

# MAINE STATE LEGISLATURE

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ACTS AND RESOLVES

OF THE

FIFTIETH LEGISLATURE,

OF THE

STATE OF MAINE.

1871.

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Published by the Secretary of State, agreeably to Resolves of June 28, 1820,  
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1871.

## GOVERNOR PERHAM'S ADDRESS.

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*Gentlemen of the Senate and House of Representatives:*

In obedience to constitutional requirement and the people's summons, we have met to consider the condition and interests of the State, and to consecrate our best efforts to her service. It is fitting, that on the threshold of our duties, we acknowledge with devout and reverent hearts the merciful Providence that has vouchsafed to us, as a people, so many blessings, and humbly implore the guidance of Him whose wisdom is alone sufficient to direct, and without whose blessing our labors cannot be crowned with success.

### CONDITION OF THE COUNTRY.

We have cause for congratulation in the general prosperity of the country.

We are at peace with all nations. The waste and devastation of the war are being rapidly repaired. The memories of those who fell in defence of the country are treasured in the grateful hearts of the loyal people. Their sacred dust is being watched over and protected by the assiduous care of the nation's deepest devotion. Their dependents, and those who were maimed or otherwise disabled, are receiving the pledges of the people's inexpressible gratitude.

The determination of our people to allow no repudiation, but to pay honestly every dollar of our honest debts, has been fully affirmed, resulting in the establishment of more confidence in our national securities, and the way for the exchange of outstanding bonds for others bearing a lower rate of interest. The average price of gold, as compared with currency for the year just closed, has been twenty per cent. lower than the previous year, and the tendency is still downward. This indicates that, without any financial embarrassment, we may soon touch solid bottom, financially, and be free from the evils of a depreciated and fluctuating currency. More honesty and efficiency in the collection of the revenues, and greater economy in the administration of national affairs, have enabled Congress within the last year to reduce the taxes collected from the people, eighty millions of dollars annually. We are assured that a further reduction will be made, and that

soon the tax on spirits and tobacco, with the tariff on imported luxuries, and on such other articles as may be necessary to protect our own industries, will be sufficient to meet all our national obligations. Since March 1st, 1869, the public debt has been reduced at the rate of one hundred millions annually, diminishing our annual interest account, in twenty-two months, nearly twelve millions.

#### FINANCIAL.

The report of the State Treasurer will present a detailed statement of the condition of our finances.

Our receipts during the past year have been \$4,924,164.12; our expenditures, \$5,041,846.64. Our public debt is \$8,067,900.00. Of this debt \$840,000 becomes due the present year, \$567,000 of which is payable in gold or its equivalent. To pay this we have the sinking fund of 1865, amounting to \$1,178,677.61. This will pay the debt becoming due, and leave a balance of the sinking fund in the treasury of about \$281,677.61. The sinking fund of 1868 amounts to \$92,048.55. The trust funds held by the State, including the sinking funds, amount to \$2,017,043.08; exclusive of sinking fund, \$746,316.92.

The people of the State expect and will require at our hands the most rigid economy in all our expenditures. Our taxes are necessarily heavy, but should be made as light as possible. No heavy burden should be added. I am not unmindful of the truth of the proverb that "There is, that scattereth and yet increaseth; and there is, that withholdeth more than is meet, but it tendeth to poverty." Governments, like individuals, may, in the exercise of a wise forecast, make liberal advances, and thereby reap large gains, while withholding would tend to poverty. This is especially true in regard to such judicious expenditures as tend to educate and elevate the people, and increase the facilities for industrial and commercial prosperity. What I desire especially to urge is, that we should carefully scrutinize every channel through which the people's money goes, reform excesses or abuses in our expenses, stop all leaks in the treasury, if any such there are, see that every appropriation is wisely applied and secures the benefits intended, and that no useless expenditures are made. With your efforts in this direction, I pledge my earnest coöperation.

The reports of the State officers, including those of the officers of public institutions and of the Commissioners of various State interests, will be laid before you at the earliest practicable moment. I have only been able to examine a part of them. You are referred to these reports for statements of the condition and wants of the several offices and institutions included therein.

