

# MAINE STATE LEGISLATURE

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# PUBLIC DOCUMENTS OF MAINE

BEING THE

ANNUAL REPORTS

OF THE VARIOUS

Public Officers <sup>and</sup> Institutions

FOR THE YEAR

1891.

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VOLUME I.

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AUGUSTA:

BURLEIGH & FLYNT, PRINTERS TO THE STATE.

1892.

INAUGURAL ADDRESS

OF

EDWIN C. BURLEIGH

TO THE

Legislature of the State of Maine,

JANUARY 8, 1891.



AUGUSTA:

BURLEIGH & FLYNT, PRINTERS TO THE STATE.

1891.



## ADDRESS.

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*Gentlemen of the Senate and House of Representatives:*

At the beginning of the important and exacting duties which, as the chosen representatives of the people of Maine, will devolve upon you during the next few months, it is my pleasant privilege to welcome you to more commodious and convenient quarters than have been enjoyed by your predecessors.

The increased health and comfort thus secured to you will, it is hoped, go far towards facilitating the labors of the session.

### FINANCIAL.

On the first day of October, 1869, when bonds were issued under the Act of 1868, in payment of the Municipal War Debts assumed by the State, the total bonded indebtedness of Maine reached its highest point, amounting at that time to \$8,100,900. Deducting from this the accumulations then in the Sinking Fund, amounting, at their par value, to \$972,530, it will be seen that the total net indebtedness of the State was \$7,128,370. This debt was bearing interest at the rate of six per cent. per annum, payable semi-annually, and the amount due for interest in 1870 was \$486,054.00.

The total bonded debt of the State at the present time is \$2,602,300. Of this amount \$118,300 is drawing interest at five per cent. \$150,000 at four per cent. and \$2,334,000 at three per cent. per annum, payable semi-annually, being just one-half the rate which the State had been paying for the previous twenty years. During the past year the sum of

\$50,000 has been paid on the principal of the public debt.

Briefly stated, the financial operations of the State from 1869 to the present time are as follows :

Total net bonded debt, October 1, 1869.....	\$7,128,370
Total net bonded debt, January 1, 1891.....	2,602,300

Total reduction since 1869.....	\$4,526,070
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In 1870 the total amount of interest due from the State upon the bonded debt was .....	\$486,054 00
The amount of interest to be paid on the bonded debt during the present year is.....	81,935 00

Showing a total reduction in the annual interest account, since 1869, of.....	\$404,119 00
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This interest account will be growing less from year to year, as the annual payments upon the principal of the debt are made under the Refunding Act of 1889.

A comparison of these figures will clearly show to the people of Maine what has been accomplished during the last twenty years, and how carefully and prudently her financial interests have been managed during that time.

In 1865 the rate of taxation in Maine was fifteen mills on the dollar of the State valuation, and the State tax assessed upon the County of Cumberland alone was larger, by nearly fourteen thousand dollars, than the entire State tax for 1890. Indeed, the State tax for 1865 was only \$126,000.00 less than the entire amount of the bonded debt of the State at the present time. Within the last decade the rate of taxation in Maine has been reduced from five mills in 1880 to two and one-quarter mills in 1890. If we take from this the one mill that is levied directly by the State, under the Act of 1872, for the support of Common Schools, and is distributed by the Treasurer of State to the several cities, towns and plantations, there remain but one mill and a quarter to be used for general State expenses,—the lowest State tax that has been levied during the past thirty years.

This tax would not be a burden to any one, were it fairly assessed upon all the property of the State, at its full value. The benefits derived from a State Government, the protection of person and property which renders possible increased production, through the division of labor, cannot be over-estimated. Nowhere else do we secure so large returns from so small an expenditure of money.

Of all the public burdens resting upon the people of Maine, the State tax is to-day the least onerous. The total amount levied during the past year was \$531,697.17, of which more than \$400,000 were returned directly to the people for school purposes, leaving but about \$130,000 of the amount thus assessed to be used towards defraying the expenses of the State Government. During the present year 287 towns and plantations will receive from the State more money on account of the School Fund and Mill Tax alone than they pay into its Treasury. In a large number of the remaining towns the difference between the amount to be paid the State, and the amount to be received from it on this account, will be exceedingly small.

