

# MAINE STATE LEGISLATURE

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# ACTS AND RESOLVES

PASSED BY THE

## FORTY-FIRST LEGISLATURE

OF THE

### STATE OF MAINE.

1862.

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Published by the Secretary of State, agreeably to Resolves of June 28, 1820,  
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1862.

## GOVERNOR WASHBURN'S ADDRESS.

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*Gentlemen of the Senate  
and House of Representatives :*

Among the manifold reasons for thankfulness and gratitude which accompany our farewells to the old year, and attend our salutations to the new, we shall not fail to regard those referring to the physical comforts and material prosperity which the year, that has passed away, has bestowed so liberally upon us, as of small consideration compared with the signal proofs it has furnished that, as a people, we have not been forsaken by the great Ruler of the Universe, in whose hands are the issues of nations, but that we are still the favored subjects of His care and regard.

The sharp and sudden punishment of this war, while it should assure us that our national transgressions may be forgiven, will suggest the way of duty by which the country may be saved, and made wiser, truer, and stronger than ever before.

That the delinquences of the nation for the last forty years, its practical denials of vital truths of which it had aspired to be the chosen and peculiar representative, its wanton abnegations of the plainest public duties, should go unavenged, was only credible on the hypothesis that its destruction had been predetermined. But that it is reserved for a better fate let this chastisement, terrible as it seems, persuade us. And let us rejoice that when the hour of trial came, the public conscience, which had slept so profoundly, was awakened to quick and vigorous life, and the public virtue rose, as at one step, to the height of the great occasion that summoned it from the death-like torpor in which it had lain so long.

For the single reason that prominent slaveholding politicians discovered that ready as the people of the free States had been, for the sake of peace and friendship, to acquiesce in their demands for the security and protection of their peculiar system of labor, they were nevertheless unwilling that the government should be wholly changed from its original character, and be administered exclusively in the interest and for the advantage of slaveholders, its destruction was determined on ; and to accomplish this flagitious purpose, this war, so unprovoked and so defiant of the ideas and principles in which the Republic was founded, was commenced and is carried

on. The loyal people of the United States upon whom it has been forced, will not shrink from the performance of the duties it has imposed upon them. They have resolved in their hearts, and vowed by Him who was their fathers' God, that the UNION, ONE AND INDIVISIBLE, shall be preserved, cost what it may. They know its value, and they feel that the hopes of humanity, the fortunes of civilization, are hanging upon its fate.

They have considered what the discharge of duty may cost, and they feel the awfulness of the trust which has been committed to their hands; but in humility, yet with unquenchable faith, they have accepted the responsibilities of their decision.

Giving what they have to their country, they will ask only that the war shall be prosecuted honestly and vigorously, and with the one, true, legitimate, constitutional purpose—that the Government of Washington and his compatriots shall be sustained and perpetuated, and that the flag of beauty and empire so long “known and honored throughout the world,” as the emblem of national strength and renown, shall speak every where in the future as it has spoken in the past, those words of lofty patriotism, “LIBERTY AND UNION, NOW AND FOREVER, ONE AND INSEPARABLE”; the Union of the American States and the Liberty of the American people! And to this end they will expect and demand that all lawful, usual, efficient measures and policies shall be adopted which will tend to promote a speedy and successful termination of the war.

While the war is not to be carried on for the abolition of slavery but for the preservation of the Government, they will nevertheless permit no Congress, no Administration, no officers of the Army or Navy to protract it, increase the expenditure of blood and treasure which its prolongation would cost, and shake the popular confidence in a successful issue, by holding and treating property in negroes as more sacred than property of any other description. If by striking the chains from the slaves of rebels, and destroying the property claims of traitors in black men, the war may be ended sooner than it can be if such claims are treated as sacred and inviolable—and if, thereby, millions of treasure, and thousands of the lives of our brothers, the young, the gallant and the true, the pride and hope of the country, may be saved, they will demand and insist in tones that will be heard and respected, that the chains shall fall and the war cease.