The law allows insurance companies the month of January within

which to make their reports to the Insurance Commissioner. The report of that officer, therefore, cannot be made until late in the session.

The term of one of our United State senators will expire on the third day of March next. It will become your duty to elect his successor.

It will also become your duty to make an apportionment of the State for Senators, and Members of the House of Representatives, and perhaps for Representatives to Congress.

#### MILITARY.

The organization of the ten companies of infantry authorized by law has been completed. These organizations will tend to keep alive, to some extent, the military spirit of the people, and, being largely made up of men who have seen active service in the field, they are believed to be sufficient to meet any ordinary emergency. These companies can readily be expanded into as many regiments in case of necessity.

The report of the Adjutant General will contain a statement of the expenditures for military purposes during the last year, and the military property in the possession of the State.

I call your attention especially to his suggestions in regard to the preservation of the flags that were carried by the Maine troops in the war, which are now exposed in the rotunda of the Capitol.

These flags should be carefully preserved as mementoes of the nation's great conflict, and as constant reminders of the terrible struggle which perpetuated our National Union.

#### STATE PENSIONS.

The Adjutant General's report will show the transactions of that office in regard to State Pensions.

You will only give practical expression to the wishes of your constituents by continuing such aid to our disabled soldiers and the widows and orphans of those who lost their lives in the service, as will, with the national pensions, and what they can do themselves, prevent their becoming paupers, or otherwise subjects of charity. The disbursements for this purpose have fallen off from \$106,000, in 1867, to about one-fourth of that sum in 1870.

The Adjutant General is of the opinion that the appropriation for this purpose may be reduced from \$40,000 to \$35,000.

#### EDUCATIONAL.

If there is one thing above another that commends our institutions to the approval of the civilized world, it is our common school system, by which the means of education are brought within

the reach of all the people. Its creation was the crowning act of the wise men who laid the foundations of the Republic. It is our surest guarantee of national prosperity and progress, and a pledge of the increasing grandeur of our republican form of government.

We are paying about three-fourths of a million dollars annually to support our common schools, which is about eight dollars per scholar, counting the average attendance. This sum is generously and willingly paid by the tax-payers of the State, who only demand, as they have a right to expect, that this large sum be honestly and wisely appropriated.

Our Normal Schools, Teachers' Institutes, efficient supervision, and other improved instrumentalities, cannot fail to produce good results.

We are already beginning to realize the benefits of our Normal Schools in the general efficiency of the teachers who have enjoyed the advantages of these institutions. Not that the graduates of the Normal Schools are always the best teachers, for no system of education or training can make a good teacher of unfit material. I only assert, what all experience proves, that, other things being equal, the teacher who has had special training for the duties of his profession, will be more likely to succeed than one who has had no such advantages.

Some of the measures recently adopted to promote the efficiency of our public schools may be regarded as experiments, to be continued or modified as the result of experience may dictate. The friends of these measures are confident that they will be of great practical benefit; others doubt it. Since they have been put in practice, it is best to allow the question of their utility to be settled by actual demonstration. No very serious consequences can result from giving them a fair trial. If, after such trial, they are not satisfactory, they will, of course, be repealed.

I commend this important interest with the report of the State Superintendent to your careful consideration.

#### AGRICULTURAL COLLEGE.

The advantages of combining intellectual training with physical exercise in some productive industry in institutions for the education of young men, have not, in my estimation, been fully appreciated. Such institutions are especially desirable for the large class of young men who propose to engage in industrial pursuits, and who cannot afford the time and expense necessary to complete a course of study beyond what is required to prepare them for the intelligent performance of the practical business and duties of life. They need a knowledge and practice of what pertains to the living activities of the present, rather than the dead languages of the past.

The tuition being free, and the opportunity to pay part of the expense of board, are, to many of our most promising young men, important advantages. To meet this general want, the national legislature made the appropriation which enabled each State in the Union to establish a "College of Agriculture and Mechanic Arts." Maine has, I believe, done wisely in accepting the grant, and pledging herself to conform to the terms prescribed.