By virtue of the Act of 1872, known as the Mill Tax law, all the property of the State is assessed one mill upon every dollar for the support of Common Schools. Under this system of taxation, which has given eminently satisfactory results, the cities and wealthy towns are obliged to materially aid in lightening the burdens of the less prosperous communities. It will therefore be readily seen that the burdens resting upon the people to-day will be found largely in what may be termed municipal or town taxation and that, in seeking ways to lighten these burdens, this important fact should not be lost sight of. While the State tax for the year 1890, including the one mill levied for the benefit of schools, is only two mills and a quarter on a dollar, or twenty-two and one-half cents on one hundred dollars of the State valuation, the municipal or town taxes, levied for all purposes, average one and seventy-one hundredths cents upon the dollar of assessed valuation, and are always, outside of certain absolute

requirements, just what towns or municipalities may themselves determine and authorize.

In my address two years ago, I expressed the opinion that the State tax might safely be reduced in 1890 from two and three-quarters to two and one-quarter mills upon the dollar of the State valuation, thus lifting an annual burden of \$117,799.94 from the tax payers of Maine. An order directing such reduction passed the House of Representatives on the thirteenth day of February, one month before the final adjournment of the Legislature. Subsequent to the passage of this order, the following appropriations were made entirely outside the usual items of State expenditure :

Railroad Tax equitably due certain towns for the years 1884, 1885, and 1886.....	\$ 22,000 00
Enlargement of State House.....	150,000 00
New Buildings at Maine Insane Hospital....	100,000 00
Eastern Maine Insane Hospital.....	25,000 00
New Building and Farm at Reform School...	12,900 00
Valuation Commissioners and Clerks.....	15,000 00
Tax Commissioners.....	3,000 00
Settlers in Madawaska Territory .....	30,000 00
Permanent Muster Ground .....	3,500 00
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Total. ....	\$361,400 00

While there was a very general agreement among the members of the last Legislature as to the necessity and justice of these appropriations, it is altogether probable that a further decrease of taxation would not have been voted had their number and scope been clearly foreseen when the order for such reduction was given a passage. The Treasurer has found it necessary to make a temporary loan in order to meet the expenses occasioned by these special appropriations. It must be borne in mind, however, that the State still retains the value of \$291,400 of the \$361,400 thus appropriated, in permanent property added to its possessions.

Whether the low rate of taxation, which has existed during the past year, is to continue in the future, will depend largely



upon the action of the present Legislature in the matter of establishing a new State valuation, and the economy practiced in the appropriation of public moneys. With the passage of measures that shall secure a fair and full valuation of all the property of the State, there appears to me no reason why that rate should not be maintained. Indeed, under the beneficent operation of such legislation, I believe it will be a question of only a few years, at most, when the State will be in condition to make a still further reduction in the tax rate.

Two years ago I pointed out the discrepancies between the State valuation of 1880 and that taken by the United States Census, and expressed the opinion that the latter came nearer doing us perfect justice. The valuation accorded us by the United States Census was considerably more than double that taken by the State. As I then said, "Our own State valuation finds too large a proportion of our property in the farms of the State, and makes the farmers pay an undue share of the general taxes. On the other hand, the valuation of the United States Census takes cognizance of the less tangible but more profitable investments which escape their fair share of the common burdens." This kind of property has been easily discerned by the United States Enumerators but has remained strangely invisible to local officials. It is to be hoped that you will be able to bring a large amount of it within reach of the taxing power.

Another reason for the difference between the State and Federal valuations, is found in the practice, which exists in some parts of the State, of assessing taxes upon partial property valuation. The report of the Tax Commission shows that during the year just closed, in making returns for the use of the State Valuation Commissioners, 198 towns in Maine returned their property at less than the "just value thereof" required by the Constitution of the State. In some instances assessors felt that they had fulfilled the requirements of their office when they had assessed the property of the town at one-third of its "cash value." It is apparent to all that the establishment of the lowest practicable rate of taxation is

impossible while such methods are in vogue. To secure it, the valuation of property must be uniform throughout the State and such uniformity can be secured only by rendering it imperative upon assessors, under severe penalties, to return all property at its full value.

#### REFUNDING THE PUBLIC DEBT.

In 1889 occurred one of the most remarkable financial transactions in the history of the State, the results of which were directly felt by every tax payer in Maine. By virtue of the Act of March 13, 1889, providing for refunding the public debt, the Treasurer of State, immediately thereafter, taking advantage of the condition of the money market at that time, issued proposals for the sale of three per cent. bonds to renew the six per cent. bonds falling due on the first days of June and October of that year. \$1,676,000 of the bonds bearing date June 1, 1889, and \$708,000 dated October 1, 1889, were sold, the former yielding a premium of  $103\frac{1}{2}$  and the latter 103, or a total on both loans of \$79,900, which sum was applied directly to the payment of the public debt, reducing, to that extent, the total amount of the new bonds issued.

