer, in behalf of the State, the shelter and refuge it affords, to the many worthy strangers who have sought it. The kindness with which emigrants are received here, and the fairness with which they are treated, and the good offices rendered by this Department to those *in transitu*, as well as to those who decide to remain in Maryland, have been gratefully acknowledged by many of them, and by their friends in other States. At this Home, all baggage is safely kept until required by its owners; and through it the correspondence of many immigrants is conducted. The services which it renders them are as various as they are numerous; and as its benefits are enjoyed exclusively by them, it seems proper that the cost of its maintenance—or if the Landing Depot which I hope may be substituted for this Home—could be borne by the Emigrant Tax Fund.

As but a small portion of the immigration to this port has been registered at the Fell's street house, I have been unable to compile very full statistics in relation to it. The tables submitted herewith, only show the monthly arrivals, and the number who have remained in Maryland, males and female. It will be observed that the number retained in 1869 greatly in excess of that of the previous year, and comprises one-third of the total immigration. This result is attributable to the influence of the Home, and in some measure to

the efforts which have been made to disseminate information abroad concerning the State.

The fifth section of the law regulating this Department. authorizes me to maintain agencies at Bremen and Liverpool as long as I should find them useful. At Bremen, I employed Mr. F. Wile for six months in 1868, and Mr. H. J. Lechenich for the same period in 1869. I also commissioned Mr. F. W. Smythe, of Liverpool, to act as the agent of this office in that city for one year. With the view of enlightening the emigrating class in Germany as to the resources and advantages for settlers in Maryland, and to remove some of the prejudices which have prevailed among them in reference to the former slave States, I employed a competent translator who was occupied for several months in preparing communications for publication, and some for private circulation abroad. This correspondence, I have reason to believe, was well-timed and serviceable. The agents at Bremen were chiefly engaged in distributing pamphlets and in giving information to emigrants about to sail from Bremerhaven. I take pleasure in bearing testimony to the industry with which they sought to carry out the instructions of this Department, and regret that the fund at my disposal would not admit of a more active canvass and advertising in Europe. Our agent at Liverpool, labored faithfully and intelligently. His correspondence and publications have extended to all parts of the United Kingdom ; but owing to the want of regular and cheap lines of communication between Liverpool and Baltimore, the results have not been commensurate with his efforts. But few emigrants speaking our tongue have reached us ; and those, with rare exceptions, have been mechanics and tradesmen. The emigration from Liverpool during the past year has been immense, averaging one thousand per day for many weeks in the early summer ; but in the absence of steam communication with our port, it is still directed to New York. I have discontinued our foreign agencies for the present. While I think the State has been compensated for the expense of these agents, in the diffusion of information concerning our condition and resources, I would not advise their re-appointment unless the demand for white labor should be greater than it has been since the last harvest. There has not been the same increase of late in the applications for

agricultural laborers, which may be owing to the industrial depression that unfortunately prevails; or to the reported better disposition of the freedmen to labor in our fields on fair terms. The people of Maryland will always cherish a kindly feeling for the black race, and will not withhold employment from those who are willing to engage in steady work. But at the same time it might be well for all to know that it is within the power of the State to substitute another class of laborers for them, at no great sacrifice of time or money.

Our well informed agent at Liverpool has repeatedly stated that any number of reliable men and families could be obtained from Great Britain, if the cost of their passage, or even a portion of it, was advanced. The following extract from his correspondence with this office, indicates how the supply of labor can be augmented at the expense of the emigrants themselves, who will contract to refund from their wages the cost of their passage. Under such contracts large bodies of negroes are being conveyed from the border States to the cotton and sugar fields of the South. If the exigencies of the State should require the appropriation of a fund to be used for the ocean transportation of white laborers, the services of our agents abroad would again be necessary in selecting the emigrants and making the contracts.

LIVERPOOL, 14th October, 1868.

* * * "I have to report that inquiries continue to be made concerning Maryland, at this agency; but, as a rule, the intending emigrants expect free or assisted passages. So far the result of our efforts in calling attention to the advantages of the State is gratifying, but at the same time tantalizing to find that, although so many of the industrial classes in this country are anxious to break fresh ground and better themselves in yours, very few of them possess the means to enable them to do so. If I could offer to the working people here free, or even assisted passages, numbers, almost without limit, would go over to you. In regard to the ways and means of procuring the supply of labor you need, I may venture to refer again, as a useful example, to the copy of

contract enclosed to you in mine of the 26th August last, which was used by a Texas planter, who, on the terms of that document, had about three hundred emigrants shipped him at Galveston: but without adequate funds for assisted passages, its imitation would not be feasible; while with such assistance large numbers of working people here would gladly go to Maryland.

From the "Colonization Circular," and also from "Lett's Emigration Map of the World," herewith transmitted, a vast amount of information may be derived; much of it showing the magnitude of the competition with which your department has to deal, and demonstrating the necessity for pecuniary aid, if it is desired, to increase the emigration to Maryland. Touching State appropriation, as suggested (in the communication of the Assistant Superintendent, of July 13th, to the Baltimore Gazette,) the sum required to facilitate importation of labor would be an effective instrument, always at work for the good of the whole State, and never impaired by its use. Such was the character of the "United States Mint" Fund, appropriated to facilitate the recoinage of deposits of foreign coin and bullion. It being always at work, was always intact; and within a reasonable time it could be withdrawn when required, and replaced in the Treasury.

Yours, respectfully, and truly,

F. W. SMYTHE, Agent.

It would be difficult to estimate the value to the State, of the immigrants who have been retained in it through the instrumentality of this office. The gain has not only been in the amount of capital brought, and the productions of their labor, which in the aggregate would amount to many hundreds of thousands of dollars; but their coming has tended to keep the rate of wages within just bounds; and it may be fairly presumed that many farmers who have not employed this white labor, have obtained that of freedmen on more reasonable terms in consequence of the operations of this Depart-

ment. If we were unable to obtain a supply of foreign labor, there can be little doubt that wages would soon be double what they now are ; our farmers would make no profits, and their lands would continue to sink in value.

Now, as before its emancipation, there is a perceptible drift of the negro population southward ; and its total number is supposed to be annually diminishing. In the cotton belt, it finds a more congenial climate and its most profitable employment. As African labor becomes scarce there, it seems probable, from present indications, that the deficiency will be supplied from China. But the most desirable and profitable substitute for it in our State, is undoubtedly to be found in European immigration. Judging from the number of applications, written and verbal, made at this office, I estimate that about five thousand additional laborers *per annum* are required in Maryland, to keep wages at such a standard as will induce owners to engage more extensively in the cultivation of their lands. That number, I think, may be secured from the annual immigration from Europe, if the powers and facilities of this Department are extended as proposed.

The correspondence of this office in reference to our agricultural and other resources of the State has been extensive. Many persons from other States have been induced to visit us, and a few have settled here. I shall continue to invite attention to the lands registered in this office for sale ; but so much property has been forced upon the market, south of the Potomac, that Maryland farms do not yet command satisfactory prices. Immigrants arriving here with means to purchase homes, do not appreciate the advantages of our markets and many improvements, and they continue to seek the low priced lands of the distant west. The area of land in this State now uncultivated and entirely unproductive is very large, especially in the tide water counties. I have been anxious to co-operate with land holders of that section in establishing colonies at favorable points, but most of them seem unable to make the advances in stock, implements, and provisions, required for such enterprises. This Department will prosecute with vigor such plans as your Honorable Bodies may devise for the restoration of our agricultural prosperity.

INSPECTIONS.

It is one of my duties to procure a faithful and economical administration of our inspection laws, especially of those in relation to agricultural products and fertilizers. Unless these laws are fairly and efficiently executed, they are worse than useless ; and the official marks or seals but serve to delude those who confide in the integrity and judgment of the public officers. In some States, the inspection system, by mal-administration, has sunk into disrepute, and been abolished. In our own State abuses have existed, and to guard if possible against their recurrence, the Superintendent of this Department is authorized to supervise the business of the State Inspectors, and to issue from time to time, such regulations not inconsistent with law, as will secure economy and efficiency in the inspection service. The officers who have been exercising these important public trusts during my term of service, have generally performed their duties with fidelity and ability, and I have found most of them prompt to suggest and to adopt measures for the promotion of the public interests. The few complaints which have reached this office are due rather to the laws than to the action of the inspectors. Our inspection laws are imperfect ; and those relating to tobacco are now so obscure and involved that I respectfully suggest an entire revision of them. In this work I shall be pleased to confer with your committee, and to lay before it some particulars with which it is unnecessary to burden this report.

The last Legislature passed "*an Act for the inspection of all fertilizers other than Guano,*" which I regret to state was rendered inoperative by the omission of an important section. The following circular issued from this office and published at the time for the information of our farmers, will explain my action in the matter, and why the law failed to take effect.

" DEPARTMENT OF LABOR AND AGRICULTURE,

" Baltimore, June 17th, 1868.

" *To the Agriculturists of Maryland:*

" It is known to most of you that the General Assembly at its last session, passed *an Act for the inspection of all fertilizers other than Guano*. From an examination of the law, as passed and filed in the office of the Clerk of the Court of Appeals, it appears that the section prescribing the

rate of fees for the inspection, was omitted at some stage of its progress through the Legislature. As the Constitution and law regulating this Department require me to supervise the inspection service, and earnestly desiring to carry out the intention of the Legislature as expressed in said Act, I appointed Dr. Thomas B. Steele, of Dorchester county, to execute the duties of inspector.

"Being authorized, also, to issue necessary regulations not inconsistent with law, to secure efficiency in the inspection system of the State, I prescribed the rate of fees to be paid for the inspection at thirty cents per ton. This is the fee originally fixed in the Act. It is also the sum charged by the Inspector of Pure Guanos, and can hardly be considered excessive. It was, however, my intention to reduce it hereafter, if the monthly receipts of the Inspector should show any considerable excess of receipts over the expenses of his office. The Inspector, after making all necessary arrangements for the efficient performance of his duties, was informed by the leading manufacturers and agents for the sale of artificial fertilizers in this city, that the law would so embarrass their trade, and be so expensive and difficult of execution, that they would be constrained to resist it by all legal means. As the result of any litigation might be delayed until the next session of the Legislature, the Inspector in view of all the obstacles attending the execution of his duties, has resigned his appointment. I therefore deem it my duty to publish these facts, and to inform the farmers of Maryland that there will probably be no State inspection of these fertilizers until further legislation can be had to accomplish the purposes of the existing imperfect law."

The trade in these various compounds is said to be very extensive; and with the guarantee of a reliable inspection would—if they were found to be composed of fertilizing substances—doubtless be greatly increased.* Some of the dealers

*Since writing this report, my attention has been called to the following approximate estimate of the quantity and value of the commercial fertilizers, manufactured and sold annually in Baltimore. It was recently published in the newspapers of that city, and gives in brief probably as correct a view of the extent of this trade as can now be obtained.