In this institution the students are expected to apply in practice, to some extent at least, the principles taught in the books. The combination of actual practice with theoretical instruction, secures a more valuable knowledge of any science than the mere study of theories, however thorough it may be.

Many young men, after devoting their time and means for several years to preparation for some chosen profession, prove, on actual trial, utterly unfit for such profession, and without business, lacking physical strength as well as disposition necessary for success in any business requiring manual labor, they become thoroughly discouraged, and less able to obtain a livelihood by their own exertions than their most illiterate neighbor, who has learned to use his hands in some remunerative employment. Educate such young men in a well managed industrial college, and the additional physical force and mental activity acquired would greatly improve their chances for professional success, and, failing in that, they have, in their ability to labor, a sure means of support and usefulness.

This College will, I trust, perform another important mission. The disposition to shun manual labor under the false impression that it is incompatible with respectability and good social position is becoming alarmingly prevalent, and requires correction. That labor, intelligently directed, is not inconsistent with the highest intellectual culture and the most honorable attainments, is one of the most important facts to be learned by young persons of both sexes. This College, if properly conducted, will do much towards the creation of a more desirable public sentiment on this subject. Young men educated here, and becoming familiar with agricultural and mechanical employments, will be more likely to engage in such pursuits. This is a result greatly to be desired, when we remember that this field is suffering for more workers, while many of the professions are crowded almost to starvation.

In these suggestions, I would detract nothing from the acknowledged merits of our other colleges, or their invaluable services in the great educational work of the country. They will continue to receive, as they deserve, the confidence and patronage of the people.

I am confident that the establishment of the College of Agriculture and the Mechanic Arts is a step in the right direction.

Certainly, as the work has been commenced and a large amount of money invested in it, and as the condition of the grant made by the General Government was the promise on our part to carry forward the work in good faith, it is our duty to give the institution our fostering care. The report of the Trustees will show the present condition and needs of the College.

#### ORPHANS' HOME.

About forty orphans of deceased soldiers and seamen are being cared for in the Home for Soldiers' Orphans in the city of Bath. Judging from what I saw in a brief visit recently made to this institution, its affairs are managed economically and well. The ladies connected with the Home are entitled to the gratitude of the people for their devotion to the children of our fallen heroes. The lives of those on whom these unfortunate children depended for support were given for us. The most we can do for them is but little compared with the debt we owe them.

#### TEMPERANCE AND PROHIBITION.

The evils resulting from the use of intoxicating drinks are so destructive to all the highest interests of the State, and so promotive of all that we most deplore, that neither the philanthropist nor the statesman can ignore the demand for their suppression. To grapple effectively with an evil so interwoven with the love of gain, the appetite, the prejudices, and the social habits of the people, and to which so many in high social standing are wedded, is, in some respects, an unwelcome duty, and requires courage and devotion which many good people shrink from exercising.

The work necessary to restrict this evil to the smallest possible limits, belongs primarily, and perhaps chiefly, to the domain of what is termed moral effort. Still experience shows, and all, or nearly all, the people of this State concede that in this, as well as in our efforts against all other vices and crimes, the aid of legislative enactments is indispensable. The only question is as to the kind of legislation best calculated to produce the desired result.

For centuries the traffic in intoxicating drinks has been the subject of restrictive legislation in every Christian nation—the laws being more or less stringent according to the public opinion of the times. Sometimes communities and governments have sought to protect themselves from the evils of the traffic by licensing only such persons as possessed moral character, which, in the opinion of the authorities, qualified them for the trade. Sometimes a large sum has been required as a license fee for the purpose of reducing the number of places where liquors were to be sold; thus discouraging their use by higher prices, and greater inconvenience in obtaining them. Sometimes relief and protection have been sought



by the entire prohibition of the traffic, except for certain specified purposes. For more than forty years the attention of the people of this country has been given to the traffic and the long train of evils inseparably connected with it.

