

# MAINE STATE LEGISLATURE

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# ACTS AND RESOLVES

OF THE

# FIFTY-FIRST LEGISLATURE

OF THE

# STATE OF MAINE.

1872.

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Published by the Secretary of State, agreeably to Resolves of June 28, 1820,  
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1872.

## GOVERNOR PERHAM'S ADDRESS.

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*Gentlemen of the Senate and House of Representatives :*

By our State constitution, the legislative power is vested in "A House of Representatives and a Senate, each to have a negative on the other, and both to be styled the Legislature of Maine." The constitution also makes it the duty of the Executive to "give the Legislature information of the condition of the State, and recommend to their consideration such measures as he may judge expedient." We have been called by the voice of the people to the discharge of the duties incumbent on these two departments of our State government.

Earnestly desiring to discharge faithfully and well, all the duties and obligations devolving upon us, and invoking the wisdom and guidance of the Supreme Law Giver, let us address ourselves to the work before us.

### NATIONAL CONDITION.

We have occasion for mutual congratulation in the general prosperity of the country, and the peace and friendship that characterize our relations with all other nations. The questions that threatened the peace of this country and Great Britain one year ago are being settled in a manner entirely honorable, and we trust beneficial, to both nations. These two nationalities have found "a more excellent way" for the settlement of national differences, and one more in accordance with the spirit of our advancing civilization, than through the bloody ordeal of war. This is one of the greatest triumphs of modern progress. It establishes fundamental principles for the settlement of disputed questions between nations, consistent with the progressive intelligence of the age, and cannot fail to exert a powerful influence towards maintaining the peace of all civilized nations.

The long continued but questionable methods through which subordinate officers of the Government have been appointed are giving place to a system better calculated to secure honesty and efficiency in the civil service.

While taxes are being reduced, the public debt is rapidly diminishing. Our national taxes are now chiefly levied on spirits, tobacco, railroads and banks; and soon the tariff will only be collected on such luxuries as the masses of the people can easily

forego, and on such other articles as the industries of our own people and the protection of our own laborers require us to produce or manufacture at home.

## FINANCIAL.

The report of the State Treasurer makes a favorable exhibit of our finances. The receipts of the past year have been..	\$2,190,109 61
Disbursements .....	2,115,911 21
The public debt January 1, 1871, was.....	8,067,900 00
Paid during the year.....	840,000 00
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Debt January 1, 1872.....	7,227,900 00
Sinking fund in the Treasury .....	798,295 00
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Debt deducting sinking fund.....	6,429,605 00
Cash in Treasury in excess of immediate liabilities..	155,295 00
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Debt deducting cash in Treasury.....	6,274,310 00
Trust funds held by the State, exclusive of sinking fund .....	847,931 00

The Treasurer suggests that in consequence of the large reduction of the debt during the year 1871, thereby relieving the State from the payment of \$50,000.00 interest annually, the State tax for the year 1872 can be reduced to four and three-fourths mills per dollar of the State valuation.

The Governor and Council have endeavored to exercise in such expenditures as have come within their jurisdiction, the strictest economy consistent with the public interest and justice to the parties having claims against the State.

The whole amount of appropriations made by the last Legislature was.....	\$2,041,394 26
Amount of warrants drawn.....	1,955,332 82
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Balance remaining in the Treasury.....	86,061 44

The Treasurer has not been obliged to avail himself of the authority granted by the last Legislature to borrow money for temporary purposes.

I cannot urge too strongly the closest scrutiny and the most rigid economy in all your appropriations. The payment of the interest on our State debt and the principal as it becomes due, must be provided for. Our expenditures for educational purposes, for the insane, deaf, dumb and blind, for the care and reformation of juvenile offenders, for our destitute soldiers, and the widows and orphans of such as died in the service, cannot be dispensed with. Upon this class of expenditures we have only to see that no portion is misapplied, and that all is used to the best possible advantage. Beyond this our expenditures should be confined to the

closest limits consistent with the discharge of our just obligations and a wise and economical care for our important interests.

#### WAR CLAIMS.

Through the efficient aid of the Adjutant General, and my personal attention at the Treasury Department, \$3,938.93 of our war claims have been collected and paid into the State treasury. This is believed to be all that can be allowed of this claim until Congress shall legislate further on the subject.