The prompt and successful manner in which the matter was conducted by the Treasurer, reflects great credit upon that officer and must be a source of pride and satisfaction to every citizen of the State. Had the initiatory steps in this transaction been delayed until near the time of the maturity of the old bonds, no such favorable negotiation could have been made, and it is altogether probable that the new bonds could not have been sold at par.

#### TAXATION.

For a number of years the opinion has prevailed that the tax laws of the State are not equitable in their operation; that there is altogether too great a discrepancy between the

portions of the public burdens borne by real and personal property.

Under a resolve of the last Legislature, a Commission was appointed "to inquire into the system adopted by other States to raise revenue for State, County and Municipal expenses, and to provide for a more equal, just and equitable system of taxation of all kinds of property in this State."

That Commission has faithfully attended to its prescribed duties. The general question of taxation has been closely studied. Other states have been visited and their tax laws carefully examined to ascertain in what respects, if any, they are superior to our own. The able and exhaustive report of the Commission will be laid before you. I commend it to your careful consideration.

It has been quite a common experience, among the various states of the Union, that movements for tax reform have been exceedingly slow in arriving at definite results. One Legislature, despairing of reaching a satisfactory solution of these perplexing problems, has passed them over to its successor, and thus the desired relief has, oftentimes, been long postponed. With you there will be no occasion for such a course. The report of this special Commission furnishes you at the start with the groundwork for legislation of this character.

It will be your duty to examine into the whole system of taxation, to ascertain what new sources of revenue are available, and whether any class of property is bearing less than its fair share of the public burdens, and, if so, to apply whatever remedy may, in your judgment, appear best. The importance of this matter would seem to require its careful consideration by a special committee of the Legislature.

#### STATE ASSESSORS.

I heartily concur with the recommendation of the Tax Commission for the appointment of a State Board of Assessors, whose duty it shall be to exercise a central supervision over

our tax system, and "to equalize the valuation of the State biennially, in order that the taxes voted by each Legislature shall be assessed upon a new valuation."

A decade is altogether too long a time to elapse between valuations. Ten years bring vast changes in the creation and distribution of wealth in a State which is growing even more rapidly industrially than in the number of its inhabitants. A valuation in all respects equitable at the beginning of a decade might, in many ways, work gross injustice at its close. Only by a frequent adjustment of values can substantial justice be done to all. I am of the opinion that this commission should be chosen by the Legislature, in which alone is vested the constitutional right of levying taxes. At the same time it is highly desirable that such Board of Assessors should be, so far as possible, non-partisan and non-sectional. I am convinced that the work of such a Board would result in a large annual saving to the State and do much to secure a just distribution of the public burdens.

#### DIRECT TAX BILL.

Under the Act of Congress approved August 5, 1861, known as the Direct Tax Act, Maine paid to the general government the sum of \$357,702. A bill was passed by the United States Senate during the last session of Congress authorizing the refunding, to the several states, of the money thus paid the general government, and the same is now pending before the House of Representatives.

It would be very advantageous to the State if this bill should become a law, and it is to be earnestly hoped it will be given a passage.

#### HON. SILAS C. HATCH.

On the twenty-seventh day of July last, Hon. Silas C. Hatch, Executive Councillor from the Sixth District, died at his home in Bangor. He was an able man, possessed of high-minded integrity and devotion to principle. He served the

State as its Treasurer and in the Executive Council and Legislature for a period of sixteen years. No man had a clearer insight into its affairs than he. Maine may well hold in honored remembrance the record of his distinguished services.

#### SAVINGS BANKS.

The Savings Banks of the State will be shown by the able and interesting report of the Bank Examiner, to be in a prosperous condition. The total deposits now amount to \$47,781,166.90. This is an increase of \$3,804,081.81 over the amount at the close of the year 1889. The total number of depositors is 140,521, a gain from last year of 8,329. The total amount of State tax paid in 1890 was \$323,549.98, an increase of \$27,738.38 over 1889. The total amount of municipal taxes paid in 1890 was \$13,517.13. The Bank Examiner finds that, as a rule, a wise and conservative policy prevails in the management of our Savings Banks. Owing to the condition of the market that has prevailed during the past few years, the temptation has been very strong to secure greater returns at the risk of safety. This temptation cannot be too strongly guarded against. No part of the securities of our Savings Banks should be of an uncertain or speculative character. The deposits intrusted to these banks represent the accumulations that have grown out of the industry and enterprise of the State, and should be watched over with jealous care.