Many laws have been passed by all the States upon this subject, all intended to prevent or limit the sale. In many of these States the laws are very stringent against it. In two or three, a clause in their constitution forbids the licensing of the trade; and, in as many more, liquor sellers are held responsible for all damages to individuals and society resulting from it.

After years of discussion, Maine adopted the policy of prohibition in 1851, and with the exception of one or two years, it has been continued with remarkable unanimity.

This legislation is not intended to interfere improperly with the personal habits of individuals. It only seeks to prohibit a public trade, which in the opinion of a large portion of our people—perhaps all—is a public mischief. Nor does it attempt to dictate what we shall drink more than the laws against the sale of diseased, poisonous, or otherwise unhealthy articles of food, dictate what we shall eat. In both cases the laws are against the sale, not the drinking or eating. The laws of prohibition upon gambling houses, impure books and pictures, houses of ill-fame and tippling shops, all rest upon the same principle, viz: that these trades are inconsistent with the public welfare, which it is not only the right but the duty of the government to provide against in all legitimate ways. There is, and can be, no difference of opinion amongst intelligent men as to the effect of the liquor traffic upon the prosperity of the State, and the happiness and welfare of the people. It is in direct hostility to all the interests of the country. No man can rightfully claim that a trade so injurious in its effect should be permitted to exist for his profit or accommodation. Every man is bound by his duty to society and the State to subordinate his personal preference and interests for the general good.

If the principles I have thus briefly stated are correct, it follows that it is the duty of the State to enact and enforce, and of all good citizens to obey and sustain, such laws as will most effectually prevent the traffic. It is not necessary to argue this question further before a body of intelligent, thinking men like this. If any have doubts on this subject, they would, I am confident, be removed by a careful comparison of the localities in this State where the law is enforced, with places having a similar population in States where prohibitory legislation does not exist.

The present law, where it is enforced, is, so far as I can judge, as effective in the suppression of the traffic as are our other criminal laws against the crimes they are intended to prevent. In a majority of counties the law appears to be well executed with

very favorable results. Whether any further legislation in regard to the law or its execution is necessary or expedient, is for the Legislature to determine. I commend the whole subject to your careful consideration; reminding you and the people of the State that while recognizing the law as a necessary auxiliary in our efforts against intemperance, we should not neglect to use all the moral influence within our reach to create and maintain a correct public sentiment on this subject; for on this the existence and enforcement of the laws and the good we hope to see accomplished through these efforts depend.

#### POPULATION AND EMIGRATION.

The census just taken discloses some unwelcome facts which demand your serious consideration. The increase of our population during the last decade was very small, and compares unfavorably with that of preceding decades. This may be accounted for in part, by our losses in the war, and the decrease in the average number of children in each family; but chiefly by the large emigration to other parts of the country. It has been estimated—with how much accuracy I do not know—that five thousand young men, and an equal number of young women, leave Maine annually to seek in other States more satisfactory fields of effort than they can find at home. These are generally the most energetic portion of our population, and their emigration constitutes a drain upon the productive capacity of the State we can ill afford. While the distinction to which many of the sons of Maine have attained in other States is exceedingly complimentary to “The men we raise,” it shows what we should gain by a policy that would give ample opportunity for the development and exercise of such talent at home. Have we the resources? and can we open avenues of sufficient business to retain this portion of our population in the State? are questions which deeply concern us. And on their successful solution our future largely depends. We certainly have resources, the development of which would require a large increase of population. Whether this development is to be made, depends largely on the policy the State shall adopt. The extension of our railroads, the cultivation of our unoccupied farming lands, and the occupation and utilization of our water-power, will do very much in the right direction.

#### NATURAL ADVANTAGES.

In a climate favorable to health and the development and exercise of the greatest physical and mental powers—in our soil, favorable to agricultural pursuits, some of it equal to any in the country—in our forests of wood and timber—in our extensive sea coast, and safe and capacious harbors, furnishing unlimited capacity for

ship-building and commercial pursuits—in our ability to make the very rigor of our climate and the sterility of our coast contribute to our wealth by furnishing unlimited supply of ice and granite, unsurpassed in quality by any in the country; and in our water power, unrivalled in extent and adaptation to manufacturing operations, we have resources which, if properly developed, will furnish profitable employment for all the increase of our own population and large immigration for centuries to come. That the labor and capital necessary for such development would be advantageously employed there can be no doubt.