Whoever in this crisis, shall maintain, or act as if he believed, that the Union ought to be preserved if slavery in it can be protected, but that without slavery it is not worth defending, making in his heart slavery and not the Union, the great object of his regard, will not fail to be known and treated as one whom no impulses of patriotism, but only the suggestions of cowardice, restrained from the practice of treason; and the citizen who will not act in

good faith for the Union and aid in prosecuting the war without conditions and compromises, or who by his complaints, fault-findings or misrepresentations, weakens the arm of the National Administration, renders most efficient aid to the rebels; and, whatever his professions, should be marked and shunned as one who makes his selfish purposes or his party views paramount to his love of country.

At the present time and under existing circumstances, a conditional Union man is an unconditional traitor. For in such an emergency as the present, true and loyal men will say, Let all else die but let the country live. When the star of peace shall return, the ordinary functions of party and party men will be revived, and the affection and confidence of a just and grateful people will be bestowed on those who in the hour of the nation's direst peril were most faithful and generous.

The sole, overruling consideration now, is not in regard to measures of administration and governmental policies, but how the Government under which such measures and policies are to be worked out, is itself to be preserved. The strength of the Government is to be tried. Its necessity and reality, its very right to exist, are the essential questions to be decided. Has it been a useful instrumentality in the progress of mankind? What is the mettle and temper of the people who have grown up under its institutions? Is it worth preserving?

These questions are to be answered, either by the condemnation of democracy, and the discredit of those whose character it has formed, or by the vindication, final and complete, of its claims to be a true and appointed minister of civilization and Christianity, and by the reception of its champions, clothed in fitting raiment, and distinguished with proper ensigns, into those eternal habitations which Time has prepared for the heroic, the virtuous, and the great.

In view of the proportions which the rebellion had assumed, and of the complications with foreign nations in which, in its progress, the Government of the United States was liable to be involved, and considering the dangers to which Maine would be exposed in the event of war between the United States and any great maritime power, I felt it my duty, in the month of October last, to address a note to the Secretary of State (in response to his wise and timely circular to the Governors of the loyal sea-board and lake-coast States) inclosing a letter or memoir to the President of the United States, in which the attention of the General Government was called to the peculiarly exposed situation of this State, and to the necessity of providing additional defences upon its coast, and indicating to some extent the character of the works which seemed to be indispensable to the protection not of this State merely but of the

United States. And that this subject, so important to the State and country, should not fail to be presented in such manner as to secure the most favorable consideration, I gave it in charge of three able and eminent citizens,—the Honorable Hannibal Hamlin, Vice President of the United States, the Honorable Reuel Williams of Augusta, and John A. Poor, Esquire, of Portland,—who immediately repaired to the city of Washington, and who by their assiduous and faithful efforts succeeded it is believed in impressing upon the Government the necessity of increasing the defences of this State, and of adopting measures for their immediate construction.

The attention of Congress has been called to this most important subject by the President in a Special Message transmitting a correspondence in relation thereto which had taken place between the Secretary of State, the Secretary of War and the Executive of this State, a copy of which, together with the report of the Commissioners, will be laid before you for your consideration. Surely I cannot hesitate to advise the Legislature to urge upon the authorities of the United States a vigorous prosecution of the necessary works of national defence within this State, and to tender its ready co-operation by the grant of all the facilities within its power, including the advancement, if required, of such portion of the funds needed for their construction, as may be within its proper ability to furnish.

Upon the coast of Maine are more deep accessible harbors, capable of being entered by ships of war of the largest class, than can be found on the entire coast line of the slaveholding States; and yet, since she became a member of the federal Union in 1820, and although she was at that time substantially destitute of fortifications, the appropriations of the federal Government for her coast protection, have been less than half the amount that was expended within ten years for the building of a Custom House in the single city of Charleston!

For more than four hundred miles this State is separated from the British Provinces of New Brunswick and Canada by merely an imaginary line. Of the deep and bitter hostility to this country of large numbers of the people of these Provinces, we have now, unhappily, the most indubitable proofs. In view of the present attitude of the British nation towards the United States, and of the feelings of the British people towards our own, the fact will not escape attention that while the defences of our State upon the seaboard have been so strangely neglected, and not a dollar has been expended for her protection on her extended interior boundary, her best means of defence by land has been taken from her by the United States, and ceded to the only power in whose possession it could be made available to her injury; nor shall we fail to be reminded of the memorable declaration of one of her most distinguished Chief Magistrates—of him who was the soul of all that is noble and chiv-

alrous in human character, and whose exceeding love for the State which he served so faithfully, will keep his memory forever green in the hearts of her sons—"Maine," said Enoch Lincoln, "has not been treated as she has endeavored to deserve."