"There are in Baltimore thirteen manufacturers of super-phosphates, who produce from 5,000 tons down to 1,000 tons, making in all about 28,000 tons. There are also four or five who grind bone dust, and one poudrette company,

in these articles were not only opposed to the law of the last Legislature, but were hostile to any inspection whatever. Others expressed a willingness to submit to a supervision of their operations, if it could be so conducted as not to embarrass their business. The law of 1868 seems to have been copied from our law for the inspection of pure guanos; and its provisions do not properly meet the requirements of the trade of these compounds. They are so numerous, and of such various components, that it would be very difficult, even if expedient, to prescribe a uniform law and invariable rules for the inspection of all. Much latitude should be given the Inspector in conducting the details of his business, and far determining the value of these fertilizers. I have taken every occasion to assure the dealers that the power conferred upon this Department to issue regulations for this service, should be exercised with a due regard for their convenience; that the agricultural interest required the inspection to be made at the least possible expense; and that the purpose of the law was solely to guard our farmers from imposition.

A belief seems to pervade the public mind that great frauds are practised in the manufacture of commercial fertilizers. It is impossible for me in the absence of any inspection, to give an opinion concerning those made and sold in this market; but in this connection I beg to quote the following statement from one of our agricultural journals, and which is confirmed by the report containing the analysis referred to.

“The Secretary of the Connecticut Board of Agriculture procured last winter samples of sixteen articles known in commerce as fertilizers, and submitted them to Prof. S. W.

the whole representing an annual production of about \$1,500,000. Besides these, there are twenty-one agencies of Northern manufacturers of fertilizers, selling from 500 to 5,000 tons, in all about 23,000 tons, representing a value of \$1,200,000. In addition to what is used here in the manufacture of super-phosphate, about 4,000 tons of Caribbean phosphates are sold in the crude state, the value of which may be estimated at about \$100,000.

“The sales of Peruvian Guano, outside of that used by manufacturers, for the past year, were about ten thousand tons; value in currency, \$800,000. But little Peruvian Guano will be sent here in the future. The Chincha Islands will be exhausted by the 1st of January. Another island will then be worked by the Peruvian Government, not so rich in ammonia by three or four per cent., but still the cheapest available source for the necessary supply of ammonia.”

Johnson, of Yale College, the well known agricultural chemist, for analysis. They were submitted without names or labels, with the exception of numbers by which to identify them. Upon receiving the results of this analysis, the Secretary added to each its name and price, and has published the whole for the benefit of farmers. The report shows, also, how much it would cost to buy in other forms the materials which give these fertilizers their value. The analysis proved that in every instance most of the substance consisted of sand or carbonate or sulphate of lime, or some other material of little value. These materials were mixed with phosphates and nitrogenous matters in very different proportions; but the really valuable component parts are but a small proportion of the whole. Prof. Johnson reported that there was good reason to suppose that some of the articles sold as fertilizers, and for which high prices were paid, were the products of deliberate fraud; their value to the farmer being in strange contrast with the price at which they are advertised. It is not to be supposed that swindling in fertilizers is confined to New England."

There are doubtless many valuable fertilizers manufactured in our State, and perhaps some of them are sold at a moderate advance upon their cost; but when it is shown, as by the analysis of Prof. Johnson, that an article which is sold at \$28 per ton, is really worth not more than \$3 per ton—not one-ninth of its price—the necessity of some legislation for the protection of farmers is obvious.

In view of the deceptions practised by the Northern mixers of *fertilizers*, so-called—some of which are exposed in the report before mentioned—our law should require the inspection of all brought into the State for sale, as well as those made here. The law of the last Legislature was defective in that particular. It has seemed to me that the inspection of pure guanos and of these commercial fertilizers could be advantageously intrusted to one officer: who, with the concurrence of the Superintendent of this Department, might be authorized to employ, from time to time, such assistants as the business required. His office should be in close connection with this department, but I respectfully submit whether much of the work might not be conveniently and profitably committed to the chemical laboratory of any of the institutions of science and learning fostered by the State, in which

the necessary facilities and competent professors of chemistry might be found.

It is unnecessary for me to recount here the extent of the business transacted by the various State Inspectors during the last two years. Monthly reports have been promptly made by them, and are filed in this office. The quarterly reports, with returns of revenue, have been transmitted to the Comptroller, and an exhibit of them will doubtless be presented to your Honorable Bodies by that officer.

The laws regulating the inspection of tobacco have become so complicated, and in some respects so conflicting, that it has been difficult in some cases to determine the duty of the inspectors, more particularly in reference to charges for outage and storage. These doubts will now, I trust, be removed by express legislation. Meanwhile my efforts have been directed to promote uniformity in the business of the warehouses, and it has been made to conform as nearly as possible to what seemed to be the intent of the various acts. In regard to charges, the following rules are now observed by the inspectors:

"No charge for storage shall be made on tobacco in the State warehouses prior to the 10th of March, 1864. From the 10th of March, 1864, to the 20th of March, 1865, charge \$1.50 outage, and fifteen cents per month storage after six months from date of inspection. From the 20th of March, 1865, to 1867, charge \$2 outage, and twenty cents storage after three months from date of inspection.

"From March 1867 to the 17th of March, 1868, charge \$2 outage, and twelve and a-half cents storage after twelve months from date of inspection. From March, 1868, charge \$2 outage, and twenty cents per month storage *after the expiration of three months from date of sale.*"

Early in 1868, I published an order requiring the vendors of tobacco stored in the public warehouses, to endorse the date of sale on the Inspectors' receipts. I learn that this regulation is not generally observed; and if the law of 1868 in regard to storage is to be continued in force, I hope it may be so amended as to secure to the tobacco fund its rightful accretions from this source. The date of the inspection

(from which, under prior laws, the charge of storage was computed) is of course a matter of record, always known to the Inspector. But the *sale* of tobacco, being a private transaction, its date can only be known from the parties interested; and it may be presumed that many inchoate bargains are not closed until the purchaser is ready to ship the tobacco. The result is to practically exempt it from storage dues, under the Act of 1868.

Orders have been issued to all the State Inspectors, enjoining economy in the management of affairs committed to their charge, and I believe that most of them have conducted their business with a proper regard for the public interest. But much of the expense of working the State tobacco warehouses might be saved, and consequently the charges upon the trade considerably reduced, by a reorganization of the inspection force. There are now five warehouses with five inspectors, and five separate corps of clerks, screwmen and laborers. Each house is managed independently of the rest, and each inspector keeps a certain constant force employed, while for nearly half the year, the force at two or three of the warehouses could easily do the work of all. It is believed that three inspectors could now perform all the work even in the most busy season; and it may be added, that the location of the warehouses is favorable to such a division. The salaries of the inspectors, however, comprise but a small part of the expense of this branch of the service, and a reduction of their number is less important than that of the employees now maintained under the independent organization of the warehouses. The annual disbursements for wages of clerks and laborers of all kinds, in the five warehouses, is little short of \$80,000.

I cannot refrain therefore from suggesting that authority be lodged either with this Department, or with a chief inspector of tobacco to be appointed by the Governor of the State, to order the discharge or employment of clerks and laborers as the exigencies of the service required; and to direct the transfer of screwmen and laborers from any one warehouse in which they may be idle, to others in which there is work to be done. By such means, and which would be adopted by prudent men in conducting any private busi-

ness of the same extent, the expense of this inspection may be vastly diminished, and without detriment to the interest of either the planters or shippers.

I shall be pleased to confer with your committee upon this subject, and also in regard to the flour and grain inspections, with a view to promoting economy in those branches of the the service.

I have to report that the law for the inspection and weighing of hay and straw is frequently violated. The fine of five dollars imposed under section 416, of Article 4, Public Local Laws, is insufficient to deter a class of petty swindlers (hay hucksters) from concealing stones and other rubbish in their loads, and the penalty for this offence should be increased.

PUBLIC BUILDINGS.

To this Department is committed the charge of all the public buildings belonging to the State, and the Superintendent is required to direct all expenditures for their preservation and repair. The 4th section of the 10th Article of the Constitution expressly mentions the tobacco warehouses and all other buildings used for inspection and storage purposes by the State; and the law of 1868, defining my duties, gives me the supervision of *all the other public buildings*, in general terms and without any enumeration of them. As there are extensive and valuable buildings belonging to the State which are supervised by permanent boards of directors or visitors, who take cognizance of their condition and direct all necessary repairs, I have presumed that the intention of the Legislature was to confide to my care the buildings not in charge of such boards. This would include all the State buildings in Annapolis, and those used for inspection purposes in Baltimore. If there are others which it is designed to entrust to this Department, it would conduce to a better understanding of my duties if the intention of the Legislature was clearly expressed in regard to them.

My observation and experience in this branch of affairs induce me to suggest a general appropriation for the preservation of the public property, to be used in making timely repairs. The fund of \$5,000 placed at my disposal by the last Legislature, was for the special purpose of constructing an

auction room for the sale of tobacco, and for the reparation of Warehouses No. 2 and No. 3, which were then fast decaying. The preservation of other property of the State has compelled me to direct additional repairs, for which I have had no means of paying. Claims for work already done will be presented to you, and I respectfully recommend that provision be made for their settlement. I am prepared to furnish a statement of these claims, and if desired, will also submit an estimate of the amount which will probably be required for repairs in the next two years.

An Act was passed in February, 1868, appropriating \$3,500 for painting the wood work of the State House and improving the grounds. This money, by the terms of the Act, was expended under the supervision of the Clerk of the Court of Appeals and the Secretary of the Senate. Later in the session the law regulating this Department was enacted, giving to its Superintendent the charge of all the public buildings, but no other appropriation was made for the State House, although many repairs were even then required. Some of these will be apparent to your Honorable Bodies during your occupancy of the Capitol, and will be detailed in my estimate of expenditures.

This ancient edifice, endeared to Marylanders and so interesting to all visitors from its early associations, merits our watchful guardianship; and it would be one of my most agreeable duties to care for its security and embellishment. Some rules looking to the preservation of this property have been issued by me and posted on the grounds. Beyond this, I have assumed no control over the property, and it will be difficult for me to exercise such a supervision of it as the law seems to contemplate, until there is a reorganization of the force engaged at the State House, and it is made, in some degree, accountable to this office. Although responsible for the condition and preservation of these buildings, I have no official knowledge of, or connection with, the persons employed to take charge of them; and I respectfully suggest such an organization of this force as will place it, after its appointment, in communication with this Department. The public interest seems to require that the watchmen, firemen, janitors or gardeners, who may be employed in and about the public

buildings at Annapolis, should be under the direction of one efficient chief custodian, who, in turn, should be required to report to this office and carry out its instructions. The new Executive Mansion is yet in charge of the commission appointed to supervise its construction. The buildings occupied by the State Treasurer, the Comptroller and the Commissioner of the Land Office, are in good condition.