#### AGRICULTURE.

The idea entertained by some that farming is not a paying business, and that farmers are obliged to work harder and for less compensation than persons engaged in other pursuits, is incorrect. It is true that fortunes are sometimes made more rapidly in other kinds of business. It is also true that they are oftener lost. There is no business among us that is so sure to furnish an abundance of all that is necessary to ensure real independence and happiness as farming. Nor is it necessary for farmers to go out of the State to find desirable localities for this business. Some western farmers do better than ours; others not so well. On the whole, it is probable that our Maine farmers make nearly, and perhaps quite as much money according to the amount invested, as they would in the west, and enjoy very much more of all the comforts and conveniences of life.

Between three and four hundred townships, equal to seven or eight millions of acres, comprising some of the best soil in the State, are still untouched by the hand of cultivation. Increased facilities for communication and transportation will soon make portions at least of these lands especially desirable for farming purposes, while the increase of manufactures and commerce will secure a ready home market for all farm products at fair prices. We are furnishing some good horses and other stock for the market. These sell at prices indicating that, with greater care and attention this branch of business may be pursued with advantage, and become a source of large income. There is no reason why the agricultural operations of this State may not be very largely and profitably increased.

#### WATER-POWER AND MANUFACTURES.

One of our greatest sources of prosperity lies in our immense water-power, a large amount of which is still unoccupied. The development of this waiting agency through the establishment of manufactures, will add largely to the success of all other branches

of business. The facts recently laid before people through the Hydrographic survey, cannot fail to attract attention to our wonderful capacity for manufacturing pursuits. In this respect, Nature has dealt liberally with us, and given us advantages unrivalled by any State in the Union. Much of this unoccupied power is already accessible by water and rail, and the extension of our railroad system will reach the balance as rapidly as it can be occupied.

We cannot afford to ignore the conditions of success. The achievement of our grand possibilities will not come unbidden. If we would win the crown we must run the race. The State that adopts a stand-still policy in this day of great enterprises, and rapid development, will, as she deserves, be out-stripped by her more enterprising neighbors.

It is a reason for congratulation, that these advantages are beginning to be appreciated by business men and capitalists, and that, encouraged by the liberality of our laws, a large amount of capital and labor has, within the last few years, been attracted to us, which has found profitable employment in a variety of manufacturing pursuits. Be it ours, by wise legislation and judicious use of the advantages at hand, to foster and encourage this important interest.

It is believed that the law authorizing towns to exempt, for a limited number of years, manufacturing property from taxation, and the special acts authorizing them to aid such enterprises by gift of money or loan of credit, have contributed to the benefit of the towns exercising such authority, and the State. I suggest that it would be well to authorize towns by general law, to encourage the establishment of manufactures by subscription or loan of credit. Under certain limitations, I see no reason why this authority may not safely be given. Any intelligent community may safely be trusted with what relates to its own interests. Instances often occur in which the aid of a few thousand dollars will secure the investment of capital, and the establishment of business that would attract population and capital, and increase the taxable property of the place so as to re-imburse, in a few years, many times over the amount originally given.

#### PROTECTION TO INDUSTRY.

In this connection I deem it not inappropriate to advert to the subject of protection to our industrial pursuits. I do not advocate what is termed a high tariff. The present tariff, except as it has been recently modified, was made to correspond with heavy internal taxation, and should now, as it undoubtedly will be, materially reduced.