#### AGRICULTURE.

Agriculture is Maine's foremost material interest. Upwards of eighty thousand of our citizens are actively engaged in its pursuits. Whatever can be done, therefore, to further promote this important industry of the State will contribute directly to the general prosperity of our citizens. During the past decade a substantial advance has been made by our farmers in the use of labor-saving machinery, and in the adoption of improved and scientific methods of cultivation.

The gratifying growth of manufacturing centers in Maine, during the past few years, and the strong reason we have to hope for still further development of this character, are full of encouragement to our agricultural interests. With an enlarging market for home products there is reason to believe that the pursuits of husbandry may become more remunerative to the large number of our citizens engaged in them. An important factor in the advancement of agriculture has been the Grange, with nearly 17,000 members. Its discussions and interchange of views have been of great benefit to farmers both industrially and socially.

A desire has been felt among the farmers of the State to have the Secretary of the Board of Agriculture given an increase of salary and assigned permanent quarters at the State House, thus enabling him to devote his whole time to the important duties of his office. Such a change appears to me in all respects desirable, and I commend it to your favorable consideration.

#### STATE COLLEGE OF AGRICULTURE.

On the thirtieth day of August last, a bill was passed by the Congress of the United States, appropriating a portion of the proceeds of the public lands to the more complete endowment and support of the colleges for the benefit of agriculture and the mechanic arts, established under the provisions of an act of Congress approved July 2, 1862. By virtue of this act, the Maine State College of Agriculture and the Mechanic Arts will receive the sum of fifteen thousand dollars for the year ending June 30, 1890, and an annual increase of the amount of such appropriation for ten years by an additional sum of one thousand dollars over the preceding year, until it amounts to twenty-five thousand dollars, at which annual sum it will remain thereafter without further increase.

In addition to this, the general government supports the Agricultural Experiment Station, located at this college, at an annual expense of fifteen thousand dollars. This wise and

generous action on the part of the national government will place the college in good financial condition and will be a material relief to the tax payers of the State.

As no part of the appropriations to be made by Congress under the act of 1890 can be used for the erection of buildings, the Legislature will be called upon to replace the one known as Wingate Hall, which was destroyed by fire in February last. Other needs of the institution will be made known to you through the reports of its officers, which will soon be laid before you.

#### LABOR BUREAU.

The Labor Bureau, created, as the law plainly indicates, for the benefit of the working people of the State, is doing a valuable work, as the reports of the Commissioner will demonstrate. These bureaus, including that of the United States, now number twenty-two in the whole country. The importance of their work in collecting statistics relating to the various departments of labor, and inquiring into violations of the statutes providing for "the regulation of the hours of labor and the employment of women and children," have caused them to become recognized as indispensable national and state institutions, and entitle them to a liberal outlay for their support and maintenance.

#### PROHIBITION.

The past year has been an important one for the temperance interests of our State. For the first time since the adoption of the prohibitory amendment to our Constitution, the people of Maine have been afforded an opportunity to pronounce at the polls upon a movement looking to its repeal, and the substitution of the high license system. There was no uncertainty in their decision. By an emphatic majority they declared their belief that the best interests of temperance in this State, and the highest welfare of all our citizens, demand the maintenance of prohibition.

It cannot be denied that the law for the suppression of the liquor traffic is often violated, and that officials charged with its enforcement are frequently derelict in duty. But it is undoubtedly true that this condition of affairs is mostly confined to our cities and larger villages. In other places the law appears to have been faithfully and successfully administered. During the past two years I have personally written the officials in the various counties upon whom was devolved the duty of enforcing the law, urging the vital importance of the suppression of the dram shop. I did this that such officers might clearly understand that they would have the support of the Executive Department of the State in all their efforts to enforce prohibition.