The tobacco auction room authorized by chapter 458, Laws of 1868, was constructed, under contract, by Col. R. S. Andrews, who was the lowest bidder for the work. I also employed him to superintend the repairs of Warehouses Nos. 2 and 3. A statement of these expenditures is attached to this report. Those two houses are now in as good condition as the others. Some general repairs are, however, needed at all of them; and at No. 5, where much heavy western tobacco is inspected, the entire set of screws should be readjusted and strengthened.

The Inspector in charge of Warehouse No. 2, having informed me that a large section of his building was vacant, and not likely to be wanted for the storage of tobacco, obtained authority from me to rent the same, with the express stipulation that the tenant should surrender the building at a month's notice. The rents received since November, 1868, have amounted to \$1,500, and a larger sum could have been obtained if I had accorded a more certain and extended tenure of the property, but which, in the absence of express authority from the Legislature, I was unwilling to do. The State warehouses are so conveniently situated and constructed for the storage of sugar, cotton and other products arriving by water, that a very considerable income might be derived from this source, if the policy of renting portions of them, when not wanted for our tobacco crop, should be approved; and I should be pleased to know the will of the General Assembly upon this subject, in order that my action in the future may conform thereto.

There are four State hay scales in the city of Baltimore, viz: the new and old Eastern, and the new and old Western. The new Eastern scales were erected in 1867. They are situated at Canton, near the intersection of O'Donnell street and

the line of Baltimore county. The business for which these scales were erected does not appear to have any present existence in that section, and they have not been used since they were built. An inspector and weigher for these scales was appointed by the Governor in 1868; but he did not qualify, and the office is still vacant. The old Eastern scales are situated at the junction of Monument and Buren streets, and there a large amount of business is done. Essential repairs were required at these scales in 1868, and were made by Mr. Jesse Marden, who holds a claim of \$266.14 for the work, and which I have approved. This structure is quite dilapidated; but as it has been represented to me that the convenience of those interested in the hay trade would be promoted by the removal of these scales to another place, I have authorized only such expenditures as were necessary to enable the inspector to perform his duties accurately. I learn that a memorial will be presented to your Honorable Bodies in reference to the relocation of these scales. A sufficient sum could probably be realized from the sale of this property to rebuild the scales in a better situation; and considering the large expenditure required to renovate and adapt the existing building to the present wants of the hay-growers, I recommend their petition to the favorable consideration of the Legislature. The new Western scales are on the Frederick road, a short distance from its intersection with Baltimore street. They are in good condition. There is a small dwelling on this property, occupied by the Inspector. The old Western scales are on Fremont street. By my direction some slight repairs were made at these scales in 1868, and they continue to be serviceable.

A part of the wharf attached to Warehouse No. 1 having recently given way and become useless and dangerous, I was compelled to contract for its immediate reconstruction. In consequence of the difficulties which have occurred, and which may, under the present laws, again arise between the State Wharfinger and Inspectors, in reference to the use of and control over this property, I think the public interest would be promoted if the State wharves were also placed under the supervision of this Department, and authority granted to the

Superintendent to issue such regulations concerning them as will prevent controversy, facilitate business and increase the revenue.

RESOURCES OF THE STATE.

By section 5, Article 10, of the Constitution, I am directed to inquire into the undeveloped resources of wealth of the State, more especially concerning those within the limits of the Chesapeake Bay and its tributaries, and suggest such plans as may be calculated to render them available as sources of revenue. If the duty here enjoined was intended to include our agricultural, mineral or manufacturing resources, I have to regret that ways and means were not provided by law for its performance. I have had no facilities for obtaining such information, and have been unable to furnish any general statistics concerning the present resources of the State, to the many applicants who have addressed this Department upon the subject. The national census, soon to be taken, will supply us with much information that will be useful to all who are interested in the progress and prosperity of our State; but I should be gratified if some plan can be devised, by which I may be enabled in the future to present to you such statements of the productions of our great industries as would show any annual advancement or retrogression.

As to the resources of wealth *in the Chesapeake*, which belong to Maryland, the 16th section of the law regulating this Department, provides, that for the purpose of making inquiries concerning them, the Superintendent may avail himself of the services of the officer commanding the Oyster Police Force. The result of his investigations will be found in the following communication, recently received at this office, and now submitted to your consideration. It appears that our Oyster beds, as now worked, are being rapidly destroyed; and that prompt legislation is required for the preservation of these valuable fisheries.

From inquiries which I caused to be made at Baltimore, Chesapeake City, and other points, during the last Oyster season, I am satisfied that Capt. Davidson does not over estimate the annual product of our waters, in stating it to be *ten*

millions of bushels. On the contrary, I think it is greater, and that the total value of this product, even in first hands, approximates \$5,000,000. Its value before it reaches the consumers, probably exceeds that of our coal product, which this year amounted to nearly two millions of tons. It is estimated that the Allegany county coal fields are sufficiently extensive to yield that amount annually to their proprietors, for the next three centuries. But the people of Maryland possess greater wealth in their waters, for their Oyster beds, if properly protected, would produce to almost an unlimited extent, and be absolutely inexhaustible. By the present wasteful system of operations, the production cannot keep pace with the demand; and, if allowed to continue, the lament of the Somerset oystermen (*) will soon find an echo in all our tide-water counties.

With the view of obtaining an adequate revenue from our rich domain in the Chesapeake, I respectfully recommend that a tax *per bushel* be levied upon all Oysters taken from our waters. As the bulk of this trade is concentrated at Baltimore, and a few points on the Bay, the greater portion of it could be collected at a small expense; and if sufficient penalties were imposed for evasions of the law, but few attempts would probably be made to defraud the State. A less tax than *three cents per bushel*, would not, in my judgment, afford our people a just and sufficient revenue from this source. It could be collected as cheaply as a tax of one cent, and the demand for our Oysters would be about the same, under any reasonable rate of charges. I do not suppose that the trade in our Oysters would be in the least diminished, if we were even now collecting a tax of three cents per bushel. Of course, even this small charge made by the State for its property, would be paid by the consumers, a large majority of whom are non-residents, and who are to be found now in every town and hamlet between the Chesapeake and the Pacific coast.

In its vast Oyster grounds (373 square miles) the State possesses an abounding source of revenue; and considering

* Vide Captain Davidson's Report, page 43.

the heavy burden of taxation with which our citizens are now laden, I am assured that our resources in the Bay will not be disregarded by your Honorable Bodies. Why may we not obtain a net revenue of at least a quarter of a million of dollars from this source?

REPORT

Of CAPT. HUNTER DAVIDSON, Commanding State Oyster Police Force, to the Superintendent of the Department of Labor and Agriculture.

STATE OF MARYLAND
STATE OYSTER POLICE FORCE,

October, 1869.

HON. WM. S. McPHERSON,

Supt. of Labor and Agriculture:

SIR:—I have the honor to submit the following report upon the Oyster resources of this State:

The Oyster in the Cheasapeake exists in its native and uncultivated; condition none of the laws relating to it have provided any adequate means for its protection, but on the contrary, the general effect has been to open wide the door for its enemies, enabling us not only to predict its decrease, but its early destruction as an article of wholesale trade, in a few years, and the consequent loss of the direct public revenue therefrom.

This is the more to be regretted, as the peculiar adaptedness of the beds of the Chesapeake and its tributaries to the propagation and growth of the Oyster, and its wonderful natural increase, would, with ordinary care, supply us with a delightful and nutritious article of food at the cheapest rates, and insure a material increase of the public revenue for all time.

It is to be hoped, therefore, that our people will discard a serious consideration of those views, which it will be evident originate in local or individual interests, where they conflict with the general good in this matter, and permit the enactment of a law restraining and regulating the present thoughtless and improvident industry that takes every Oyster wherever found, regardless of season, size, or condition,

It is well known that on the coast of France and England the Oyster had nearly been destroyed—becoming so rare as to disappear as an article of trade, and only to be found on the tables of the rich; and this condition exists in England at the present; but in France, since 1859, owing to the investigations of the celebrated savant, M. Coste, the matter has been taken in hand by the Government, and wholesome laws enacted for the protection and cultivation of the Oyster, which has resulted in a bountiful supply, even for persons of limited means, and given employment to scores of thousands of poor dwellers upon the sea shores, who would otherwise be living in the utmost poverty and obscurity.

I regret that the laborious duties imposed upon the Oyster Police Force by the law, and the want of instruments, material, &c., have prevented me from making observations as to the extent and growth of our Oyster beds, to be embodied in the form of lithographic charts, with marginal notes for distribution to the counties; for I believe that this course—bringing the subject to the attention of the people, and giving them a comprehensive view of it—would go far towards reconciling the widely differing opinions I have heard expressed during the last two seasons, particularly in the tide water portions of the State, and which have caused me to fear the Oyster will be nearly destroyed before any legislation can be effected to remedy the evil.

In our waters there are two great interests in the Oyster trade, which have always been, and are likely to continue, at war, viz: the dredging and the tonging. The first has nearly all the means, and is backed by the wealthy puckers. It has large vessels, well manned, equipped for heavy weather, and weeks of service off shore.

The latter class is represented by as many laborers, but is scattered in small boats that can only take the Bay in comparatively smooth weather; in other words, the dredgers are strong and comparatively rich; the tongmen are weak and poor; and the worst of it is, that the former rarely lose an opportunity of impressing this fact upon the mind of the latter, by a too frequent transfer of the Oysters from the rich inshore beds—reserved by law to the tongmen—to the holds of their own vessels.

Any boundaries defined by law for the separate working of the two classes of Oystermen, must necessarily consist of imaginary lines, as the immense extent of our Oyster-beds, would render it far too expensive to resort to buoys, or artificial landmarks; but in neither case could the dredgers be kept from infringing the rights of the tongmen, unless the risk of punishment is made greater than the inducement to do so.

The ever increasing demand for the Oyster, as an article of export, has so stimulated the trade in the Cheasapeake, that the Oystermen will *risk* almost any weather, and overcome great opposition, to enable them to reach the handsome profits that are being offered them in the market; and a convincing evidence that their profits *are* great, is shown in the readiness with which these men pay their fines—ten thousand dollars having been imposed last season, and yet during the *first* month of this, one hundred and twenty-six *more* vessels are licensed than during the same month last season.

If, therefore, dredging is to be permitted, there is no way of doing justice to both these classes, unless after giving them ample opportunity to learn the law, such fines and other punishment shall be imposed as will make a violation of the law altogether too great a risk to incur.

In order to preserve our Oyster-beds as a permanent source of revenue, and to supply the reasonable demands of the market, I would earnestly recommend that dredging be restricted to the period from the first of November of one year, to the first of May of the next, and that the heaviest fines be imposed for dredging at night—say from sunset to sunrise.