“Revenue reform,” in its practical sense, cannot be too strongly urged upon those who make and administer the laws. But the

term, when used to express the views of some of its most demonstrative advocates, is somewhat vague and indefinite. It is made the watchword of men who entertain all shades of opinions on revenue questions, and especially of those who advocate absolute free trade. A revenue reform securing the strictest economy in all our expenditures, and providing for the removal of national taxation from the necessaries of life, and the productive industry of the country, the reduction or entire removal of duties on such needful imported articles as do not come into injurious competition with our own productions, should receive our earnest support. It is delusive to suppose that the necessary expenses of the Government and the interest on the public debt can be paid, and a moderate reduction of the debt provided for without heavy taxation of some kind. A policy that will bring the products of European labor that may be had for fifteen to fifty cents per day into competition in our markets on equal terms with our own labor, should and will be repudiated by the American people. What we need is a policy that will secure, not less, but more pay to our own laborers.

The laboring man in this country occupies a position in society entirely different from the working men of Europe. They are the equals of their countrymen who are engaged in other pursuits. We cannot afford to allow their degradation through the influence of half paid labor.

We now consume too much of the products of foreign labor and too little of our own. A nation's wealth is in its laboring men and women, and labor enriches the nation and the individual in proportion to its productive value.

The country is the most prosperous financially that approximates the nearest to supplying its demands for home consumption, and exports the most of the products of its industries.

While, therefore, I would coöperate in every measure tending to reduce the expense of living and lighten the burdens of taxation, I earnestly hope no policy will be adopted that will degrade American labor or lessen its rewards.

#### RAILROADS.

The enterprise manifested by our people in the construction of railroads evinces a disposition to appropriate the advantages which nature has placed within our reach, and inspires lively hope for the future of the State.

From the Railroad Commissioners' report it appears that 694 $\frac{3}{4}$  miles of railroad are now in operation in the State, of which 78 have been built the past year, and that there are 186 miles under construction. The Commissioners recommend more stringent enactment for the prevention of accidents. It is gratifying to learn

from the report of the Commissioners that the railroad companies in the State are generally raising the character of their respective roads to a higher level of durability and safety.

The claim of this State and Massachusetts against the General Government, which had been assigned for the benefit of the European and North American Railway, has been allowed, and secures the early completion of that road. This will open direct railroad communication with St. John, and by a road already built, with the Gulf of St. Lawrence, and at an early day by a line rapidly approaching completion, with Halifax. We shall then have a continuous line of railway extending the whole length of the continent and connecting the Atlantic and Pacific oceans. The great thoroughfare between Europe and the most of the American continent and the Pacific coast will then be through this State.

While this work has been going on in the East, an enterprise which originated in Portland has been rapidly pushing its way westward, and will soon secure more direct communication between that enterprising city and the great grain growing State of the West; and at no distant day by the Northern Pacific Railroad to the Pacific ocean on the coast of Oregon. These grand enterprises, and several other roads of much local importance that are being built, with the projection of others that are sure to be completed at an early day, are the best evidences of a determination to make our railroad system equal to the demand of the growing interest of the State. Let this spirit be encouraged and it will develop resources which would otherwise remain useless. The unoccupied farming lands in Aroostook county, with a soil equal if not superior to that of any other section of New England, are being settled very slowly. This is because immigration keeps pace with the iron rail, and will not in any considerable numbers settle far beyond. Build a railroad to this fertile region, and lands which cannot now be given away to settlers will be eagerly sought after at fair prices. And in a few years that country would contain a population and a tax-paying capacity that, with the increased value of the products of the soil and forests would soon pay the cost of the road and become a source of wealth to the State. The importance of a system of railway communication that will make accessible the timber and farming lands and develop the other resources of this section of the State has long been felt by our wisest men, and frequently and forcibly discussed by my predecessors. The European and North American Railway so shortens the length of new road necessary to make the immense resources of this part of the State accessible, that we may well inquire whether some practical means may not be devised to accomplish a work so desirable. I am convinced that the best way to reduce the burden of the debt is to develop our resources, give the people

better facilities to make money and increase the taxable property of the State.

I have deemed it my duty to call attention to this subject, and invoke the wisdom of the Legislature upon its consideration.