That the various officers of the State, upon whom devolves this duty, have accomplished a great deal in the enforcement of the law, is everywhere conceded. It is, nevertheless, necessary to the highest success of prohibition that there should be in every community a strong temperance sentiment demanding a vigorous enforcement of the law and sustaining the officers in their efforts to secure it. When the sentiment against the liquor traffic is as universal and emphatic as against other forms of crime, the violations of the prohibitory law will be no more numerous than those of other penal enactments. That prohibition has accomplished a vast work for temperance in this State no candid man will deny. The liquor traffic is no longer respectable. It is under the ban of popular condemnation. Those who engage in it are criminals in the sight of the law. The open dram shop with its flaunting signs and alluring windows, is no longer a feature in our State. The rumseller is forced into dark corners. He has been obliged, like other criminals, to resort to concealment and stealth, where, before the advent of prohibition, he pursued his traffic with openness and ostentation. The whole traffic has been forever relegated to the furtive ways of crime. It is not easy to estimate fully the great temperance work which this change has wrought in Maine. But there still remains much to be done in so educating public



sentiment that it shall everywhere insist upon the faithful enforcement of the laws. Maine stands, by the emphatic declaration of her citizens, in the very van of temperance states. In keeping her there, the friends of prohibition must spare no effort or shrink from no responsibility.

#### BALLOT REFORM.

I am firmly convinced that the time has come for Maine to adopt the Australian system of voting. Two years ago this method of balloting was largely viewed in the light of a doubtful innovation. Many members of the Legislature felt that the results which had followed its adoption by a few states of the Union were too meagre to furnish a proper basis for action in this State, especially as they were achieved under the temporary disadvantages naturally attendant upon the introduction of a new law effecting such important changes.

There is no longer reason for this conservatism. The Australian system of voting has safely passed its experimental era in this country. Its wisdom has been clearly established. To-day it is the law in more than one-third of the states in the Union, and there is reason to believe that the time is not far distant when its adoption will become general.

It is the sacred duty of popular government to maintain, in every possible way, the purity of the ballot. The nearer our elections come to fairly registering the personal convictions of each individual voter, the closer will they conform to the true spirit of our institutions. It is the concurrent testimony of those states which have made a trial of it, that the Australian ballot system comes nearer securing this desirable result than any other yet devised. There is no reason to doubt that, under its wholesome operation, intimidation and bribery will be practically unable to influence elections, and voters will be freed from unpleasant espionage at the polls. Another benefit that will accrue from the adoption of this system of voting, will be found in the powerful incentive

given political parties to nominate honest and capable candidates. The subject is one that calls for careful thought, and I commend it to your earnest consideration.

#### PUBLIC INSTRUCTION.

Our system of public instruction includes three separate and yet related groups of schools: viz,—the Common Schools, the Free High Schools and the Normal Schools. For the support of these three groups during the last year, there have been expended the following sums:

For Common Schools.....	\$1,114,902 00
Free High Schools.....	139,944 00
Normal Schools.....	19,000 00
	<hr/>
Making a total of .....	\$1,273,846 00

Financially considered, therefore, this system is among the most important interests of the State. Considered with regard to the purposes which it is set to subserve—the training of intelligent, virtuous, order-loving and law-abiding citizens, it is one of the paramount interests of the State. Such a system may rightly demand our most careful, constant and intelligent consideration.

While the statistics and statements of the report of the State Superintendent of Common Schools show the Free High and Normal Schools to be in a most prosperous and satisfactory condition, they do not show as much for the more important Common Schools. These latter, the support of which is compulsory by law in every town in the State, and attendance upon which is also compulsory, should be so organized and managed as to give every child in every town equal privileges; to impose equal burdens for their maintenance; to be in the highest practicable degree efficient for the ends for which they were established; and to be least wasteful of public moneys. It is claimed by the Superintendent that the system, prevailing in nearly three-fourths of our towns, is defective in all these particulars, and he recommends that, to remedy these

defects, a law be enacted abolishing the school districts and giving the entire management of the schools to committees consisting of three or more members according to size of town. I bespeak for these important matters your most considerate action.

#### ENLARGEMENT OF STATE HOUSE.

The report of the Commission on enlargement of the State House will soon be laid before you. The extension is constructed throughout according to the most approved methods of fire-proof architecture. It is important that an appropriation to properly furnish it be made at an early day. I am of the opinion that a sufficient sum of money should also be appropriated to make the old State House fire-proof, and put it into condition to properly correspond with the new extension. I commend the subject to your favorable consideration.

During the year that has just drawn to a close, Hon. Lewis Barker, a member of the Commission, has passed away. No man took a deeper interest and pride in its work than he. To his sound judgment and practical grasp of affairs is due, in no small degree, whatever measure of success has attended its efforts. Mr. Barker served his State in many honorable positions and always with conspicuous faithfulness and ability. His memory will be tenderly cherished.