It is warmly argued by persons who are interested in the *dredging* business, that that mode of taking the Oyster improves its condition, and increases the product of the beds. This *has been* true, though only to a very limited extent, but, as *dredging* is carried on *at present* in the waters of Maryland, quite the contrary effect is produced. Where the Oyster-beds are very thickly covered, and a latter year's growth is overlaying and choking that of a former, (as is seen in Virginia, but not in Maryland,) so that this process going on from year to year, is forming on the beds those conglomerate masses of shell and marine deposit termed Oyster rocks frequently rising

from a depth of sixty feet of water to within a few feet of the surface, then to stop this process and as a farmer would thin and weed his plants, use the dredge and spread the beds, giving more space to the Oysters to feed and develop themselves, is undoubtedly an advantage. But when this spreading and thinning has been done sufficiently, and we look at the other extreme, as in our waters, and find five hundred and sixty-three vessels, each having two dredges, that when filled weigh one hundred and fifty pounds each, making eleven hundred and twenty-six *harrows*, dragged by vessels, some of nearly sixty tons burthen, under full sail, over the beds night and day, without regard to the size or condition of the Oyster, we can readily see that the work is greatly overdone.

The Oyster is hermaphroditic, and each adult is said to generate about one million young a year, which is doubtless the truth. But the enemies of this delicious mollusk are so numerous and actively at work, that one in a million of the annual production does not come to maturity.

In the water, the star fish, the drill, the winkle, the crab, the drum fish, the sheepshead, the dog fish and the ray, during their season subsist in a great measure upon the Oyster; but the unseasonable hand of man gives it no rest, and is greater than all other enemies combined.

The Oyster ejects its spat from April to about August, and the old Oysters, shells, and other congenial substances, on the beds, soon become covered with young Oysters, the shells of which do not attain sufficient size or strength to admit of handling, or other disturbance, until about the first of November; but the heavy *harrow-like* dredges commence dragging over the beds the first of September, and keep up until June, a grinding and attrition of a thousand Oysters to every one that is taken, thus crushing out the life of the young, filling up the open mouths of all, with the bottom, covering them up, and turning and leaving them in every unnatural position.

The tongs, or rakes, have no such effect, they touch the beds in one small spot, gather on that spot alone, and bring up nearly all they touch, and, moreover, are not so heavy, or roughly used, as to crush or injure either the old or young Oyster.

It is not necessary, therefore, to restrict the labors of the tongmen, rather encourage them to the fullest extent, but it is worthy of serious consideration, if it is not well to give a year's notice that dredging shall cease in the waters of Maryland for *three years*, (the length of time the Oyster takes to come to maturity,) and let the market be supplied by the tongmen, which can easily be done, and without decreasing the revenue of the State except, perhaps, for the first year. In the meantime, the Oysters would be increasing with wonderful rapidity in the deep water not used by the tongmen, and at the expiration of the three years, let dredging be carried on to a limited extent, that is, confined to certain months, not exceeding six of the year, and regulated so as not to interfere with the tonging.

This would insure us a permanent trade and revenue, such as we have a right to expect from the great resources which nature has given us in the Chesapeake and its tributaries.

It would not do to stop dredging *suddenly*, as the material which those engaged in the business have provided would be thrown back upon their hands at a great loss, but the Legislature could pass a law this winter, limiting it to the months *between* October and May, for the following year, and after *that*, stop it altogether for three years.

Dredging at night, say from sunset to sunrise, should be punished severely, as there can be but a very limited protection, or cultivation, of the inshore Oyster-grounds, when constantly menaced by such an enemy at night.

When Oyster-beds have become reduced to a certain degree, in our waters, they will soon cease to produce at all, although the ground may be the most congenial for the purpose, as the crustacea, shell, and other fish, which prey upon them, will destroy the young as fast as they assume a tangible form, and many of the old will meet the same fate, and the rest die out. Therefore, where bedding is undertaken, the Oysters must either be well protected, or else sown in such quantities as to enable the increase to get ahead of the destruction.

Last season there were five hundred and sixty-three vessels licensed to dredge for Oysters, averaging twenty-three tons each, carrying about eight hundred bushels at a load,

and making two loads a month to market for, say seven months of the year: summing up six million, three hundred and five thousand, six hundred bushels taken by the dredgers.

During the same period, there were nineteen hundred and seven canoes licensed, each taking about five bushels per day for twenty-six days of the month, and seven months of the year, making one million, seven hundred and thirty-five thousand, three hundred and seventy bushels taken by the tongmen, for sale, which with, say two million bushels taken during the season for "private use," will give an aggregate of about ten million bushels taken from the beds of Maryland annually.

These Oysters will average not less than thirty-five cents per bushel, which gives, in round numbers, three million, five hundred thousand dollars as the annual value of our Oyster product, from which the law only enables us to derive a revenue of about forty thousand dollars above expenses.

When the light expense of getting these Oysters to market, and the fact that they belong to the *whole* State, is considered, it appears strange that we should neglect so fair an opportunity of increasing our revenue. The price of a dredging license should be increased from three to five dollars per ton, of the vessel. Those engaged in the business can afford to pay it, all that is said to the contrary notwithstanding. If the increased price of a license, and the reduction of a dredging time, should drive any from the business, very well, let them go, the tongmen will take their places fast enough; the Oyster-beds will be improved by it; plenty of Oysters will get to market; the revenue will increase proportionably, and the people will be generally benefited.

Taking an average of all, we will say, the value of a dredging vessel is eight hundred dollars; pay of crew, seven hundred dollars; wear and tear, one hundred dollars; food and fuel, three hundred dollars; making nineteen hundred dollars expenses for the dredging season.

We have seen herein, that such a vessel will run about eleven thousand two hundred bushels to market a season, which, at the average price of thirty-five cents, is thirty-nine

hundred and twenty dollars; leaving a profit of two thousand dollars to a man who is owner and master, after having paid for vessel and everything invested. This dredging business in the Chesapeake, where a comfortable anchorage can be resorted to in a few moments, when desired, is much more remunerative than that of the Cod and Mackerel catchers, who risk their lives and their all, and frequently lose them, afar off the coast of New England, for months, during the stormy season, and many nights anchored on the ocean, with the sea breaking over them from stem to stern. And surely, then, in Maryland a superior class of men cannot allege their hardships in the Oyster trade as a reason for not increasing the price of a license.

I would recommend that a tax be imposed on the *carrying trade*, both ashore and afloat. Virginia has long been collecting such a tax, thus almost doubling her revenue from Oysters.

I quote from her Inspector's regulations, under the law :

"All persons shipping or forwarding Oysters by any vessel impelled by steam, or by railroad, or by express companies, shall first pay to the nearest Inspector the tax of three cents per bushel on all Oysters so to be shipped or forwarded....."

Fine for neglect of this regulation "not less than fifty nor more than five hundred dollars."

"Any person desiring to catch Oysters may, if he thinks proper, pay the sum of three dollars per ton on his vessel, for a license to carry Oysters for one year. Such license permits the party obtaining them to carry or send Oysters to any market in or out of the State, for twelve months, free of further charge on his said vessel."

"All persons engaged in packing, pickling or opening Oysters for sale or transportation, shall pay a tax of one cent per bushel on all Oysters bought or taken for that purpose."

These regulations are not only in accordance with the State statute, but they are constantly enforced by the Military Commander of the District at the point of the bayonet, which leads us to the conclusion that there can be no difference of opinion between the National and State Governments

as to the constitutionality of those measures; but we should consider that a State cannot *prohibit* the public right of fishery and navigation, though it can *regulate* that right.

(The question is, in reference to the Oyster trade, where does regulation end and prohibition commence?)

If, however, we impose this tax, it is best that it should not exceed the moiety of the Virginia tax.

We are higher up the Bay than she is, and consequently farther from the Northern market by water. Our Oysters are not so salt and finely flavored, and do not command so high a price, and hence, we must offer an inducement in the *lower tax* for carriers to come to us.

Instances occur of vessels clearing from fifteen to seventeen thousand dollars on a *single trip* from our waters to New England, and yet they do not pay a mill more than the average of about thirty-five cents per bushel for their Oysters, to the vessels and boats that carry them alongside fresh from the beds.

As my duties do not permit me to interfere with the carrying trade, I have no means of ascertaining exactly what quantity of Oysters go directly out of the State; but as nearly as I can judge, it is about one-third of the product taken *for sale*, from which alone, with a tax of one and a-half cent per bushel, we would derive forty thousand dollars revenue, not including the expense of collecting it, which I am sure could be done for three thousand dollars.

Large quantities of our Oysters are being run out of the State by vessels which have gone through all the *forms* of law, and obtained licenses to dredge, but the owners of which are non-residents of the State. These vessels are made over *for the season* under false bills of sale; the parties *here* exhibiting to the Comptroller genuine Custom House papers, to obtain which they took an oath as *bona fide* owners, as they again do in the Comptroller's office, knowing at the same time that the vessels are to be run wholly in the interest of the real owners elsewhere, and rarely or never landing an Oyster in this State. Thus are our citizens crowded out of their employment, in which the law proposes to protect them, and the results of their labors greatly diminished.

The Oyster Law, as is now clearly and generally known, has very many defects; but no human mind could heretofore have seen what was necessary, in the conduct of this great trade, to protect the interests of the people in every respect.

The use of the dredge for upwards of fifty years has been the means of keeping afloat a class of sailors, who, from the free and roving habits of their lives, removed from the restraints of society, and even of the law, (until the Police Force was appointed,) have grown to think themselves masters of the Oyster situation, and the advantages and working of their trade have been kept to themselves by a tacit agreement, in order that they might reap all the profits without interference.

No reliable data could, therefore, be collected upon which to frame a law that would dispense justice to all, and satisfy the demands of the people at large, in this matter, until the means had been put afloat, under the authority of law, to obtain it.

It would be irrelevant, in this report, to show the particulars wherein the law *is* defective, or to suggest any changes in detail, but I have prepared notes thereon, which I will have the honor of submitting when required.

I will say, however, that the very nature of this business, conducted by such persons *afloat*, requires that a law more rigid in its provisions, and summary in enforcement, than laws are generally, be enacted as our Oyster Law.

Under almost any *Oyster* law there will arise cases of apparent contrariety, and often involving abstruse principles of law, as shown in the administration of the one in force, by the opinions of the Attorney General, and in the many appeal cases, in which the best legal talent of the State has been engaged.

Nearly all of these cases have first to go before the Justices of the Peace, whose total want of education, in some instances, renders them unable to comprehend a case, or pronounce an intelligent judgment.

It is, therefore, a matter for consideration, how to perfect such a law as we require, at the same time placing its enforcement in the hands of capable persons, who can be reached

without causing unnecessary expense, in time and labor, to the State, or to the arrested parties in time, and the probable loss of perishable cargoes.

Some useful hints could be taken from the Virginia Oyster Law; it taxes the carrying trade, and collects more revenue than ours—seems to dispense justice, and is more concise.