#### MILITARY.

The report of the Adjutant General will furnish a statement of the condition of our military organizations and the expenditure for military purposes, during the year.

The report of the Inspector General, who has carefully inspected nine of the ten companies, represents them to be in good condition, evincing a thoroughness of organization and accuracy of drill highly creditable to themselves and the State.

Our State troops are composed of men a majority of whom have seen active service in the field, with officers distinguished for gallantry, high soldierly attainments, and many of them for high rank in the late war. Their soldierly bearing and remarkable accuracy of movement and drill on the occasion of the opening of the European & North American Railway and the visit of the President to the State, elicited the warmest commendation from high military officers from abroad and expressions of just pride from the citizens of the State.

#### STATE PENSIONS.

The sum of \$26,841.28 has been allowed for Pensions. This has been distributed in small sums among such of our disabled soldiers, and the dependents of those who lost their lives in the service, as are unable by their own efforts and resources to obtain a living, and has enabled the recipients to avoid destitution and want, or the necessity of applying for public or private charity. The number of this class of our people is gradually decreasing; but while we remember their sacrifices in their country's cause and in our behalf, we shall cheerfully and gladly contribute to their necessities.

#### EDUCATION.

The report of the State Superintendent of Schools, exhibits the general condition of our public schools. The facts presented indicate an increasing interest in the subject, and that, through the Normal Schools, Teachers' Institutes, and other instrumentalities, our teachers are becoming more efficient and our schools more profitable.

Our hopes for the perpetuity of good government depend on the intelligence of the people. The education of the masses is our surest safeguard against the machinations of designing and wicked men. An educated person may become corrupt, but he will seek to accomplish his unholy purposes through the ignorance of others. An ignorant community furnishes a favorable field for impostors and demagogues. It is a lamentable fact, that in many instances, the most corrupt officials, living in open crime, have been able to maintain their ascendancy through the ignorance of their constituents.

- You will, I trust, see that our educational institutions are not neglected.

#### NORMAL SCHOOLS.

The Normal Schools at Farmington and Castine are doing an excellent work. Young ladies and gentlemen, many of whom would not be able to pursue a course of study elsewhere, are here prepared to be of great benefit to the State as teachers, while they lay the best possible foundation for their own success in life. Two hundred and sixty-four graduates of these Schools have taught in our public schools the past year, besides a large number of those who have not yet graduated.

#### NORMAL SCHOOL BUILDING AT CASTINE.

The Legislature at its last session appropriated fifteen thousand dollars for the purchase or erection of a suitable building for the Eastern Normal School at Castine, to be expended under the direction of the Governor and Council. There being no suitable building that could be purchased, plans and specifications were prepared and proposals invited for the construction of the whole building or for portions of the work. The lowest bid was \$22,500. The others ranged from \$27,000 to \$35,000. As the lowest bid was \$7,500 more than the appropriation, and as the Governor and Council did not consider themselves authorized to commence a building that would cost more than the sum placed at their disposal, neither of the bids were accepted. Subsequently another plan, for a cheaper building which it is believed will answer the purpose very well, was made, and a proposition by a responsible party was received to construct the building for seventeen thousand five hundred dollars. This is probably the lowest sum for which a suitable building can be obtained. I therefore recommend an appropriation of at least \$17,500 for the erection of a Normal school building in Castine, with a sufficient additional sum for furniture and provisions for heating. It will be necessary to have this building completed and ready for occupation on the first of August next. I therefore invite your early attention to

the subject, so that the contract may be made in time for the contractor to get the material together and be ready to commence the work in the early spring.

#### STATE COLLEGE OF AGRICULTURE AND THE MECHANIC ARTS.

The State College of Agriculture and Mechanic Arts has suffered many embarrassments incident to the infancy of such institutions, but it now appears to have passed its darkest days. Under the efficient management of the new President, its friends entertain no doubt of its success. This is a free College, and a fitting supplement to our free school system. Young men are here given an opportunity to prepare for all the business, industrial and some of the professional, pursuits of life. Study and labor, science and practice, are brought together, and the means of intellectual and physical education afforded.

The examinations and other exercises are highly creditable to the faculty and students, evincing intellectual vigor and thoroughness that would do credit to any institution of the kind. We may now reasonably indulge the hope that the highest light of science, practically applied, will be shed from this institution, to guide the farmer, the mechanic and artisan in their several callings.