#### THE STATE LIBRARY.

Now that the State Library will soon be moved to its more convenient quarters in the new extension, I believe that the time has come to unlock, and render immediately available, all its vast treasures of information, by the adoption of the card system of cataloguing used in most of the larger libraries of the country. I am convinced that by the adoption of this system the practical utility of the Library would be enhanced fifty per cent. In an address sent out by the Association of State Librarians, an organization formed at St.

Louis in May, 1889, the functions of a state library were thus succinctly stated: "A state library should not only be a complete reference library for all branches of the government, executive, judicial and legislative, and the repository of all materials for local history and biography, but it should also contain and furnish abundant facilities for using all desirable books of information relating to special industries and pursuits of the state, or calculated to lead to the introduction of industries and pursuits suited to it, but hitherto neglected. In short, it should be fitted to serve all interests of the state by infusing into their conduct the highest intelligence and skill."

With the card system of cataloguing, a library conducted upon these lines may be made of great value to the State. The introduction of this system into a library containing 40,000 volumes, will, necessarily, involve a vast amount of work and considerable additional expense, but, once established, more cards can be placed in the alphabetical cabinets, as new books are added to the library, and thus the catalogue be, at all times, a complete index of its contents. I recommend that an additional appropriation be made for the temporary employment of extra help, specially skilled and experienced in this method of cataloguing, and for the purchase of such cabinets and other material as may be necessary to its adoption.

#### THE STATE MILITIA.

A gratifying advance has been made during the past few years in the character and efficiency of the State Militia. Both officers and men have worked with commendable zeal for the improvement of the service. At the annual muster in July last, the State was honored by a visit from Hon. Redfield Proctor, Secretary of War. A drenching rain storm, which was in progress during his stay at the camp, prevented him from reviewing the troops. He expressed himself as much pleased with the ground and its arrangement.

The money appropriated by the last Legislature for procuring a permanent muster ground, was expended in the purchase of the field used by the State for encampment purposes during the late war, and known as "Camp Keyes." It would be difficult, indeed, to find a place more admirably adapted to this purpose. The field contains something over sixty-three acres. It is an almost level stretch of table-land, situated upon a high elevation and commanding an excellent view of the surrounding country. Its soil is light and dry, with fine natural drainage. The sanitary conditions are all that could be desired. It was thought best to provide this field with such permanent buildings as would be required at each muster. Accordingly, a store house, four headquarters buildings, twenty-three cook houses, two commissary buildings and four horse stables were constructed there in a tasty and substantial manner. The expense of these buildings, together with the cost of improvements upon the land, amounted to \$8,762.60 and was taken from the military appropriation. These permanent improvements will result in a large annual saving of expense to the State.

Maine is one of the very few states in the Union whose Adjutant General is elected by the Legislature. I am convinced that this is wrong and contrary to the best military usage. There appears to be no sufficient reason why the Governor of the State should not be permitted to select his own chief of staff through whom all his orders, as Commander-in-Chief, must be given official utterance. I recommend that the Legislature submit to the people of the State, at the next election, an amendment to the Constitution authorizing the filling of the Adjutant General's office by executive appointment.

#### PENSIONS.

Two years ago I recommended that the request of the Grand Army Posts of Maine for an increase in the State pension fund, should be granted. For the years 1887 and 1888, the sum of \$70,000 was devoted to the worthy work of

the Pension Office. For the past two years the sum of \$125,000 has been expended by it, an increase of \$55,000 over the two preceding years. It would be difficult to estimate the great good that has been accomplished through this generous treatment of the sons of Maine who were disabled in the defense of the Union.

The patriotic people of the country were rejoiced at the enactment by Congress of the dependent pension law on the twenty-seventh day of June last. Its wise and liberal provisions have already been of vast benefit to the worthy veterans of the late war and those dependent upon them for support. It will doubtless accomplish a still larger work of good in the years to come.

#### THE GETTYSBURG MONUMENTS.

The monuments in honor of the sons of Maine who fell at Gettysburg, in the heroic defense of the Union, were dedicated upon that historic field, with appropriate ceremony, on the third day of October, 1889. The occasion was favored with perfect weather, and its sad and solemn exercises will never be forgotten by those who attended them.

The battle of Gettysburg marked the great crisis of the Rebellion. It was here that the armed hosts of treason were forever beaten back from loyal soil. In that mighty contest, so fraught with moment to our national life, no troops bore a more honorable part than did those from Maine. Well may the State cherish, in her heart of hearts, the immortal memory of their glorious defense of country in its darkest hour of peril. The beautiful monuments that mark the spots where they yielded up their lives, that the Nation might live, are but our feeble attempt to give material and visible expression to the deep and abiding love we cherish for their memories. We may confidently believe, that, centuries after these temporary tokens of affection shall have crumbled into dust, the heroes of Gettysburg will still live in the grateful remembrance of a united and prosperous people.