How unwise was the provision of the treaty of Washington, by which the United States surrendered to Great Britain that portion of the State of Maine north of the river St. John, without the possession of which she was shut out from Canada for half the year, may now be seen not only in the fact that thereby we opened a way for the transportation in the winter of the very troops upon which, in the event of hostilities between the two nations breaking out at that season of the year, she must largely rely, whether for defence or attack, but also in the menacing spirit, encouraged by that capitulation, in which she now takes occasion to address us.

As the question of the extent and character of the works required by the exigencies of our situation, has been considered at some length in the communication which I had the honor to address to the President of the United States on the twenty-third of the last October, and which will be before you, I will not now occupy your time upon the subject farther than to suggest that the cost of the necessary fortifications at the exposed points—as Eastport, Castine, Rockland, Belfast, Wiscasset, the mouth of the Kennebec, Saco river and other places—will be largely reduced if we can find at some central eligible point, within what may be termed supporting distance, the indispensable conditions of a great and impregnable fortress, from which all needful succor, by sea or land, may be speedily forwarded.

To those who are acquainted with the position of the city of Portland, the configuration of the country surrounding it, the capacity and natural defences of its wonderful harbor, and its extensive railway connections, its admirable adaptability to the purpose I have mentioned will need no elucidation. Its natural capabilities are such that, at comparatively small expense, it may be made *absolutely impregnable*. From Eastport to Galveston, it is no venture to say, there cannot be found a place combining to anything like the same extent, the essential conditions of a grand military and naval station, such as this nation should not consent longer to dispense with.

While Portland remains undefended, no adequate protection can be afforded at any practicable expense, to Boston and New York. But make it, as the plain necessity and duty of the country require, at once the Quebec and Halifax of the United States, from which the thunders of their power may be launched by sea or land, at the touch of the telegraphic wire, and a most certain and practicable means of defence will have been provided for those great commercial emporiums.

Within a very brief time after the breaking out of hostilities between this country and England—distant be the day when such an event shall happen!—Portland, with only her present means of defence, would, there can be little doubt, be in possession of the enemy. With a British fleet in her harbor and a British army on her heights, the merchants of Boston and New York will readily understand what would be the most certain consequences to their commerce, and the imminence of the danger to which their own cities would be exposed.

To perfect the defences of this State, are required, not only the military works upon her coast at which I have hinted, but also the construction of military roads—railways—for their connection with each other and with our northern boundary.

Whatever sums may be expended by Maine for her defence, and which would be for the defence of the country, will be refunded by the United States, as they will be in the nature of a loan for which the credit of the General Government will be pledged.

But were it certain that the Government of the United States could so far fail in the performance of its just obligations, as to refuse to guaranty the repayment of such moneys as might be advanced by the State for its benefit, the duty of the latter would nevertheless remain, to take care, so far as she has the power, of her own citizens, and to protect her soil from the tread of the invader. And this duty she will not neglect, whether there be immediate danger of a foreign war or not.

And although we may see no such danger, recent events admonish us that with one nation at least, it will require the utmost circumspection on our part to preserve amicable relations. While the attitude of England towards this country, since the breaking out of the rebellion, has been marked by many exhibitions of the most positive unkindness and ill will, her friendship for the rebels has been manifested by an unbroken succession of favors, valuable in themselves, but more valuable for the hopes encouraged by the ostentatious manner in which they were conferred. Indeed, such has been the force of British sympathy for the Southern traitors, that England refused to conclude an arrangement into which she had invited the United States to enter as a party with the principal nations of Europe, in reference to privateering, for the simple and avowed reason that the Southern rebels would be embarrassed thereby in transactions which she had denounced as essentially piratical; and so express has been her unfriendliness to the United States, that she has not hesitated to discover cause of quarrel with them, even at the expense of the sudden abandonment of a principle which she had contended for during many generations, and of the adoption of a doctrine against which, when advanced by the United States, she had protested with all the emphasis of war. I



confess, then, I am not free from the most serious apprehensions in regard to our future relations with England.