The interest of the fund invested is believed to be sufficient to meet the ordinary expenses of the College, but some additional accommodations are required. I recommend the appropriation of a sufficient sum to meet the present necessities.

#### RAILROADS.

Commendable progress has been made during the past year, in the extension of our railroads, with a fair prospect that this work, so essential to the development of our resources, will continue to go forward. Several new roads are being projected, including one greatly needed, connecting the counties of Hancock and Washington with Bangor. The new roads extending west from Portland will, at no distant day, give more direct and cheaper transportation to and from the grain growing States of the west. The opening of the European and North American Railway makes a connection with St. John, soon to be extended to Halifax. This will unite the people of this State and the Provinces in closer social and business relations; and cannot fail to benefit both. This road touches the southern portion of Aroostook county; and I trust the extension of a railroad into the heart of that county will be accomplished within a few years. The rich lands of the county only wait for railroad communication to secure their settlement by an industrious population, and to yield a large income to the owners and become a source of wealth to the State.

Our neighbors in New Brunswick, with a zeal and forecast worthy of great praise, are preparing to construct a railroad that will pass for a long distance near the easterly and northerly line of Aroostook county, with the view of gathering the rich surplus products of the northern part of the county, and transporting them to St. John. And this they will do, unless our people bestir themselves and give that section of the State an outlet this way.

The Railroad Commissioners make some important suggestions relating to the management of railroads. Their suggestion in regard to the manner in which they receive their compensation is especially entitled to consideration. There are, it appears to me, serious objections to making a public officer dependent for compensation upon a corporation of which a proper discharge of his duties requires that he should be entirely independent.

#### PUBLIC LANDS.

The report of the Land Agent calls attention to the claim of the European and North American Railway Company to certain lands set apart for settling purposes, and the timber thereon.

The report states that "By the act of 1864, chapter 401, 'to provide means for the defence of the Northeastern frontier' by aiding the construction of the European and North American Railway, upon certain conditions it was made lawful for the Governor, State Treasurer and Land Agent to transfer to said company all the public lands lying on the waters of the Penobscot and St. John rivers for the uses and purposes set forth in the act, *provided, however*, that there shall be excepted from said conveyance and from the operations of this act *all lands set apart and designated for settlement under existing laws*.

"By a subsequent act of 1868, chapter 604, the preliminary conditions of the first act above cited were repealed and 'the Governor of the State was thereby authorized and empowered to transfer and convey to the European and North American Railway Company all the timber and lands belonging to the State situated upon the waters of the Penobscot and St. John rivers, to be used by the company to aid in the construction of its line of railway as contemplated and provided for in the foregoing act, subject to all reservations contained in the obligations imposed by said act.

"Under the authority of this act, the Governor made a deed to the corporation on the thirteenth day of May, eighteen hundred and sixty-eight, the effect of which depends upon the construction of the act authorizing it.

"Under and by force of these several acts, resolves and deed, the Railway Company now makes claim to all the timber on all the lands belonging to the State at the time, situated on the Penobscot



and St. John waters, including those set apart as aforesaid for settlement, and also claim, that, as to most if not all the lands so set apart, certain irregularities or deficiencies exist in the proceedings, whereby the exception of 'all lands set apart and designated for settlement under existing laws,' is rendered unavailing, and that, therefore, the grant conveyed to the company all the settling lands not already conveyed to settlers.

"In pursuance of this claim the company have put in a defence, and therefore resist the proceedings commenced under resolve of 1870, chapter 168, for the portion of townships No. 17 and 18, R. 7, being Fort Kent and Wallagrass townships, which proceedings have for this cause been arrested, and have also granted permits to cut timber on townships No. 11, R. 3, No. 18, R. 3, and No. 8, R. 5, west from the east line of the State; all of which townships are among the number set apart as aforesaid for settlement. The parties permitted on townships No. 11, R. 3, and No. 8, R. 5, having commenced operations under their permits, the Land Agent at once laid the matter before the Governor and Council, and notice has been given to the parties that they will be regarded as trespassers and treated accordingly, if they persist in their operations, as it is understood they are doing."

Proceedings will immediately be taken to determine and protect the legal rights of the State in these lands and the timber thereon.