The men who have furnished the means to build railroads in Maine have relied upon the indirect advantages they in common with others would receive rather than any direct income from the investment. The interests of the masses of the people and the stockholders and managers of railroads are not necessarily antagonistic, and it would be a great misfortune to the State if a spirit of antagonism should spring up between them. We should avoid a railroad war in Maine if possible.

Railroads are essential promoters of individual prosperity and national progress; and are entitled to every facility not inconsistent with the public good. It would not be wise for the State to grant unlimited powers, or permit the consolidation of railroads or any other corporations to an extent that would, in any event, allow such consolidated interests to control the legislation of the State. For in such event, every other interest might be rendered subservient, and all guarantees useless.

A proper appreciation of, and a just regard for the rights of each and the interests of all, will, I trust, prevent any serious trouble in this regard.

#### IMMIGRATION.

The Report of the Commissioner of Immigration presents an interesting account of the work accomplished through his agency. A colony of one hundred and two Swedish immigrants has been established on a township in Aroostook county, known as New Sweden. The Commissioner is confident that this has opened the way for a large immigration of this hardy and industrious race. These people evidently possess the characteristics necessary for pioneer work in this State, and they will be a valuable acquisition in the settlement of our unoccupied lands. Such of these immigrants as would prefer other pursuits, would find, in other parts of the State, desirable employment and good compensation. Such laborers, male and female, are greatly needed, especially as household servants, for whom there is great demand.

Many of these people are excellent mechanics, others excel as family servants. Their religion, education, general intelligence, and industrious habits, with our need of their services, will create a mutual friendship and sympathy between them and our people wherever in the State they may go. I therefore suggest that whatever plan you adopt to aid immigration in the future, it be not confined to immigrants who prefer agricultural pursuits, but that it include those who desire to engage in other employments

in any part of the State. Other States are adding largely to their population and wealth by their immigration efforts. I see no reason why we may not do the same.

Trusting that you will deem it wise to continue this work in some economical way, I commend the recommendations of the Commissioner with these brief suggestions to your early consideration.

#### OUR SHIPPING INTERESTS.

I regret to say that the burdens which the war and the legislation incident thereto placed upon our shipping interests, have not been removed. It is extremely humiliating to see the business formerly carried on under our flag, monopolized by, and bearing the flag of the nation that contributed the most, in our time of trouble, to sweep our commerce from the ocean. Maine may be expected to feel somewhat intensely, and allowed to speak with some earnestness on this subject, because she has very much at stake. She has in some years of the past furnished fifty per cent. of all the sea-going vessels of the country. In the building and sailing of vessels, employment has been given to twenty thousand and support to one hundred thousand of her citizens.

If this was a subject in which any portion of the country or the Government has adverse interests, the opposition it receives might reasonably be expected. But the relief we ask, while it would help us and others immediately interested, would through increase of business, contribute to the prosperity of the whole country, and add to the revenue of the Government immeasurably more than would be lost, by unfettering these interests, and allowing them to fulfil their important mission.

No man who remembers the efficient aid received from our ship-yards and merchant marine in furnishing vessels and experienced seamen for the creation of a navy in the beginning of the war, can fail to appreciate the importance of this subject to the national defence. It is vastly cheaper and better every way to encourage and sustain interests, which, in addition to their means of prosperity in time of peace, will furnish a navy in time of war, than to maintain permanently such a naval force as would otherwise be required. There is no adequate reason for continuing this unfriendly legislation, which is paralyzing business of such importance.

I earnestly hope Congress will at an early day remove the burdens of which we complain. This would allow our ships and our commerce to compete under more favorable circumstances, with those of other nations in the markets of the world. Let this be done, and we may reasonably hope that the sounds of busy industry will soon be heard in our ship-yards; that the sails of our



commerce will again be allowed to whiten every sea, and that the sight of our flag will gladden the hearts of our countrymen in all lands.