We have all thought till recently that war with England was scarcely in the category of possible events. That she would make a war which she must know this country would feel and history would record, was waged by her in the interests of barbarism and wrong, and destined to inflict an irreparable and unprovoked injury upon a nation which had been, in honest faith, her best friend, and, as far as the wishes of its people were concerned, her truest ally, was what the American people could not believe. So confidently did they feel themselves entitled to her friendship, that upon the breaking out of the slaveholders' rebellion, there was not a loyal man in all the North, who did not rely with unquestioning confidence upon the warmest sympathy and heartiest good-wishes of her Government and people. But in all this they have been grievously, sadly disappointed, and it is not to be denied that their feelings have been sorely wounded. They thought that the land of the Russels and the Sidneys, of Charles Fox and Gladstone, of Milton and Tennyson, would have denounced the insurrection as inexcusable and its motive as infamous. But instead, they find the sympathies of the British nation, not with the free North fighting for the preservation of their Government, and upholding the cause of civilization and humanity, but with those who are endeavoring to destroy that Government in order that slavery may be spread and perpetuated, and its systems, habits, institutions and practices, strengthened and encouraged.

By an act of the Legislature, passed at the extra session, in April, I was "authorized and empowered to accept the services, and cause to be enlisted, enrolled and mustered into the service of the State \* \* \* ten regiments of volunteers, not exceeding one thousand men to each regiment," to serve as infantry or riflemen to aid the President in enforcing the laws of the United States and maintaining the Government thereof, and to protect the same against its enemies; the said regiments to be turned over to the United States, and mustered into its service upon the order of the Governor. And the sum of one million of dollars, or so much thereof as should be necessary, was appropriated to defray the expenses arising under said act.

The militia of the State had for many years, been strangely, not to say criminally, neglected, so that when the Executive authorities entered upon the discharge of the duties and responsibilities devolved upon them by the law of the extra session, there were scarcely thirty companies of militia, having even the form of organization, to be found within its borders. And if in the performance of these duties some errors and mistakes shall be discovered, as undoubtedly there will, the patriotic ardor of the people, and their

earnest co-operation with the Executive rendered the consequences resulting from such errors and mistakes, the occasion it is hoped, of but slight inconvenience or detriment to the public service.

The first regiment of volunteers raised, uniformed and equipped by the State, was mustered into the service of the United States on the third of May, or within nine days after the passage of the law authorizing its formation. Although enlisted for the term of two years, it was mustered into the service of the United States but for three months. A considerable portion of this regiment was afterwards mustered into the United States service for the residue of the term of their enlistment, as members of the 10th regiment of Maine volunteers. The latter regiment left the State for the seat of war, on the 6th of October. With these exceptions, all the regiments organized in this State, whether under the act of the twenty-fifth April, or by authority of the President, have been mustered into the service of the United States for three years or during the war.

The number of men enlisted in the State, and uniformed and equipped by it, and mustered into the service of the United States, is as follows :

First Regiment of Infantry, (mustered out of service U. S., August 5,)	779
Second, third, fourth, fifth, sixth, seventh, eighth, ninth and tenth infantry regiments, including recruits subsequently enlisted and sent forward to fill their ranks ; and also including Capt. J. D. Fessenden's company of sharp shooters,	9,290
Guards at Forts McCleary, Scammel and Sullivan, including men mustered out of the service of the State, upon the assumption by the U. S. of the charge these forts,	255

The following regiments have been raised by the direct authority of the President, and uniformed and equipped at the immediate expense of the United States, viz :

Eleventh, twelfth, thirteenth, fourteenth and fifteenth regiments of infantry,	4,345
Men recruited for the thirteenth, fourteenth and fifteenth regiments, not yet mustered, estimated at	290
First cavalry,	1,163
First, second, third, fourth, fifth and sixth batteries of light artillery,	802
Recruits for same, not yet mustered, estimated at	100
	<hr/> 17,024

To these numbers must be added the men recently recruited for regiments in the field, in cases where the recruiting officers have not yet made their returns to the Adjutant General, not less than

	100
	<hr/> 17,124
Deduct three months regiment,	779
	<hr/> 16,345

Maine's proportion of the army 500,000 of men authorized by act of Congress, and called for by the President, (if to be raised by

the free States and Territories alone,) is 15,767. It will be seen that our patriotic State, although lying so far from the seat of danger, has contributed 578 men in excess of the quota apportioned to her by the general government.