#### AGRICULTURE.

It is a source of regret that so many young men, well situated in the country, are allured by the success of the few who have exchanged the farm for the city, and with eyes closed to the failure of the many, are crowding into the large cities. Of these, few will succeed—others will be doomed to disappointment and poverty, and some, alas! will fall victims to the vices around them, and drag out a short but miserable existence in shame and infamy.

This aversion to farming in Maine is in part the result of a false education, by which many young men are made to believe that it is an occupation to be avoided above all others; but I am inclined to the opinion that much of it lies in the fact that we do not appreciate our agricultural advantages and resources.

The establishment and increase of manufacturing operations, now so happily engaging the attention of our people throughout the State, will increase the demand, at remunerative prices, for such products of the farm and garden as cannot be brought from abroad, to supply the local markets. This demand has already doubled the value of farms in the vicinity of large manufacturing establishments in the State.

It is well known that in the older portions of the State we have a large amount of good land and many excellent farms; but the fact

is not generally known that we have in Aroostook county alone, hundreds of thousands of acres of farming lands unsurpassed in this section of the country, and scarcely rivalled on the continent. A recent visit to this county, and a ride of more than two hundred miles within its limits, more than confirms my former opinion of its vast capacity for agricultural products. The county contains more than four millions of acres, one-half of which, equal to twenty thousand farms of one hundred acres each, are good farming lands. On such of these lands as have been cultivated, excellent crops are raised, which sell at large prices.

The soil in this county is especially favorable to wheat growing, yielding by ordinary cultivation more per acre than the average of wheat lands in the West, and capable of producing enough to supply the present deficit in the State, thus saving a very large sum that is now sent away to pay for flour and its transportation. There is probably no place in the country where a young man with small means can find, all things considered, a more favorable location for farming purposes than in this county. A railroad through the best portion of the county cannot long be delayed; and in due time this will become by far the richest agricultural section of the State. No occupation secures more of all that tends to make life pleasant and happy than farming; and no State furnishes advantages over our own sufficient to warrant a farmer with fair prospects here in incurring the risk of attempting to do better elsewhere.

#### MANUFACTURES.

The abundance and low price of our water power, the cheap sites for building purposes, the facilities for cheap living, and our healthy climate, all combine to make Maine one of the most desirable places for manufacturing enterprises. The gradual melting of the snow in our northern forests, where the most of our rivers take their rise, ensures abundance of water until late in the summer in the driest seasons, while the large number of lakes which are the sources of these rivers, seldom fail to furnish a sufficient supply of water in the severest drought. Should occasion require, our water power can be cheaply and largely increased by saving the water in these immense inland reservoirs to be used when other sources fail.

Maine must eventually become a great manufacturing State. If the present generation fails to grasp and apply the conditions of success, those who come after will be wiser and reap the reward; our splendid opportunities will sooner or later be appreciated and applied. The interest now being manifested in this subject throughout the State is highly encouraging. Many manufacturing establishments have increased their capacity and enlarged their operations during the last year; a large number of new ones have

been put in operation and many others commenced that will be completed at an early day. The encouragement of a cautious but wise and liberal policy, should be extended to these enterprises.

#### SHIPBUILDING AND COMMERCE.

Our superior facilities for shipbuilding and commercial pursuits which were well improved prior to the war, and on which more than thirty thousand of our population depended for support, makes the present prostration of these interests all the more humiliating, and adds intensity to the conviction that our national legislation has been unfriendly to these important elements of our national success. I do not entertain the idea that this neglect arises from a desire to see these interests remain crippled as now. I therefore have great confidence, that before the close of the present session of Congress, some relief will be given.

It may be that the demand for rapid transit of merchandise will seek transportation in steam rather than sailing vessels, and that other causes will create a demand for iron instead of wooden ships. These may have tended to the present depressed condition of these interests; but they furnish no argument against lifting these burdens or removing the galling fetters of which we complain. If, when this is done, our American shipbuilders cannot compete successfully with others in the construction of sailing vessels, or if they are not in demand, they will turn their attention to the building and sailing of such vessels as are required.