But the advantages of requiring every vessel to pay for a license for the whole season's work, *before* taking or catching Oysters, as in this State, instead of paying a tax *per bushel* at the time of loading, as in Virginia, are shown, in practice, to be so much greater in every sense, as hardly to require discussion.

I think, contrary to the prediction of our earnest and experienced Comptroller in his last Annual Report, that he will give us a very favorable exhibit of the Oyster fund this year. Instead of the "expenses absorbing all the receipts," (which, of course, could not have meant the purchase of a steamer, as she is property, and paying a handsome interest, too, in the way of fines, &c.,) he will, doubtless, show a balance, over and above the entire cost of the steamer, and all the expenses of the State Oyster Police Force, of from fourteen to fifteen thousand dollars, for the fiscal year.

For the next year, having no purchases to make, the revenue will be increased by the amount of the purchases already made, and will also show an increase over former years, after deducting *all* the expenses of the State Oyster Police Force, even if the law remains as it is, and in this connection, it should be remembered that sections 33, 34, 35, 36, 37 and 38, of the law are inoperative, because there is no penalty for a refusal to permit the Oysters, sold in the city of Baltimore, to be measured, and in consequence about ten thousand dollars have been lost to the State Treasury, in the last two seasons.

The least estimate I have heard, of the quantity of Oysters sold in the city of Baltimore a season, is five million bushels, and if, as the present law intended, one cent per bushel is required to be paid, (by amending the above mentioned sections,) fifty thousand dollars can be collected from this source. Then, instead of requiring an unlimited num-

ber of measurers to take out *licenses*, let a proper number be appointed by the Governor, subject to the supervision of the Bureau of Labor and Agriculture, and to receive a certain proportion of what they collect, say one-half, which would pay ten reliable measurers—an amply sufficient number for the purpose—leaving the sum of twenty-five thousand dollars to the Treasury per annum.

It is impossible to execute any practical method of regulating the taking and trade of Oysters, without a force *afloat*; private rights, the maintenance of the peace, and even the majesty of the law, are but names without it. The State is entitled to a revenue from her Oysters, and the people demand protection in the trade thereof.

The present force cannot be reduced and be efficient; on the contrary, it cannot now do more than half the duty required of it.

The journals and books of record, regularly kept, will show the amount of duty performed, and are always open to, and shown, any citizen interested.

We have but one small, slow steamer, with which to visit twenty-five different Oyster localities scattered sometimes far apart, over tortuous routes, the extremes of which are one hundred miles from north to south, by seventy-five from east to west. I mention these facts *here*, because the people have been led to expect too much of this force, without considering the imperfections of the law under which it operates. It is expected to be in every locality at intervals of a few days, whereas about two months are required to make a complete tour of inspection, taking into account the time consumed by the average number of arrests and trials.

Those who are in the habit of violating the law, keep the run of our movements by a regular system of reports from one to the other, and thus are often enabled to escape punishment for their offenses; but because all is not done that is desired, is no evidence that the force is not necessary; it rather shows that the force should be increased to a proportion that will cover the field of duty.

To the first of October of this season, one hundred and forty-six cases have been tried before the Courts and Justices

of the Peace by the Police Force, and ten thousand dollars fines have been imposed, which has materially modified the lawless operations of the Oystermen ; and, it is my opinion, that the patient consideration and attention which is due to every new enterprise, will in due time make this Force the means of developing our Oyster resources to an extent that will give the trade the highest rank in the market of the State.

The extent of our Oyster-beds is about three hundred and seventy-three square miles, ninety-two of which are closely covered, and the remainder scattering.

This field could be made to give profitable employment to twenty thousand laborers, in a few years from this, under the administration of proper laws.

THE OYSTER GROUNDS ARE DIVIDED NEARLY AS FOLLOWS:

LOCALITIES.	Square miles	Remarks
Swan Point, Kent county.....	6	Scattering.
Chester River.....	30	"
Sandy Point to Thomas Point, A. A. co.	11	"
Love Pt. to Kent Pt., Queen Anne's co.	8	"
Thomas' Pt. to Horse Shoe Pt., includ- ing S. and West Rivers, A. A. co. }	20	{ 10 Close. 10 Scattering
Eastern Bay and Miles River, includ- ing Poplar Island.....	50	Scattering.
Horse Shoe Pt. to Holland's P., A. A. co.	8	"
Holland's Pt. to the Patuxent, Cal. co....	8	"
The Choptank R., including Sharp's Island, and the outside of Tilgh- man's Island.....	30	"
The Hudson River, Dorchester county...	15	Close.
From the Patuxent to the Potomac...	8	Scattering.
From the Hudson River to Hooper's Straits, Dorchester county.....	10	"
Honga River and Hooper's Straits, Dorchester county.....	12	"
Fishing Bay, Dorchester county.....	10	"
Nanticoke River, Dorchester and Wicomico counties.....	14	"
Monie Bay and Wicomico River, Wi- comico and Somerset counties.....	12	Close.
Holland's Straits, Dorchester county...	7	Scattering.
Kedge's Straits, Somerset county.....	2	"
Manokin River, Somerset county.....	7	Close
Big and Little Annemessex Rivers, Somerset county.....	10	Scattering.
Tangier Sound, including Holland's Straits, Dorchester, Wicomico and Somerset counties.....	50	Close, but thin.
Potomac River and tributaries.....	20	
The Patuxent River.....	10	Scattering.
From Hooper's Straits to the Virginia * line, on the Bay Shore.....	15	"
Total.....	373	

Number of Vessels and Canoes licensed in each county and Baltimore city, their tonnage, &c., during the season of 1868 and 1869.

COUNTIES.	Dredging Vessels.	Tonnage.	Tonging Canoes.
Queen Anne's.....	1	25	105
Talbot.....			246
Worcester.....			81
Kent.....	1	24	93
Anne Arundel.....	20	256	222
Somerset.....	238	4,726	246
Wicomico.....	12	143	110
Dorchester.....	46	1,316	257
Prince George's.....	1	42	
Charles.....	1	29	22
St. Mary's.....	2	32	336
Calvert.....	1	28	189
Baltimore city.....	240	6,039	
	563	12,660	1,907

The five hundred and sixty-three dredging vessels, last season, employed twenty-one hundred and seven white men, and fourteen hundred and fifty-three negroes. The canoes employed about thirty-three hundred and twenty-five in all, with the same proportion of white and negro labor; making a total of sixty-eight hundred and eighty-five men, independently of the labor employed in the carrying trade, which would probably swell the number to between nine and ten thousand hands employed *afloat* in the Oyster business.

The most liberal encouragement should be given to persons to plant and cultivate the Oyster. I know of no enterprise which is more remunerative, and which need give less anxiety as to certainty of results, if ordinary personal attention is given to the business.

Almost every bend of our shores, protected from the storms, is a little mine of wealth, if the efforts of our people can once be turned in that direction.

Few persons, not engaged in the trade, are aware how rapidly Oysters will increase in size and condition when taken from the native beds, the clusters separated, then culled and planted singly, and permitted to rest, undisturbed, for a season.

I know of an instance where fifteen thousand bushels were thus taken and treated, costing not exceeding fifty cents per bushel from first to last, and every bushel of which is now worth in the market one dollar and fifty cents. This is by no means an exceptional case, and is another strong argument in favor of restricting dredging, in order that labor and capital may seek this method of developing and giving a permanency to a trade now being destroyed, at the same time supplying the market with a superior and more remunerative article.

The approval, by the Hon. Commissioners of the State Oyster Police Force, of the Oyster boundary line between Maryland and Virginia, from Smith's Point to Cedar Straits, via the southern extremity of the Smith's Islands and "Horse Hammock," has settled all dispute between the Oystermen and the Police Forces of the two States, in that locality, as far as any boundary line could do so; and, also, has enabled the trade to pursue its peaceful course to the advantage of all interested.

Somerset county has enjoyed for many years, the exclusive privilege of *dredging* for Oysters within her own boundaries—the proceeds of the licenses being paid to her school fund. She has three-eighths of the whole dredging tonnage of the State, (as shown above,) and most of this turned loose for years on her water, to work *in any depth*, has so reduced the beds, that her Oystermen now exclaim, "Our Oysters are gone!"

The result is, that the Somerset men encroach upon the rights of the adjoining counties, and this has been going on for some time, creating such hard feelings as to lead to the habitual use of firearms on board the vessels and boats in Tangier Sound. The equity of the Somerset law is not very apparent: she has a law passed giving her the exclusive right to take, in a wholesale way, a large portion of the *State's Oysters*—and even the license *money* goes to her

school fund ; at the same time, her citizens can get license to dredge in any other waters of the State, not within the limits of any county.

She cannot claim these privileges on account of her large tonnage in the trade, as Baltimore has nearly a third more than she has, and must, of course, keep outside of *all* county lines ; and the placing of this large tonnage in the trade, by a county, is not such an advantage to the State as to induce her to concede additional and exclusive privileges therefor, the *advantage* being rather in favor of the county. Nor can she claim them by reason of the Oyster product, within her boundaries, as she is rapidly exhausting it ; moreover, the Oysters in the broad waters of the Tangier Sound can hardly be said to belong to *any county*, the boundaries of which are formed by distant marshes, having a dry spot here and there, settled by a very few fishermen.

I have felt it my duty to advert to this local Somerset law, because it occasions much dissatisfaction in the State, renders it very difficult for a police force to perform its duties in that vicinity, is exceptional, and hence, unjust in its provisions, and stands in the way of a general law that may develop this great trade to the advancement of the wealth and the influence of our State, in the scale of the nation. By reference to a map or chart, the relative Oyster interests of the three Tangier counties, and the evil effects of granting privileges to one county that are not granted to the others, *in the very same locality*, will be immediately understood.

Two methods are available as remedies :

First—Repeal the Somerset local law, leaving only the general law, under which *all* counties must carry on the trade alike.

Second—Repeal said local law, but grant its privileges to the three Tangier counties under the general law ; which could reasonably be done in the one sense, that the Tangier waters of those counties are *widely separated* from all other counties of the State, controversies with which would not be likely to arise on this subject.

But as the matter stands, such legislative action should be taken as will place all the oystermen of the Tangier Sound under *one* law, thus reconciling conflicting interests, and

guarding against the occurrence of violence and bloodshed, for the evil in that locality increases with every season.

I respectfully recommend that authority be given the Commander of this Force to enforce the laws relating to the fisheries, as well as the Oyster trade, so that the duties of the Force would be, the "Inspection of Fisheries," construed by law to include Oysters.

There seems to be a uniformity in this proposed system of administering the laws relating to matters *afloat*, through the agency of one office, that should commend itself to the consideration of the Legislature; in addition to which, full and reliable reports can be obtained for the State Government at all times, touching its water resources, and companies and individuals will feel a greater security in their investments in such enterprises.