The elaborate report of the Adjutant General, who has also been Acting Quarter-Master General and Acting Paymaster General of the State, very fully and clearly explains the large and varied transactions of the departments under his charge, and embodies in the repertory of facts and figures which it contains, collected and digested from the papers in his office, a vast amount of interesting and valuable information for the people.

From this report it will appear that the county which has furnished the largest number of men for the war in proportion to its population, is the one which of all is most remote from the points of rendezvous, and with which the means of communication are most limited. Aroostook county, in the extreme north-eastern part of the State and of the United States, with a population in 1860 of 22,449, has sent equal to eleven companies, the flower of her forest homes, to maintain the Union. This number is, it is believed, a larger per centum of the entire population than has been furnished by any other county in New England.

Hereafter, when we shall have returned to the ordinary avocations of peace, the question whether this patriotic county shall remain separated and isolated from the rest of the State and from the other States, or have commodious access to them only by avenues provided through a foreign country and by a not friendly people, will, I am confident, if military necessities shall not have sooner settled it, receive such answer as will comport with the interest, the justice and the gratitude of the State.

The extraordinary labors imposed upon the Adjutant General by reason of the war, render an increase of his salary an act of absolute justice.

For the ten regiments raised by the State on its own account, including the company of Sharp Shooters, the expenditures have been as follows :

On warrants already drawn—

For one three months regiment,	\$57,229 29
For nine two and three years regiments,	942,648 77
Due upon accounts for which warrants have not been drawn, part of which have been liquidated by the Council, and estimates made of the remainder,	73,604 96
Total,	<u>\$1,073,483 02</u>

In this sum is included the whole expense incurred for the enlistment of troops, for subsistence and transportation ; for clothing, equipments, tents and other equipage, camp utensils—with all

which the troops were fully provided ; arms, of which enough were furnished for more than four regiments ; horses and wagons ; pay roll ; bounty ; advances to the United States ; hospital supplies ; expenses of the extra session of the Legislature ; incidental expenses, and October interest on the war loan, &c., &c. Deducting the sums not properly chargeable to account for raising and uniforming the troops, and the aggregate expenditures fall short of one million of dollars.

Subjoined are some of the principal items in this account, so far as drawn for by warrants :

Clothing,	\$251,872 99
Small arms,	68,161 68
Accouterments and equipments,	22,370 49
Transportation in this State and between Boston and New York,	28,786 97
Equipage, including tents,	49,685 49
Subsistence and quarters,	89,721 41
Bounty,	194,441 41
Regimental pay rolls,	140,245 79
Advances to the United States, at the forts, &c.,	15,572 62
Wagons, ambulances and harnesses,	21,719 00
Horses,	52,943 62
Interest on loan,	7,500 00

These items, as also those not given here, will be increased when the accounts, yet unsettled—amounting as is estimated, as before stated, to \$73,604.96—shall be paid.

The State has a claim against the United States in addition to the foregoing, (and independent of certain items not fully ascertained,) for rifle muskets in the hands of the Maine volunteers, but delivered to the United States ; for cannon in the forts ; and for other articles, amounting in all to

The estimated value of	\$24,773 00
Add sums paid, &c.,	1,073,483 20
	<hr/>
	\$1,098,256 20
From this amount must be deducted a payment made by the United States in September, of	200,000 00
	<hr/>
And there remains due from the United States to this State,	\$898,256 02

A full statement of these expenditures and claims will be laid before you.

Of the loan of \$1,000,000 authorized by the resolve of April 25, 1861, but \$800,000 has been called for. The amount received into the Treasury applicable to war expenditures is \$803,087.50, being the aggregate received for State bonds, including premium, and \$200,000 refunded by the United States, making \$1,003,087.50 in all. Against this sum warrants have been drawn for \$999,387.80. It is proper, however, to add that the Treasurer's account will show warrants paid to the amount of \$1,006,625.13, and that from the books of the Governor and Council it will appear that warrants

to the amount of \$1,263.68 have been drawn, which have not yet been paid by the Treasurer, making the whole amount of warrants \$1,007,888.81; but on these warrants the sum of \$8,011.01 was paid from funds which had been returned to the Treasury by Paymasters of regiments who had received that sum in excess of what turned out to be necessary for their several payments to troops. The money, not having been used, was returned to the Treasury, and afterwards redrawn, so that the entire sum drawn from the Treasury by warrants on account of the appropriation of April 26, 1861, is the sum before stated of \$999,887.80.