#### BIENNIAL ELECTIONS AND SESSIONS OF THE LEGISLATURE.

My predecessor, in one of his addresses to the Legislature called attention to the subject of biennial elections of State officers and sessions of the Legislature. The suggestion appeared to me timely, and worthy of careful consideration. If a saving of forty or fifty thousand dollars, which is about the cost of a session of the Legislature, can be made to the tax-payers of the State every two years, besides an important reduction in time and expenses incident to the elections, without serious detriment to other interests, it should be done. A revision of the statutes has just been made. They should undergo no useless changes. The history of the State and country show that the tendency is to too much legislation. I am of the opinion that biennial sessions would furnish ample opportunity for all the legislation the interests of the people and the State would require.

#### CHANGE OF THE DAY FOR THE ANNUAL ELECTION.

If you should deem the subject just referred to of sufficient importance to submit to the people the question of such amendment to the constitution as the change would require, I suggest that with it you submit the question of changing the day of our annual election to the Tuesday next after the first Monday in November, being the day fixed by law for the Presidential Election. There are some important advantages to be gained by this change. Every four years it would save the time and expense of one election, as the Presidential and State elections would occur on the same day. It would be more favorable to a fair and full expression of the wishes of the people. The present time of election makes it necessary to hold the preliminary caucusses and conventions at a time when in a large part of the State, the people employed in agricultural pursuits are more busily engaged than in any other part of the year. As parties are now organized, the character of our public servants is generally determined at these primary meetings. Unless there is unusual interest in the nominations many of the most intelligent voters who are busily engaged, stay at home. This makes it easy for a few men, who may have private or other interests adverse to the public good, to control the nominations, and if in the majority party, the elections. I submit whether the interests of the State will not be better subserved by holding the preliminary meetings and the elections at a time when the largest number of the people can attend with the least sacrifice. It is generally believed that a better understanding of our duties as voters

may be obtained by intelligent and thorough public discussion of the questions at issue and the merits of candidates. Here we find again in the busy season that precedes the present day of election, the same difficulty. Many of the working people cannot leave their business to attend such discussions. Two months later the longer evenings would be more favorable to reading and public meetings, and laboring men could better attend to both. All would be as well accommodated, and many whose honest votes are greatly needed much better.

#### OUR JAIL SYSTEM.

In our treatment of criminals, the chief object should be the reformation of the criminal and the diminution of crime. Neither of these can be expected as the result of crowding together in inconvenient, unhealthy jails, like many in this State, without employment, persons who have only taken their first step in crime, with hardened criminals of both sexes. The opposite result is sure to follow. The person accused of, or under sentence for his first offence against the law should not be confined with, or placed under the tuition of professional offenders hardened by a life of crime. We cannot afford to ignore the laws of common propriety and decency in our treatment of criminals and those accused of crime. They should be supplied with suitable reading matter, moral and religious instruction, and constant employment.

The report of the Commissioners recently appointed to consider this subject, may be expected at an early day, and will, I trust, suggest some practical plan of reform.

#### FISHERIES.

The course pursued by our neighbors of the Dominion in regard to the rights of our fishermen, is exceedingly damaging to a business in which many citizens of this State are engaged, and calls for immediate action by the proper authorities. It is gratifying to know that the President of the United States is not unmindful of our interests in this regard. Whatever aid we can give him in determining at an early day the rights of American citizens on the waters where they have so long pursued this business, should not be withheld. We earnestly desire to continue friendly relations with our neighbors. If, however, the indignities that have been offered should be repeated, it will become the duty of the government to adopt such measures as may be necessary to enforce our rights.

#### INDUSTRIAL SCHOOL FOR GIRLS.

The idea of an Industrial School for Girls should not be abandoned. All the arguments in favor of reformatory institutions for

boys apply with equal, and in some respects, greater force to the establishment of similar institutions for girls.

I earnestly hope the finances of the State, or the munificence of men of means, who desire to aid such an enterprise, or both combined, will, at an early day, allow the establishment of an institution so essential to the moral well being of the State.

## CONCLUSION.

In conclusion, I pledge you my earnest coöperation in all measures calculated to promote the prosperity of the State and the happiness of the people, and express the hope that your councils will be harmonious, and result in lasting benefits and blessings to your constituents.

SIDNEY PERHAM.