#### TEMPERANCE AND THE EXECUTION OF THE LAWS.

The evils resulting from the use of intoxicating drinks are alarming, and demand the earnest thought, and wise, persistent effort of the Christian, the Philanthropist and the Statesman. Through the light that has been given, the moral influences that have been exerted, and the removal to some extent of the temptation to drink by the prohibitory law, there is very much less drinking in Maine in proportion to the population, than formerly, and less than in most other portions of the country. These facts are demonstrated by the recollection of those whose memory goes back over the last thirty or forty years, and who have compared this with other States. Still, intemperance in Maine is a great public evil—destructive of private morals and virtue, promotive of degradation and ruin—an enemy to industry and good order, and a serious detriment to all the higher interests of the State.

The time and money expended, the intellectual and physical powers destroyed, the hopes blasted, the homes desolated, the poverty and crime occasioned, and the lives sacrificed, through the drinking habits of our people, would make an appalling chapter in

our history. If we inquire at our State Prison, we shall find that prior to their conviction, eight per cent. of the convicts were not in the habit of using intoxicating drinks, twelve per cent. drank moderately, while eighty per cent. drank to excess—and their crimes were the direct results of this practice. A visit to our county jails would reveal similar facts. This shows that four-fifths of the crime, and consequently that proportion of all the expense, as well as all the private and public evils resulting from the commission of crime, are the legitimate results of intemperance. Common observation furnishes convincing evidence that a large portion of the pauperism in the State is directly or indirectly attributable to the same cause.

If these statements are correct, the State, aside from its interest in the moral, intellectual and financial well-being of its citizens, has a direct pecuniary interest in this subject equal to four-fifths of the whole cost of the execution of our criminal laws, as well as the support of paupers and juvenile offenders, made such by intemperance. The statesman, then, charged to promote, in every proper way, the welfare of the State, has a duty to perform in this regard which he is not at liberty to ignore.

The eradication of an evil like this must be sought, primarily, through the pulpit, the press, the platform and the influence of organized effort, thus awakening the public mind and quickening the public conscience. As a result of the efforts made through these instrumentalities, a large portion of our population abstain entirely from the use of intoxicating drinks as a beverage, many drunkards have been reformed and a public sentiment has been created that has found expression in one of the most effective laws in our statutes.

It is a fact worthy of notice, and one which has attracted the attention of every careful observer, that, in most places in the State, intemperance and crime and all the evils incident to intemperance have decreased about in proportion to the enforcement of the law, and increased in proportion to the neglect to enforce it. The State has done wisely in supplementing individual and organized effort with such legal aid as it has deemed proper. The law itself is believed to be generally satisfactory, but there is much complaint, that in many parts of the State, it is not executed as it should be, and, by many, additional legislation for the enforcement of this and other criminal laws is desired. The conviction is very general that the necessity is not so much for more law, as a better enforcement of the laws we have. The importance of a faithful and impartial execution of all our criminal laws is too apparent to require discussion here.

I am not unmindful of the fact that no law can be enforced through any instrumentality, however efficient in itself, for a term

of years, unless it be sustained by the public sentiment of the people. On that all our laws depend. If they meet that approval, they will be sustained and enforced; if not, they will be repealed or become a dead letter in the statute. The officers who execute the law come from the people. They are the servants of the people, and will, as a general rule, execute their will. Whether the judgment of a majority of the people be right or wrong—whether we accept or reject it personally, it will, in this country, assert itself in the enactment of the laws, and the election of public officers on whom their enforcement depend.

A proposition has been made, that the sheriffs of the several counties and their deputies, be charged with the duty of inquiring into the violation of all criminal laws, and attending to their enforcement within the limits of their respective counties, when the local authorities neglect or refuse to do so; and that these officers be made responsible to the Chief Executive of the State, and subject to his directions. The friends of this measure suggest that as the laws now are, the Governor is required to take and subscribe an oath to see that the laws are faithfully executed, but, that there is no civil officer on whom he can officially call for the execution of any law, and that the change proposed would make it possible for him to perform the duties of his office in accordance with his oath. This proposition is not open to the objection that it would create a new set of officers, which is greatly in its favor. It meets, I understand, the approval of a large portion of the friends of temperance. I can see no valid objection to its adoption.

A better execution of some of our criminal laws, and especially that against the sale of intoxicating drinks, would in my judgment relieve the State from some of its heaviest burdens, and promote good order and the general welfare of the people. I therefore recommend that you inquire whether any further legislation is necessary to secure these results, and take such action in the premises as the facts elicited by the inquiry and the interests of the State demand.