Since 1820, upwards of thirty laws, relating to Oysters and the Fisheries, have passed the Legislature, and new forms and provisions have, from time to time, been adopted, evidently making an increased effort to meet the requirements of the occasion, but without avail, which may all be attributed to the one fact, that there was no force *afloat* to enforce the laws, and collect reliable and general information for the action of the Government.

The subject of the boundaries of the counties, (lying on the Chesapeake and its tributaries,) in connection with the Oyster Law, has been the cause of several long and earnestly contested cases in the Courts, and the Attorney General, also, has given the matter due consideration, and published his opinions thereon, which, with the decisions of the Courts, tend to show that the subject demands the earliest action of the Legislature, from the doubt and uncertainty that surround it.

It is quite evident that the laws relating to the Fisheries and Oysters cannot be perfected until the State and county boundary questions are definitely settled.

I have purposely refrained in this report from going into an investigation of the nature, growth and best method of cultivating the Oyster, or any scientific analysis of the subject, because I am quite sure, from my experience the past

two years, that the trade having run far ahead of legislation, we have yet to take hold and regulate the matter as it is, gradually working ourselves out of existing difficulties, to a final development of these resources, upon a basis of increase and profit to our State, and her citizens individually.

I have the honor to be,

Very respectfully,

Your most obedient,

HUNTER DAVIDSON.

Com. State O. P. Force.

EXPENDITURES.

In conclusion, I subjoin a statement of the disbursements made by me during the past two years. The Legislature appropriated twelve thousand dollars for the use of this Department for the year 1868, and a like sum for 1869; making twenty-four thousand in all. Of this amount, seventeen thousand four hundred and sixty-one dollars and eighty cents, (\$17,461.80,) has been expended as per following exhibit, for the items of which, vouchers are herewith submitted. Much of the unexpended balance of the appropriation will be required to meet the expenses of the Department accruing between this date and March 30th, 1870.

Disbursements made by WM. S. McPHERSON, Superintendent of the Department of Labor and Agriculture, from April 1st to December 31st, 1868.

DISBURSEMENTS.	Amount.	Aggregate.
Agencies—{ Bremen.....\$1,039 48		
{ Liverpool.....671 18		
	\$1,710 66	
Fuel, Gas, Signs, &c., for office.....	122 06	
Printing Pamphlets, Maps and Advertising.....	432 75	
Office Furniture, Marine Telegrams, and Boarding Vessels	364 62	
Postage and Rent of Post Office Box.....	74 57	
Rent of Office—No. 31 Calvert street.....	550 00	
Salaries—Assistant Superintendent, Chief Clerk, Clerks,		
Interpreter and Janitor.....	4,350 28	
Stationery.....	127 69	
Traveling Expenses on Business of Department.....	7 93	
		\$7,740 86
<i>Disbursements from January 1st to December 31st, 1869.</i>		
Agencies—Bremen, \$792 00; Liverpool, \$789 61.....	1,581 61	
Fitting up Emigrants' Home, No. 32 Fell's street.....	335 94	
Fuel and Gas.....	30 15	
Printing Circulars and Advertising.....	176 43	
Office Expenses, Rent of Safe, &c.....	188 90	
Postage—Foreign and Home, and Rent of Post Office Box	87 90	
Rent, viz: No. 31 Calvert street, \$550 00; Raine's Building		
\$400 00, and Emigrants' Home, No. 32 Fell's st., \$356 20	1,306 20	
Salaries—Assistant Superintendent, Clerks, Interpreter,		
and Janitor.....	5,841 62	
Stationery and Car Tickets.....	64 10	
Traveling Expenses.....	38 00	
		9,730 94
		\$17,461 80

I also append an account of the expenditures authorized by chapter 458, Laws of 1868, with a communication from Col. R. Snowden Andrews in relation to the same. Five thousand dollars was appropriated for this work, of which the sum of two hundred and twenty-four dollars and fifty-six cents is unexpended.

WM. McPHERSON,
Superintendent.

EXPENDITURES

For Tobacco Exchange and Repairs to Warehouses, with statement and vouchers of Col. R. S. Andrews in relation to the same.

DISBURSEMENTS.	Amount.
Cost of building Tobacco Exchange.....	1,000 00
Changing Window into Door.....	10 00
Plumbing, as per bill of J. W. Lee.....	165 00
Furniture as per bill of N. A. Pfeiffer.....	79 00
Furniture as per bill of Cortlan & Co.....	14 12
Repairs of Office at Warehouse No. 5.....	110 72
Introducing Water.....	21 10
Cost of Repairs on Warehouse No. 2.....	842 72
Cost of Repairs on Warehouse No. 3.....	2,188 51
Superintending Work and Purchasing Materials.....	343 25
Total cost of work.....	4,775 44

Dr. Wm. S. McPherson :

Sir—In submitting to you this account and accompanying vouchers, it may be proper to state somewhat in detail the nature of the work and character of repairs done on the warehouses.

1st. *The Tobacco Exchange.*—On second floor of Warehouse No. 5, a room $16\frac{1}{2}$ feet by $83\frac{1}{2}$ feet was partitioned off by a glass partition $83\frac{1}{2}$ feet in length and 10 feet high. This room was laid with new flooring throughout. A stairway was constructed $5\frac{1}{2}$ feet in width from first floor. A retiring room was made with water-closets, &c. This large room was plastered and painted in best manner. Seven windows with sash castings were placed in the Exchange. A platform 44 feet in length, by four feet, for exhibition of samples, was constructed. For more particular details, the specifications of contract are referred to.

2d. Office of Warehouse No. 5.—This was made into two offices to facilitate the transaction of business, and thoroughly repaired and re-painted. Water-pipes, which were leaking and destroying the building, were renewed.

Warehouse No. 3.—Consists of two separate buildings divided by yard. In one of these, four Tobacco presses were located; the timbering was rotted away, and the presses so settled as to be entirely unfitted for use. They were rebuilt in best manner, with oak timbers 12 by 12, and thoroughly ironed; and new oak flooring (2 inches thick) was laid upon 6 by 6 heart, North Carolina sleepers, over about one-third of the warehouse. Some thirty new joists in the different floors had to be placed, and broken ones taken away. The building was so unsafe that they were unwilling to store Tobacco on some of the floors. A portion of pavement had to be replaced and the brick work about the windows renewed. The yard was also paved with gutters of brick to carry off water from roof. The first floor of second building was entirely unfitted (and therefore not used) for storage. Some 220 loads of earth were brought, and filled up (say 2 feet above street grade.) Thirty-five joists had to be placed in this building, in lieu of joists broken and gone. There were many openings in the roof and slating; one of which was 5 feet square, allowing free access to rain and snow. Hence, the condition of the first floor, more than ankle deep in mud and water. These roofs were thoroughly repaired and snow-boards and down spouts placed; also the flashing (which was formerly of copper, and which had been ripped off and stolen,) was replaced, but with X tin. These outrages were done, I was informed, under previous administrations. I refer to them to show the necessity of their being under the care of some one responsible head.

Warehouse No. 2.—The brick work which was in a bad condition was repaired; pavement which was gone in part, was relaid. Thirty new joists inserted in lieu of those crushed. New shutters to many windows to enable the building to be closed; and old ones repaired. The office was formerly in the way of the press work. A new one was built in a different position.

In general, only such repairs were done as were absolutely necessary to prevent the destruction of the buildings, and prevent damage to the Tobacco stored in them. The amount of money did not allow of a thorough repairing of any one of these warehouses.

Very respectfully,

R. SNOWDEN ANDREWS.

The following transportation companies have agreed with this Department to carry laborers sent from this office at the rates stated :

STEAMERS-

S. J. PENTZ.	
To Annapolis.....	\$ 50
HIGHLAND LIGHT.	
To West River.....	75
CHAMPION.	
To Easton and Choptank River.....	1 00
METAMORA.	
To Annapolis.....	50
“ Severn River.....	62½
URBANA.	
To St. Michael's.....	75
“ Wye Landing.....	75
CHESTER.	
To Chester River.....	62½
GEO. LAW.	
To Chester River.....	62½
BALLOON.	
To Kent Island..	62½
“ St. Michael's.....	75
“ Bryantown.....	75
“ Wye Landing.....	75
“ Miles River.....	75
“ Covey's Landing.....	75
TRUMPETER.	
To all landings on Sassafras River.....	1 00
THOS. COLLYER.	
To all landings on Sassafras River.....	1 00
PLANTER, AND OTHERS OF WREMS' LINE OF BOATS.	
To Fair Haven.....	75
“ Plum Point.....	1 00
“ Patuxent River Landings.....	1 25

EXPRESS.

To all Landings on Potomac.....	1 00
HI LIVINGSTON.	
To all Landings on Potomac.....	1 00
SUE.	
To Crisfield.....	1 50

RAILROADS.

NORTHERN CENTRAL.—One and one-half cents per mile.

WESTERN MARYLAND.—One and one-half cents per mile.

BALTIMORE & OHIO—Will carry emigrants from this office, when going in parties of ten, at 25 per cent. reduction from the usual rates.

APPENDIX.

[The laws of New York concerning emigrants are quite voluminous ; but as many of them relate to the powers and duties of the Commissioners, in connection with their institutions for the sick, insane and infirm, they are not embraced in the following abstract. The care of those unfortunate classes of emigrants is not now sought by the Superintendent ; but if the charge of them should be committed by the Legislature to this Department, he would assume it with confidence in his ability to provide for them, if the entire commutation fund was placed at his disposal ; and if our law in other respects was made to conform with that of New York.]

ABSTRACT OF THE LAWS OF NEW YORK IN RELATION TO EMIGRANT PASSENGERS.

1. " Within twenty-four hours after the landing of any passenger from any ship arriving at the port of New York, the master of the vessel from which such passengers shall have been landed, shall make a report in writing, on oath, to the Mayor of the city, which report shall state the name, place of birth, last legal residence, age and occupation of every person or passenger, who shall have landed from such ship on her last voyage to said port, not being a citizen of the United States, and who shall not have paid the commutation money, or been bonded according to the provisions of this Act ; and the said report shall further specify whether any of the said passengers so reported are lunatic, idiot, deaf, dumb, blind, infirm, maimed, or above the age of sixty years, also designating all such passengers as shall be under the age of thirteen, or widows having families, with the names and ages of their families ; and shall further specify the names, last place of residence, and ages of all passengers who may have died during the said last voyage of such

vessel, also the names and residences of the owner or owners of such vessel. In case any such master shall omit or neglect to report as aforesaid, any such passenger, or shall make any false report or statement in respect to any passenger, or in respect to the owner of any such vessel, he shall forfeit the sum of seventy-five dollars for every passenger in regard to whom any such omission or neglect shall have occurred, for which the owner or consignee of every such ship shall also be liable.