But there are, as has been seen, still outstanding against the State, on account of war expenditures, (estimated in part) claims amounting to \$73,604.96, for the payment of which an appropriation will be necessary.

The Secretary of the Treasury has declared his readiness to repay to the States forty per centum of their advances to the federal government, and as I have requested a return of \$120,000 (in addition to what has already been paid,) and which will be received by the Treasurer, it is supposed, within a few days, there will be no occasion, I presume, for resorting to the unexhausted authority of the resolve of April 25.

The war debt against the State stands as follows :

In the form of State bonds,	\$800,000 00
In the form of unsettled claims,	73,604 96
	<hr/>
	\$873,604 96
To meet which it has a claim against the U. S., arising from advances for the war, of	\$898,256 20
Cash in the Treasury, proceeds of the war loan, after the outstanding warrants shall be paid,	*3,245 65
	<hr/>
Total,	\$901,465 46

It is believed that the purchases, contracts, vouchers and books in all cases, have been so made and kept that the expenditure of every dollar of money by the State on account of the war may be readily and specifically accounted for.

Of the moneys expended for these regiments, and also for the regiments and batteries raised at the direct cost of the United States, the latter amounting to about \$700,000, making a total of more than \$1,700,000, nearly \$1,500,000 has been paid to citizens of this State.

By section 53 of the Act of Congress providing for a direct tax, it is enacted "that any State, Territory or District, which shall give notice by the Governor, or other proper officer thereof, to the Secretary of the Treasury of the United States on or before the

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\*This includes \$35.95 received from Maj. A. Hayden, proceeds of sales at Fort Sullivan.

second Tuesday of February next, and in each succeeding year thereafter, of its intention to assume and pay, or to assess and collect and pay into the Treasury of the United States, the direct tax imposed by this act, shall be entitled in lieu of the compensation, pay per diem and per centage, herein prescribed and allowed to assessors, assistant assessors and collectors of the United States, to a deduction of fifteen per centum on the quota of direct tax apportioned to such State, Territory or the District of Columbia, levied and collected by said State or Territory and District of Columbia through its said officers: *Provided however*, That the deduction shall only be made to apply to such part or parts of the same as shall have been actually paid into the Treasury of the United States on or before the last day of June, in the year to which such payment relates, and a deduction of ten per centum to such part or parts of the same as shall have been actually paid into the Treasury of the United States on or before the last day of September, in the year to which such payment relates, such year being regarded as commencing on the first day of April: *And provided further*, That whenever notice of the intention to make such payment by the State or Territory and the District of Columbia, shall have been given to the Secretary of the Treasury, in accordance with the foregoing provisions, no assessors, assistant assessors, or collectors, in any State, Territory or District, so giving notice, shall be appointed, unless said State or Territory shall be in default: *And provided further*, That the amount of direct tax apportioned to any State, Territory, or the District of Columbia, shall be liable to be paid and satisfied, in whole or in part, by the releases of such State, Territory or District, duly executed, to the United States, of any liquidated and determined claim of such State, Territory or District, of equal amount against the United States: *Provided*, That in case of such release, such State, Territory or District shall be allowed the same abatement of the amount of such tax as would be allowed in case of payment of the same in money."

The quota of direct tax apportioned to this State is \$420,826. Deduct from this \$63,123 91, being 15 per centum of the tax, and \$357,702 10 remains as the minimum liability of the State, a liability which may be paid and satisfied by a release of an equal amount due to it from the United States.

In my judgment it is expedient for the Legislature to cause notice to be given to the Secretary of the Treasury, that it is the intention of the State to assume and pay its quota of this tax, and I would recommend that the proper measures be adopted or authorized, to obtain an early liquidation of its claim against the United States, with a view to a release of so much thereof to the United States as may be necessary to pay and discharge the tax apportioned to it. If the whole amount of the claim shall be allowed, as it undoubted-

ly will be by Congress, if not by the Treasury Department, and if the tax shall not be increased, there will remain due to the State, after satisfying the tax payable in June, 1862, \$540,517.71.