#### IMMIGRATION.

Our surest source of wealth is in our citizens. We hope to retain in the future a larger portion of our young men than in the past, by creating a greater demand for their services; but many will leave for other fields of effort and usefulness. To supply in some degree this loss to the State, and to aid in the development of our internal resources, a wise system of immigration is of paramount importance. The success of the enterprise establishing a colony of Swedes in this State has exceeded the most sanguine expectation of its friends. The results thus far may be briefly

stated as follows : One thousand Swedes, five hundred of whom are working men, have come to the State, bringing with them \$40,000 in money. Two hundred lots, equal to twenty thousand acres, have been taken up. Two thousand acres of trees have been felled, and five hundred cleared. Eighty very substantial and comfortable timber houses, and seventeen log barns, have been built. Twelve hundred bushels of wheat, one thousand bushels of barley, eight hundred bushels of rye and oats, and five thousand bushels potatoes, have been raised. Twenty-five miles of road have been cut out, two miles turnpiked, and several bridges built. Fifteen horses, thirty-four cows, and two or three pairs of oxen, have been purchased, and are now owned by the colonists. The immigrants are intelligent, temperate and industrious, and appear to possess the elements essential to good citizenship.

The amount of supplies furnished the colonists by the State to December 1, 1871, is \$9,925.13, of which \$2,238 have been paid, leaving a balance due the State, to be paid in labor on the roads when it shall be called for, of \$7,687.13.

A school of about seventy children, and an evening school for adults, in both of which the English language is exclusively taught, are in successful operation.

The establishment of this colony has given an impetus to business and materially increased the value of real estate in that part of the State, and attracted an unusually large number of Americans who have settled in that vicinity during the year. The fact that only twenty of these immigrants have left the State, while about forty Swedes have come from other states to settle with their countrymen here, and that all appear contented and happy, tends to remove the fears entertained by some that they will in a few years become discouraged and leave the State.

Your attention is called to the request of the Commissioner to be reimbursed for expenditures incurred for supplies, part of which have been distributed to the colonists, but a large portion of which are now on hand, it having been necessary to obtain and transport them before the close of water communication to Tobique. The necessity for this expenditure becomes apparent when it is understood that instead of five hundred immigrants which were expected when the last appropriation was made, nearly twice that number have come, thus compelling the Commissioner to furnish more supplies or send many of the immigrants away. Immigrants coming to the colony in the spring or summer are of course obliged to wait until a year from the next autumn before they can raise and harvest a crop. Some have means to live upon during this time; others have not, and must have an opportunity to exchange their labor for necessary supplies. But few can do this outside of the

colony and attend to felling the trees, clearing the land and raising a crop.

The roads which have been commenced, and on which it is proposed to employ the labor of those who receive aid from the State, is to extend through some of the best settling lands of the State, and constitutes a part of what must eventually become an important public thoroughfare. In the opinion of the Commissioner, the letters which the immigrants are constantly sending to their friends in the old world, added to the interest that has already been awakened there, will be sufficient to secure the continuance of immigration in as large numbers as we can care for; so that the expense of an agent and advertising in Sweden can be dispensed with. You will I presume find it necessary to retain the services of the Commissioner during the next year.

I recommend that the law be so amended as to furnish lands to the citizens of our own and other States who may desire to avail themselves of the opportunity, on the same terms allowed the Swedes.

#### DEAF MUTES.

We should have no claim to be called a Christian people if our sympathies were not drawn towards that unfortunate class of our citizens, who are oblivious to the sweet music of nature, speech and song, and doomed to perpetual silence. Though we may not be able to unstop the deaf ear or give power to the paralyzed or defective organs of speech, yet science and persevering efforts are able to bridge the seemingly impassable gulf that separates these people from their fellows, and impart no small amount of practical knowledge and moral and religious culture.