2. "It shall be the duty of the said Mayor, by an endorsement to be made on the said report, to require the owner or consignee of the ship from which such persons were landed, to give a several bond to the people of the State, in a penalty of three hundred dollars for each passenger included in such report, such bond being secured as hereinafter provided, and conditioned to indemnify and save harmless the Commissioners of Emigration, and each and every town or county in this State, from any cost which said Commissioners or such town or county shall incur for the relief or support of the person named in the bond, within five years from the date of such bond, and also to indemnify and refund to the said Commissioners of Emigration any expense or charge they may necessarily incur for the support or medical care of the persons named therein, if received into the Marine Hospital. Each and every bond shall be secured by two or more sufficient securities, or by the pledge of public stock, or by the deposit of the amount of penalty in some bank. It shall, however, be lawful for any owner or consignee at any time within twenty-four hours after the landing of such passengers in the port of New York, *except as in the section hereinafter provided*, to commute for the bond or bonds so required, by paying to the Health Commissioner of the city, the sum of two dollars for each and every passenger reported by him as by law required; the receipt of such sum by said Health Commissioner shall be deemed a full and sufficient discharge from the requirements of giving bonds as above provided. The said Health Commissioner is hereby required to pay over daily the said money, with an account thereof to the Chamberlain of New York city. But no owner or consignee shall be authorized to commute for the bond so required for any

passenger arriving in the port of New York, between the first day of December and the fifteenth day of April, who may be sent to the Marine Hospital from ship-board, by the Health officer, on account of illness from ship-fever. The Commissioner of Emigration shall have authority to commute specially for any bond in such cases, at such rates, and in such manner as shall appear to them equitable and proper. It shall be the duty of the Health Officer to report without delay to the Commissioners of Emigration, the names of all passengers sent by his order during the above mentioned period from ship-board to the Marine Hospital on account of illness from ship-fever.

3. "It shall be the duty of the Commissioners of Emigration, to examine into the condition of passengers arriving at the port of New York in any ship, and for that purpose they, or such persons as they shall appoint, shall be authorized to go on board and through any such ship, and if on examination there shall be found among such passengers any lunatic, idiot, deaf, dumb, blind, maimed or infirm person or persons, above the age of sixty years, or widow with a child or children, or any person unable to take care of himself, or herself, without becoming a public charge, or who from sickness or disease existing at the time of departure from the foreign port, are, or are likely soon to become, a public charge, they shall report the same to the said Mayor particularly, and thereupon, and unless a bond, as required in the second section of this Act, shall have been given, the said Mayor shall require in the endorsement to be made as aforesaid, or in any subsequent endorsement, and in addition to the commutation money, that the owner or consignee of such ship, with one or more sufficient sureties, shall execute a bond to the people of the State in a penalty of five hundred dollars, for every such passenger, conditioned to indemnify and save harmless the Commissioners, and every town or county, within the State, from any further cost or charge which said Commissioners or any town or county shall incur for the support of the person named in such bond, within five years from its date. The subsequent endorsement authorized in this section may be made at any time within thirty days after such examination or of the landing of such passengers.

4. "If any person for whom a bond shall have been given as aforesaid, shall within the time specified in such bond, become chargeable upon any town or county of this State, or upon the monies under the control of the Commissioners, the said Commissioners may bring an action on such bond, and shall be entitled to recover from time to time so much money, not in the whole exceeding the penalty of such bond, as shall be sufficient to defray the expenses incurred by any town or county, or the said Commissioners, for the maintenance of the person for whom such bond was given, &c.

5. "If any owner or consignee, as aforesaid, shall refuse or neglect to give such bonds as hereinbefore required, within twenty-four hours after the landing of such passengers, or shall not within that time have paid the moneys authorized to be received in cases where such bonds are herein authorized to be commuted for, or shall refuse or neglect to give the bonds required by the third section of this Act to be given in certain cases on the requirement of the Mayor of the city, within twenty-four hours after such requirement being so made, every such owner or consignee shall be subject to a penalty of five hundred dollars for each passenger on whose account such bond may have been required, or for whom such commutation money might have been paid under this Act.

6. "The penalties and forfeitures prescribed by this Act may be sued for and recovered with costs of suit by and in the name of said Commissioners of Emigration, and when recovered shall be applied to the purposes specified in this Act. It shall be lawful for said Commissioners before or after suit brought, to compound for any of the said penalties or forfeitures, upon such terms as they shall think proper; also, to commute and compound with the owner or consignee of any ship for any such bonds as are required in section three, to be given for such passengers as have been paupers in any other country, or whom from sickness or disease existing at the time of departure from the foreign port, are likely soon to become a public charge, &c.

7. "The money so as aforesaid to be paid to the Chamberlain of the city of New York, shall be paid out on the war-

rant of the Commissioners of Emigration. It shall be the duty of said Commissioners to provide for the support of such of the persons for whom commutation money shall have been paid as aforesaid, or on whose account bonds shall have been taken as aforesaid, as would otherwise become a charge upon any town or county of this State; and the more fully to effect the object contemplated by this Act, the said Commissioners are authorized to apply, in their discretion, any part of said money to aid in removing any of said persons from any part of this State, to another part of this, or any other State, or from this State, or in assisting them to procure employment; the said Commissioners are also authorized to apply any part of said monies to the purchase or lease of any property, or the erection of any building which they may deem necessary for the purposes aforesaid, but the monies received under any of the provisions of this Act as commutation money, or upon bonds given for or on account of any passengers, shall not be applied or appropriated for any other purpose or use than to defray the expenses incurred for the care or maintenance of such passengers, nor shall such passengers be entitled to any aid from the Commissioners of Emigration after they shall have left the State of New York, and been absent therefrom for more than one year.

8. "The Chamberlain of the city of New York shall, on the first Monday of January in every year, and at such other times as he shall be thereunto required by the Commissioners of Emigration, report to them the amount of money received by him since his last previous report, for commutation money as aforesaid; and the said Commissioners shall annually, on or before the first day of February in each year, report to the Legislature the amount of moneys received under the provisions of this Act during the preceding year, and the manner in which the same has been appropriated particularly; and the said Commissioners shall swear each for himself, to the correctness of such report; and that he hath not, directly or indirectly, been interested in the business of boarding, or in the transportation of any emigrant passengers, or made any gain or profit in the business under the control of said Commissioners."

EXTRACT

From the last Report (December 31st, 1868) of the Commissioners of Emigration of the State of New York.

"Castle Garden is the landing place of all emigrant passengers arriving at the port of New York. In order to facilitate the business operations of the landing depot, the various duties have been divided among the following Departments.

"On arrival at the Quarantine Station (six miles below the city) every vessel bringing emigrant passengers is visited by an officer of the Boarding Department, stationed there for the purpose, who ascertains the number of passengers; the deaths, if any, during the voyage; the amount and character of sickness; and the condition of the vessel in respect to cleanliness. He also receives complaints, of which he makes report to the General Superintendent at Castle Garden; and he remains on board the ship during her passage up the bay, to see that the law prohibiting communication between ship and shore, before emigrant passengers are landed, is enforced. On casting anchor in the stream, convenient to the landing depot, he is relieved by an officer of the Metropolitan Police force, detailed at the Castle Garden, and the passengers are transferred by the Boarding Department to the care of the Landing Department.

"Under the supervision of this Department, the Landing Agent proceeds to the vessel, accompanied by an Inspector of Customs. After an examination of the luggage it is checked, and the passengers are transferred to barges, and landed at the Castle Garden pier. They are then examined by a medical officer to discover if any sick have passed the Health authorities at Quarantine, and if so, they are immediately sent by steamer to the Hospital on Ward's Island. He likewise selects all subject to special bonds under the law, as blind persons, cripples, lunatics, &c. This examination being ended, the emigrants are conducted to the Rotunda, a large circular space in the centre of the Depot, with separate compartments for the different nationalities.

"Here the names, nationality, former place of residence and intended destination of the emigrants, with other particulars are taken down by the Registering Department.

"The passengers are then directed to the Agents of the Railroad Companies, from whom they can procure tickets, per railroad or steamer to any part of the United States or Canada, with the privilege of selecting their own route, and without the risk of fraud or extortion to which they are subjected outside the limits of the Depot. All who desire to proceed at once to their destinations, are transported at once to the Depots whence they take their departure.

"Those emigrants who intend to remain in New York or its vicinity, are conducted to the City Baggage Delivery, which ascertains the address to which the emigrants may desire to have their luggage sent and take their orders, exchanging the brass check received from the Landing Agent on shipboard for a printed one. The luggage is then promptly delivered to any part of the city or vicinity at a moderate rate of charge approved by the Commission.

"Those having gold or silver which they may wish to have exchanged for United States currency, are directed to one of four Exchange Brokers admitted into the Depot, who change their specie for a small advance on the market rate. To avoid the slightest chance of extortion, the rate at which foreign money is bought, and the daily fluctuations are marked on boards placed in conspicuous positions, and the Broker in each case is required to furnish the emigrant with a written record of the transaction signed by him.

"These last three Departments are conducted by responsible persons, who, though not officers, are still under the constant supervision of the Commissioners, and are required to keep a record of all transactions subject to inspection.

"When the foregoing operations have been completed, the emigrants are assembled in the Rotunda, and an officer calls out the names of those whose friends are expecting them in the waiting room at the entrance of the Depot. At the same time are called out the names of those for whom letters or funds are waiting, which are then delivered to the proper owners through the Forwarding Department. Emigrants who desire to communicate with friends at a distance are referred to the Letter Writing Department, where clerks understanding the various Continental languages are in attendance to assist or conduct the correspondence.

"The Forwarding Department receives, through the Treasurer, all communications and remittances from friends to emigrants, sent either before their arrival, or in response to letters written by the Letter Department, and applies them to the purchase of tickets.

"Boarding-house keepers licensed by the Mayor, and properly certified as to character by responsible parties, are admitted to the Rotunda after the foregoing business has been completed, to solicit for their respective houses such emigrants as desire to remain in the city for any length of time. These boarding-house keepers are subject to careful supervision, as will be found in the 'rules and regulations' attached hereto.

"The Labor Exchange which was erected and put in operation during 1867, is a spacious and well arranged building, easy of access, without disturbing the arrangements of the landing depot. It is free of charge to emigrants desirous of finding employment.

"A bill relative to emigrants arriving at or departing from the port of New York, was passed by the Legislature in May, 1868. By this Act, it is rendered unlawful for the agent of any Railroad or Steamboat Company, or other person, to dispose of tickets to any emigrant arriving at the port of New York, except at such places in the city as may be designated by the Commissioners of Emigration. And the Commissioners on their part, are required to furnish every Railroad Company of the State with facilities for conducting their business at the places appointed. If, however, any agent is found guilty of injustice to emigrants, the Commissioners have the power to exclude him, and the Railroad Company is required to appoint another in his place. The interests of the emigrants demanded that amicable relations should subsist between the Commissioners and these Companies, and accordingly, besides foregoing all claim to rent of offices, which was formerly paid, the commission has afforded Railroad agents every facility to transact their emigrant business at Castle Garden.