The alacrity with which our brethren have enlisted in defence of their government, illustrates the depth and earnestness of their patriotism, and commends them with an eloquence which can receive no assistance from words, to the admiration and affectionate regard of their fellow-citizens. By their manly and stalwart forms, their unusual intelligence, their good discipline and martial bearing, and by the gallantry displayed by such as have been called to the battle-field, they have reflected distinguished honor upon the State. For of all the soldiers enrolled in the armies of the Union, it is gratifying to know that they stand, by universal consent, in the very front rank. Let those who remain behind while they have gone forward to offer up, if need be, their lives for their country's life, neglect not to discharge the debt they owe the true and brave men in whose devotion and valor the hopes of the nation and of humanity are centered.

In the progress of the war it will often happen that the health and well-being of the soldier may be promoted by the looking-after and care of the State authorities. Some articles of outfit necessary for his health have heretofore been furnished by this State (as they have been by others) which are not provided for in the regulations of the army. It may be necessary to furnish such hereafter. Sometimes donations for the troops may fail of reaching their destination for want of proper care, or by reason of the non-payment of bills of transportation; and it will occur not unfrequently that funds are required for the transportation and relief of sick and disabled soldiers. I think that an appropriation should be made to the end that these and similar needs of the soldier may be properly attended to.

Whether any legislation is expedient to equalize the burdens assumed by the towns, or a portion of them, for the support of the families of soldiers, is for you to determine.

To facilitate the transfer of so much of the soldier's pay as he may be desirous of sending home, allotment rolls have been prepared. The plan adopted in this State, and which has the sanction of the war Department, combines the advantages of promptitude and safety, and involves no expense to the soldier or to the party for whom the allotment is made. Believing that a great and positive benefit would be conferred on the soldier and others in whom he is interested, by placing it in his power to avail himself of this desirable method of transmitting his funds to his family or friends, I requested, some time ago, Lieutenant Colonel A. W. Wildes, one of my Aides de Camp, to proceed to the camps of the Maine volunteers near Washington, for the purpose of presenting the rolls to

soldiers for their signatures. Allotments were procured by the agency of Lieutenant Colonel Wildes to the amount of about \$20,000 per month, as will appear by his report, a copy of which will be laid before you.

The necessity of a more perfect organization of the militia, and of a more efficient system, will not fail to occupy your thoughts. Perhaps that complete and well adjusted system, which is to become the expression of the permanent policy of the State, will be the work of other times, when the experience and suggestions of the many able officers now in the service may be made available by our law-makers. But it cannot be doubted that important changes in the laws are of immediate necessity, among which may be mentioned such as will enable the State to call out its full strength upon the shortest notice, should occasion require. I commend the whole subject to your most serious consideration—one of greater moment can hardly come before you at the present session. The subject of providing for the manufacture of arms and other munitions of war will deserve your attention.

The reports of the several State officers will be laid before you in a few days.

That of the Treasurer will show that the receipts of the Treasury, pertaining to the ordinary affairs of the State Government, for the past year were \$385,712 33, and the disbursements for the same period were \$358,527 02. The receipts on account of the war were \$1,003,087 50, and the disbursements on the same account \$998,578 17.

An increase of the State tax is unavoidable, unless it shall be deemed expedient to leave the interest upon the war loan to be provided for by further reclamations upon the Treasury of the United States. As it is not improbable that the entire amount of our claim against the United States, so far as it shall have been liquidated, will be required to satisfy the quotas of direct tax which may be called for in 1862 and 1863, you will consider whether it will not be the more prudent course to reserve this indebtedness for the purpose of meeting the demands of the Federal Government.

The war, which has stimulated the activities of our people in several branches of industry, has affected unfavorably those which influence the operations of the Land Office. The Land Agent has, however, been able to pay into the Treasury during the last year the sum of \$25,792 15.

The transactions of the State Prison have also been embarrassed by the war. Messrs. Sumner and Maxey, who had on the 21st of November, 1859, contracted for the labor of the prisoners for the term of three years, on the 28th of May last, in consequence, as they alleged, of the depression in business affecting the sale of articles manufactured by them, abandoned their contract and threw upon the Warden the care and responsibility of superintending the labor of the convicts, and of providing for their subsistence. In consequence of the failure of these contractors, the salaries of cer-



tain officers, for which they were liable, remained unpaid until they were provided for by the Warden, in whose behalf warrants were drawn upon the Treasury for the amount due. As the appropriation was insufficient for this unexpected demand, the excess was drawn from the contingent fund of the Governor and Council.