## MILITARY AND NAVAL ORPHAN ASYLUM.

Within the past two years I have twice visited the Military and Naval Orphan Asylum at Bath. The Institution is under excellent management and doing a most worthy work. It is in every way deserving of generous support.

## INDUSTRIAL DEVELOPMENT.

The past two years have witnessed a general and gratifying industrial awakening throughout the State. Many new industries have been established, and many old ones, which had long lain idle, have been invested with a new lease of life. The great natural resources of the State are coming to be more and more appreciated as affording excellent opportunities for the profitable investment of capital. Our healthful climate, and the rugged beauties of our long sea coast, are winning wide reputation, and a constantly increasing tide of summer travel is a growing source of revenue to our people. At no time since the war has the future of Maine looked brighter. Increased industries mean increased employment for labor, which, in turn, means an increased market for products of all kinds. Thus, every new impulse given our industrial life conduces to the general prosperity. While the last census did not show as large a growth in population as had been hoped for, it nevertheless showed a substantial gain. Close observers are of the opinion that nearly all this advance was made in the closing years of the decade, and that a census taken in its opening years would have shown a loss. If this be true, it gives good promise of a far better showing in the future. Now that the exodus of our citizens has been stayed, and we have fairly started upon an encouraging era of home development and growth, we may confidently look forward to rapid progress in all the material interests of the State, and to a corresponding increase of prosperity growing out of the enlarged demand for labor and its products. It will be your duty and privilege to assist, in every way possi-

ble, in fostering and furthering this movement, so full of promise to our people.

#### THE WORLD'S COLUMBIAN EXPOSITION.

Before the convening of the next Legislature the arrangements for the great World's Fair to be held in Chicago in 1893, will have been practically completed. It will devolve upon you, therefore, to determine what part Maine is to take in that important exposition. Whatever place we may take there should be in every way worthy of the State and representative of its material prosperity. While it will be your duty to exercise a wise and prudent care of State expenditures, I am convinced that it would be a false and shortsighted economy that would place Maine before her sister states, and the world, in a position less strong than her industries and resources entitle her to hold. I regard this matter as one of great importance and recommend the appointment of a special committee to consider it in all its bearings.

#### RAILROADS.

The condition of the various railroads of the State will fully appear in the able and exhaustive report of the Railroad Commissioners. The statistics and recommendations which it contains are worthy of your thoughtful attention. Considerable has been done during the year in the construction of new roads and the improvement of old ones. The State is now fairly supplied with railroad communication. There is, nevertheless, a field for further enterprise in this direction. Nowhere is this more apparent than in the great fertile county of Aroostook, whose varied products are now forced to seek a market over Canadian soil. A direct line over Maine territory, affording Aroostook a convenient outlet to the great markets of the country, would give a mighty impulse to the development of the county and materially increase the prosperity of the whole State.



## INSANE HOSPITAL.

The condition and needs of the State Insane Hospital are worthy of careful consideration. The welfare of the unfortunate people who are under its care should be zealously looked after. The new buildings, provided for by the last Legislature, have been erected under the careful supervision of the Board of Trustees and are in every way creditable to the State. The number of patients admitted to the institution the past year has been larger than during any former year of its history, necessitating the immediate completion and furnishing of these buildings at an expense somewhat in excess of the legislative appropriation. I would recommend that a sufficient amount be appropriated at an early day to liquidate this, and every other bill, which enters into the proper administration of the affairs of the Hospital. The duties incumbent upon the officers of this institution are annually becoming more laborious. I feel justified in renewing the recommendation I made two years ago that the salary of the Superintendent be somewhat increased.

The Commission appointed under a resolve of the last Legislature to purchase a site for a new Insane Hospital has attended to its duties and an eligible location in the city of Bangor has been secured.

## FISH AND GAME.

The valuable and interesting reports of the Commissioners of Fisheries and Game will be laid before you, and I earnestly commend the recommendations therein made to your careful attention. Everything possible should be done to sustain the Commissioners in enforcing the laws against those who wantonly violate them. Whatever the Legislature may be able to do to secure the better protection of fish and game, will advance the material interests of the State and merit the just approval of all its citizens.