"Among the causes of complaint against these Companies, was the maintenance of agencies in Europe, for the sale of railroad tickets for travel through this country. From the

time of its organization, the commission has never relaxed its efforts to put a stop to this system, which has invariably resulted in extortion. Though it is still countenanced by the French and some other Continental Governments, yet the North German and British Governments have shown commendable zeal in their efforts for the protection of the emigrants, in putting an end to such frauds by the withdrawal of all licenses and permits for the sale of railroad tickets for travel through this country.

"The commission has been instrumental in compelling the refunding to emigrants arrived during the year, of several thousand dollars charged in excess of the proper price for tickets so purchased in Europe."

RULES AND REGULATIONS
FOR THE GOVERNMENT OF THE
EMIGRANT LANDING DEPOT,
CASTLE GARDEN.

I.—EMIGRANTS.

1. All emigrant passengers arriving at the port of New York, and their luggage, after being checked, must be landed at the Emigrant Landing Depot, Castle Garden, free of expense. Passengers are earnestly requested to take personal charge of all their property not checked.

2. After landing, the passengers will be examined for the purpose of ascertaining if any are liable to be bonded, or in such condition of health as to require hospital care, and will then be assembled in the enclosure, and the name, occupation, age, birth place, and destination of each, with other necessary particulars, recorded.

3. Emigrants desiring to take any railroad or steamboat route for which tickets are sold in this depot, will communicate with the officers of the Railroad Agency, and select such route as they prefer.

The agent of said route shall be required to transport such emigrants and their luggage to the railroad depot or steamboat landing, by water conveyance when feasible, by land when not, *but in either case free of charge.*

4. Before the removal of luggage of emigrants having bought tickets of the Railroad Agency, the same shall be weighed, and each piece labelled and checked to its place of destination, with a common number for all the pieces of luggage of any one passenger, and a proper check given to the owner, setting forth, *in ink*, the number of his luggage ticket, the number of pieces of luggage, the gross weight,

the over-weight, and the charge he is liable to for its transportation to the point of destination; which check shall be signed in ink as a receipt for the luggage by an authorized representative of the Railroad Agency.

5. The names of all emigrants expected by friends and relatives will be announced, and all answering to their names will be transferred to such friends and relatives as may be waiting for them.

6. The galleries and floor of the depot will be open for the free use of recently arrived emigrants, until ready to take their departure, and they are requested to make use of the wash-rooms before leaving the premises.

7. Emigrants desiring board and lodging are advised to communicate with the keepers of boarding-houses having permission in this depot, and who will be allowed on the floor for this purpose. Every boarding-house keeper, when soliciting an emigrant for his house, must hand such emigrant a card, setting forth his name and residence, the prices, in gold and paper money, of board and lodging, by the day and week, and for single meals and night's lodging.

8. Emigrants wishing to buy food can purchase at the bread stands and restaurant in the depot, at prescribed rates, as stated on cards at such stands.

9. Emigrants remaining in the city of New York or vicinity, must defray the expense of removing their luggage from the depot, and are informed that for this purpose a baggage express is admitted to the depot.

10. Emigrants seeking employment are requested to apply to the Superintendent of Labor, and to make use of the Labor Exchange attached to the depot.

11. Emigrants desiring to deposit money or valuables over night, are advised to do so in the office of the General Agent and Superintendent, who will give a receipt therefor. Employees are forbidden to take charge of such money or valuables of emigrants, unless the same be handed them after business hours, in which case report shall be made as soon as possible to the General Agent.

II.—BOARDING-HOUSE KEEPERS.

Boarding-House Keepers having permission to enter the Landing Depot to solicit boarders must observe the following rules:

12. Every boarding-house keeper must wear his badge in a conspicuous place on his breast when entering the depot, and keep it so exposed while in the premises.

13. Every boarding-house keeper must present to passengers, when soliciting such passengers for his house, a card, setting forth his name and residence, and the prices, in gold and paper money, charged for board and lodging by the day and week, and for each meal and night's lodging, and he must also furnish emigrants with a bill setting forth all charges incurred for board, &c., before receiving pay therefor, and must make to this Department a daily return of all passengers taken out of the depot.

14. Boarding-house keepers are required to direct to this depot emigrants wishing to communicate with their friends, or seeking employment, or desiring advances on luggage.

15. Every boarding-house keeper having permission in this depot, must post in Castle Garden and in his house, in a conspicuous place, where the same may be seen at all times by emigrants, a card containing a list of prices for board and lodging by the day and week, and for single meals and night's lodging, and setting forth whether such prices are in gold or paper money. Prices charged to emigrants must conform with the prices set forth on said lists, and on the card handed to the emigrant, as required in Rule 13.

16. Boarding-house keepers must behave in an orderly manner while in the depot, and remain seated in the place assigned them, until admitted on the floor.

III.—MISSIONARIES

And Representatives of Religious Bodies and Societies, admitted to the Landing Depot, are to observe the following Rules:

17. They may distribute religious books and papers among the emigrants, and give them all necessary advice of a Spiritual nature; and shall report to the officers of the Com-

missioners of Emigration any wants of emigrants other than of a religious nature, coming under their notice; and shall not interfere in the secular requirements of the emigrants, or the secular matters of the Department, but shall direct all such emigrants to the proper officers of the Commissioners of Emigration.

18. They may visit any sick emigrants in the hospital as often as their presence is required by such emigrant, and when called by the nurse or other officer of this Department.

IV.—GENERAL RULES

For the Government of the Landing Depot.

19. The business of this depot will commence at 7 o'clock, A. M., from May 1st to November 1st, and at 8 o'clock, A. M., from November 1st to May 1st; and the clerks of the Letter Department shall also be present at all times, after the landing and registering of passengers, to write to friends of emigrants desiring to acquaint them of their arrival, and to request funds for their inland journey, or for any purpose.

20. No person shall be admitted within the enclosure except the officers and employees of this Department, and the officers and employees of the Railroad Agency, except on permission of the Superintendent.

21. No person shall be employed by any party occupying an office within the enclosure, as clerk, ticket-seller, interpreter, or in any other capacity, unless first approved by the Castle Garden Committee; and no employee or other person having privilege in this depot, shall, under any pretense whatever, receive from emigrants or others any recompense for any service rendered.

22. Every employee of this Department will be furnished with a badge setting forth his position, which he shall wear and exhibit while on duty.

V.—RULES AND REGULATIONS

For the Government of the Information Office, for Friends of Arriving Emigrants.

23. This office will be open for business from May 1st to November 1st, at 7 o'clock, A. M., and from November 1st

to May 1st, at 8 o'clock, A. M., and remain open as long as the Superintendent may direct. All persons having relations or friends whom they wish to receive, are requested to report to the clerk the names of the passengers expected by them, and the vessel on which they arrived, with their own names and residences. They will then remain seated until such passengers are brought, and on receiving them, they are requested to leave the premises, so as to avoid obstructing the business.

24. Emigrants wishing to have their baggage transported by the Express Company at the depot, (referred to Rule 9,) are requested to leave the proper directions at the express office before leaving the premises. Those desiring to take away their baggage, can receive it on the day after landing, and are requested to apply for it themselves, for the purpose of identifying their property.

25. All services rendered by the officers and employees are without charge or expense to emigrants or their friends, or to any person having business with the office.

VI.—RULES AND REGULATIONS

For the Government of the Labor Exchange and Intelligence Office.

26. This office will be open for business from May 1st to November 1st, at 7 o'clock, A. M., and from November 1st to May 1st, at 8 o'clock, A. M., and remain open as long as the Superintendent may direct; and shall be free for the use of employers and of emigrants seeking employment.

27. Emigrants and their employers are requested, after making their contracts and before leaving the office, to leave on record in the Office Register, the particulars of such contract, the emigrant's name, age, and date of arrival, and the employer's name and residence.

VII.—RAILROAD DEPARTMENT.

28. It shall be the duty of the clerks and employees of the Railroad Agency to be at their respective stations on the landing of passengers, and so long thereafter as their services may be required, to attend to the wants of emigrants

desiring to leave the city by any of the routes for which tickets are sold in the Depot; and in every way to conform to all the rules regarding them heretofore or hereafter adopted.

29. It shall further be the duty of the clerks and employees of the Railroad Agency to refer all emigrants desiring information, other than regarding the purchase of tickets, to the proper officers of the Commissioners of Emigration.

30. The Railroad Agency and its officers are permitted to accept in payment for railroad tickets and for overweight of luggage, gold and silver, allowing for such gold and silver in current funds within one per cent. of the market rate, and furnishing to the emigrant a printed slip, setting forth the number and denomination of the coins purchased, the respective rates paid therefor, and whole amount paid.

31. The Railroad Agency will be required to report monthly to the Castle Garden Committee the number of Emigrants transported each month over the several railroads represented by said Agency, and their connecting lines to the chief points to which emigrants go, together with the routes by which such emigrants are sent.

32. No person shall be employed by the Railroad Agency in any capacity whatever, except by, and with the consent and approval of, the Castle Garden Committee.

VIII.—EXCHANGE BROKERS.

33. Every Exchange Broker admitted to this depot shall be required to be at his desk while emigrants are landing, in order to attend to the wants of such emigrants as wish to have money exchanged.

34. They shall post in a conspicuous place every day the current market rates of gold and silver, and the prices paid by them for gold and silver of every denomination, domestic and foreign, and shall pay in current funds for all gold and silver bought by them from the emigrants, within one per cent. of the current market rates of such gold and silver.

35. They shall furnish to every emigrant from whom they purchase gold or silver, a printed slip, setting forth name of the broker, and the number and denominations of the coins purchased, the respective rates paid therefor, and the whole amount paid.

IX.—RESTAURANT AND BREAD STANDS.

36. The Keepers of the Restaurant for the use of emigrants within the depot, shall be required to open the same at 6 A. M. in the summer, and 7 A. M. in the winter, and to keep open as long as the emigrants require their services; and shall expose in a conspicuous place, a list of prices charged by them for all articles supplied, which list of prices must be submitted to the Castle Garden Committee for examination and approval monthly.

X.—WASH ROOMS.

37. The Wash Rooms shall be open from 6 A. M. to such hour at night as emigrants need their use.

XI.—HOSPITALS.

38. The Hospital rooms are for the use of the sick alone.

39. When any emigrant becomes sick in, or is brought sick to the depot, during the night, it shall be the duty of the Night Watchman to have such patient transferred to the Hospital, and put in charge of the nurse, and to procure the attendance of the Medical Officer of the Establishment without delay.

N. B.—It is earnestly requested that immediate complaint be made to the General Agent and Superintendent of any violation of these rules. Adopted by the Board of Commissioners of Emigration of the State of New York, May 18th, 1867.