The improvement in the method of warming and ventilating the Insane Hospital, made under the authority of the last Legislature, although involving an expenditure somewhat in excess of the appropriation, is so obvious and valuable, that no one, who remembers the Hospital as it was, will question the propriety of what has been done, and it is believed that no one who will thoroughly examine this work will regard the cost as unreasonable. This institution continues to be well conducted by Dr. Harlow, its able and faithful Superintendent.

My time, during the past season, has been so constantly employed in duties connected with the raising and equipping of troops, that I have been unable to give that attention to the affairs of our various public institutions, which was due to their importance, and which under other circumstances I should have been glad to bestow. For information concerning the operations and condition of the Reform School, I must refer you to the reports of the Superintendent and Trustees.

The truest expression of our estimate of the Government for whose existence we are struggling, will be found in the faithfulness with which we provide for the institutions which are its strength and ornament. Our efforts to preserve its form would be of little worth were we to allow its spirit to depart. The premitting for even a single year of our labors in the cause of education, and particularly of our interest in common schools, would be a loss to the community which neither time nor money could repair. The loss to a child of a single year's education is an irremediable loss. I hope, therefore, that while consulting a wise and indispensable economy, such as the times demand, you will preserve and cherish all the needful instrumentalities for the training and education of the young, and particularly the children of the poor. Let the deprivations of the war be felt as lightly as possible, and do not persuade the people of burdens which have but an imaginary existence, lest they be discouraged, by the mere apprehension of trouble, from persevering in a cause whose success needs no other guaranty than their fidelity and patience. Doubtless some reduction of expenses in the department of public education should be made. But upon this point as well as others connected with this subject, the suggestions of the accomplished Superintendent of Common Schools, will be entitled to great weight.

The expectations of the Legislature which authorized the scientific survey of the State, have, I think, been more than realized in the results which will be reported to you by Messrs. Holmes and Hitchcock, the gentlemen who were appointed to conduct it. I can not doubt that the honor and interest of the State will be con-

sulted, by making a suitable appropriation for continuing the survey. The advantage to our State to be derived from a knowledge of its resources, to say nothing of the benefits to science, such as a thorough survey only can furnish, will amply justify the expense of its prosecution.

In this connection, allow me to call your attention to a work of great interest and convenience to us all, and of which, as citizens of Maine, we may well be proud. I refer to the new map of the State just published by Messrs. J. Chace, Jr., & Co., which for accuracy, fulness, and beauty of execution, is unsurpassed, if not unequalled, by the map of any State in the Union.

I recommend the passage of a law providing for the election annually of a State Auditor. Should such a law be enacted, a change in the Constitution in regard to the Council might, I think, be made without detriment to the public service, and with advantage to the Treasury. The average annual expense of the Council is in the neighborhood of four thousand dollars. An amendment of the Constitution making the principal State officers—as the Attorney General, Secretary of State, Treasurer, Auditor, and Adjutant General—*ex officio* the members of the Council, would bring to that board the experience of men who from their positions would be acquainted with the affairs of the principal offices of the State Government, while it would reduce the expenses of the Executive Department—after making proper allowance for the salary of the Auditor, and the increase of salary which some of the State officers might justly claim from an increase of duty—by the sum of at least two thousand dollars per annum. I think it worthy of your consideration whether, if so considerable a saving as this can be effected by a change in the Constitution in this respect, there are reasons of principle or of policy which would render it unwise or inexpedient.

*Gentlemen of the Senate and House of Representatives:*—It is our fortune to occupy places of trust and responsibility at a time when questions of the highest import are to be determined—questions reaching to the foundations of human government, and relating to the rights of human nature itself. And it rests largely with those whom the people have honored with their confidence, whether these questions be settled in such manner that Republican institutions shall be established on a firmer basis than ever, or be renounced and abandoned as acknowledged failures. We are here, then not only as the representatives of the State of Maine, but, also, in the broader and higher capacity of representatives of the American Union, and, in that of freedom, civilization and humanity. With a deep sense of responsibility to that august constituency for the manner in which we shall perform our parts in this momentous crisis, and with earnest supplications for His guidance “whose word is right and all whose works are done in truth,” let us enter upon the duties that are before us.

ISRAEL WASHBURN, JR.

JANUARY 2, 1862.