We are now supporting in the American Asylum at Hartford, Conn., fifty-six pupils, at a cost of \$175.00 each per annum. A careful examination into the affairs of the institution, including the discipline and instruction of the pupils, both in the school-room and work-shops, confirm my former opinion that it is under efficient management. It is claimed that notwithstanding their deprivation of hearing and speech, a less number of those who have been educated in this institution fail to support themselves by their own exertion, than of those, who, with these faculties unimpaired, graduate from other institutions of learning, while instances of their being convicted of crime are seldom, if ever, known. This is accounted for by the fact that they are all taught to do something. As this institution has the benefit of a fund, the annual income of which amounts to \$20,000 or more, and as we are only called upon to pay our proportion of the expenses above that sum, it is not probable that we can provide for this class of our people so cheaply and well any other way.

## BOARD OF GUARDIANS.

The Board of Guardians of Indigent Orphans of Soldiers and Seamen have discharged the delicate, and sometimes difficult, duties of their trust, according to the opportunities at their command and the best information they have been able to obtain. Sixty-three orphans of soldiers and seamen are now kindly cared for in the Home for Soldiers' Orphans in Bath. All of these children who are old enough, attend the public schools in the city. Since the opening of the institution, in 1866, one hundred and fifteen orphans have received its benefits. The institution appears to be well managed, reflecting much credit upon those who have the direction of its affairs.

Thirteen orphans of soldiers are now in the Orphans' Home in Bangor. This institution is also under excellent management, and the children are well provided for.

Three hundred and eighty orphans have been aided outside in such sums as their condition seemed to require. The money appropriated for this purpose has enabled the Board to dispense many blessings, for which the State has received the benedictions of hundreds whose natural protectors gave their lives for their country.

Statements in detail of the disbursements made by the Board may be found with the records of the Executive Council.

## INDUSTRIAL AND SOCIAL STATISTICS.

We have in this State no means for the collection of statistics pertaining to our industrial or other interests. Our farmers are busy raising their stock, producing their crops and improving their farms,—our mechanics and manufacturers are turning out in great variety the products of their skill,—our quarries of granite, lime-rock and slate are being extensively worked, and their products are sent into all parts of the country,—our lumbermen are busy in the forests and at the mills,—our ice is being stored and shipped away in large quantities,—our fishermen line our coasts and that of our neighbors in the Provinces, with their white sails,—our railroads are being extended, and their business is rapidly increasing,—our exports and imports are being made as usual,—our shipbuilding and commerce, though depressed, are still of great importance; and yet, when we are asked to state the product of these industries or the amount of this business, we are compelled to confess that we know very little in regard to them.

As individuals, it is necessary to know ourselves and our capabilities. As guardians of the State it is important that we know its resources, that we may be able to direct its energies and compass its possibilities. Every business man finds it necessary to



keep an account of his operations, to take account of stock every year, and strike the balance between his receipts and expenditures, so that he may know from year to year just what he is doing, and whether he is gaining or losing. So with the State. We need to know just what complete statistics of all the different kinds of business, and the more important facts connected with our social life, would furnish. It would enable us to know whether we are going forward or backward, and to apply such corrections to our failures and take such advantages of our successes, as circumstances and a wise forecast demand. The publication and circulation of such facts would attract attention to our resources and bring capital and labor to the State.

Could we now present reliable statistics of the progress the State has made during the past year in manufactures and other industrial enterprises, it would be of great value to our own citizens, as well as those in other States who are seeking favorable opportunities for investment in these enterprises. Besides the collection and dissemination of facts and general statistics, a competent man would be able, by correspondence and personal attention, to turn capital and labor to us that would otherwise go in other directions.

The services of one man competent for and adapted to the performance of these duties, acting under the direction of one of the State officers, or independently, would, it is believed, be sufficient to accomplish this whole work. I deem this subject of sufficient importance to claim your attention, and refer to it in the hope that you will provide for the performance of the work suggested.

#### OUR JAIL SYSTEM.

Our methods of treating criminals are not yet entirely free from the old idea that imprisonment is to be regarded solely as punishment for crime,—a given amount of punishment to be determined by the law or the court, for a definite degree of crime,—without regard to the reformation of the criminal or the protection of the community. While it is the duty of the State to confine persons convicted of crime, both as means of punishment and for the protection of the innocent, its obligation is but poorly performed unless it applies all the means that have been found useful in the reformation of criminals. The public good should be the chief object of criminal law; and criminals should suffer the penalty of the law in the manner best adapted to subserve this important end. Too many of our jails are hot-beds of crime, where the young boy or girl who has taken but a single step in crime, is in a brief time dragged down to the degree of depravity that has been reached by the older and viler criminals with whom the youth has been forced to associate. What should be the means of reformation is

made the instrumentality through which young offenders sink to the lowest depths of degradation and crime.