## THE PRESERVATION OF FOREST GROWTH.

The preservation of forest growth is a subject which is now attracting much attention. Its importance has brought about the formation of a number of worthy organizations for furthering this work. At the last meeting of the American Forestry Association at Quebec, in September last, the State of Maine was very ably represented by Hon. George F. Talbot of Portland. When it is considered that there is an annual loss by fires of growing timber in the United States equal to an area half as large as Maine, and that a very large per cent. of such fires are due to carelessness, the importance of this matter is at once apparent. It will merit your careful attention.

## INDIANS.

The affairs of the Indian tribes appear to be in excellent condition. Moral and treaty obligations alike demand that these wards of the State should have our watchful care and protection.

## STATE BOARD OF HEALTH.

This department is doing a most excellent work and has fully justified the wisdom of its establishment. The good results that have attended its well directed efforts in the interests of the public health are generally known and appreciated. Outside of a very few towns there has been no great prevalence of infectious diseases within the State during the past two years. It is of the highest importance that each town should be faithful in its observance of the health laws. The circulars of the State Board, and all other papers and blanks for the use of local boards of health, are furnished free to all the towns and cities of the State. In addition to these, specially important circulars for general distribution have been printed in large editions and freely circulated in most of the towns. It is highly important that there should be in the State an official registration of births and deaths. Maine is behind all other New England States in failing to

make proper provision for securing such vital statistics. The matter is one that deserves prompt attention.

#### THE STATE PRISON.

The affairs of the State Prison will be shown, by the report of its Warden, to be in excellent condition. In the sixteen years prior to 1886, the State appropriated \$297,287.21 for the support of the Prison, exclusive of salaries of its officers. Since that time it has received no appropriation from the State save for its pay-roll. In all other respects the Prison has been self-supporting. It begins the present year free from debt and with a balance of \$7,820.29 in its favor. The introduction of reformatory methods into the administration of its affairs has been attended with gratifying results. Everything that can be done towards reclaiming men from the ways of crime and making them respectable members of society, will merit the cordial approval and co-operation of all who have at heart the highest interests of the State.

#### THE STATE REFORM SCHOOL.

The highly creditable work which has been done by this institution is shown by the fact that about seventy-five per cent. of the boys who have gone forth from it have become respectable and law-abiding citizens, a record that speaks more eloquently than words for the excellence of its management. There have been 159 boys in the school during the past year. The present number is 114. Good health has prevailed among them, no death having occurred there during the year.

In 1889 there was erected a building 96 by 48 feet designed to accommodate fifty boys. This enables a good beginning to be made in the introduction of the cottage system, which permits the classification of these youths into family groups. The adoption of this system in other states has been attended with most satisfactory results. By a purchase in 1889, twenty acres of land were added to the school farm, making a total of about 184 acres.

## INDUSTRIAL SCHOOL FOR GIRLS.

The Industrial School for girls continues to do a most successful and worthy work. Its efforts are upon a broad, humane and philanthropic plane. The large measure of success that has attended them in the past entitles the School to continued encouragement and support.

## STATE REFORMATORY FOR WOMEN.

An effort was made during the session of the last Legislature to secure an appropriation for the establishment of a State Reformatory for Women. The matter was finally left in the hands of the Governor and Council, with instructions to investigate it and report to the next Legislature. They have accordingly given a public hearing, at which various friends of the project appeared and urged many forcible reasons why the State should have such an institution. The report upon the matter will soon be laid before you. There are many grave objections to the custom now in vogue of keeping female prisoners in the various jails of the State, where proper provision has not been made for them, and where the associations are demoralizing. The enlightened moral sentiment of society demands a considerate treatment of women, even when they incur the penalties of the law. There can be no doubt that a State Reformatory under competent female management would result in vast good.

## CONCLUSION.

The details of many of the subjects I have thus briefly touched upon, and of others which do not require specific mention at this time, will fully appear in the various public documents that will be placed before you.

Gentlemen of the Senate and House of Representatives: As we turn to the important work of the session, we must bear clearly in mind the fact that we are here not as the representatives of any special interests or sections of the

State, but as the representatives of all interests and all sections. Let us act fearlessly and conscientiously for the furtherance of whatever, in our judgment, may be for the highest good of the whole State. At the same time, we should invoke, in all our deliberations, strength and guidance from Him who is the source of all wisdom. It is my earnest hope that, with the blessing of God, our labors here for the welfare of our beloved State may be crowned with such success as shall permanently advance its interests and make for the lasting benefit of all its citizens.

EDWIN C. BURLEIGH.