The commissioners of the jail system of the State of Maine, in an able report made to the last Legislature, suggested a plan which appears in the main practicable, and which in its essential features I would be glad to see adopted. The bill which accompanies the report provides that the jails in Bangor, Augusta, Portland and Auburn, be provided with suitable accommodations for the employment of the inmates in some productive labor, and for additional means of intellectual and moral improvement. It also provides that persons convicted of crime, or waiting for trial in any county in the State, may be sentenced or sent to either of these jails, as may be found convenient or advisable; reasonable compensation for board and other expenses to be paid by the county that would be liable under the present practice. Of course it is not expected that a trade could be so well learned, or the labor made so profitable as in the State Prison, where the terms of imprisonment are longer; but it is believed the net proceeds of the labor would aid very much in the payment of expenses. This, however, is but a minor consideration when compared with the benefit of steady employment, and some useful trade, and the better facilities for intellectual and moral improvement that would be afforded.

I commend this subject to your careful consideration, in the hope that some plan will be speedily adopted to remove these persons from the pernicious influences to which, through idleness, and in some instances, the miserable accommodations, they are now subjected in our jails.

#### BIENNIAL ELECTIONS AND SESSIONS OF THE LEGISLATURE AND CHANGE OF THE DAY OF THE ANNUAL ELECTION.

I renew the recommendation contained in my address to the last Legislature in regard to biennial elections, and sessions of the Legislature and change of the day of the annual election to the Tuesday next after the first Monday in November. The propriety of the change will, I believe, commend itself to the judgment of all who investigate the subject.

#### INDUSTRIAL SCHOOL FOR GIRLS.

In accordance with a resolve of the last Legislature, commissioners have been appointed to devise a plan for an Industrial School for Girls. The report of the commissioners may be expected at an early day.

I desire to urge the importance of immediate action upon this subject. The State cannot afford to allow those girls who are being lured by temptation, into vicious habits, to become enemies

to the State and themselves, and instruments of destruction to all the higher interests of society, without making an effort to save them.

The results of these institutions, where they have been established, prove that many of these unfortunate persons can be rescued from the awful gulf that is opening before them, and fitted for lives of virtue and industry. Of three hundred and ten girls who have been discharged from the industrial school for girls in Lancaster, Massachusetts, in the last ten years, whose characters are known, two hundred and sixty are living honestly and respectably. The current of their lives has been changed, and, instead of being pests in society, they have learned to support themselves respectably; and many of them have charge of homes which they have learned in the school to make comfortable and happy.

A large appropriation to be expended in building is not required. The family system for such schools is undoubtedly the best. Buildings with sufficient grounds that will accommodate from fifteen to twenty-five persons, will be sufficient for the present, and others can be added as occasion may require.

It is hoped that the report of the commissioners will be accompanied with a proposition to furnish suitable buildings for the school. If however, this should not be done, I trust the expense of a few thousand dollars for buildings near one of our large cities, where the property would sell at any time in the future for nearly or quite the cost, will not prevent the establishment of an institution so greatly needed.

#### INSANE HOSPITAL.

The report of the Trustees of the Insane Hospital refers to the abuses under the statute providing for part payment of board, by the State, of persons in indigent circumstances. It is clear that many persons in the Hospital receive this aid who are not by the statutes entitled to it. Some legislation may be required to correct this practice.

The Trustees call attention to the probability that, within one or two years, the Hospital will be filled to its utmost capacity, and suggest that early measures be taken to provide for additional accommodations.

The question whether another Hospital building shall be commenced on the same farm, to be under the same general supervision, or be located in some other portion of the State, must engage the attention of the Legislature at an early day.

## STATE PRISON.

The report of the Warden of the State Prison makes a favorable exhibit of the finances of the institution, showing that the income of the Prison has exceeded the expenses in the sum of \$6,591.64. The Prison appears to be under excellent management.

## REFORM SCHOOL.

The last Legislature passed a resolve authorizing the Governor and Council "to inquire into the condition of the inmates of the Reform School, and make such provision for them as may be necessary for their comfort, in food, drink, clothing, beds and bedding; and also as to the hours of labor to be performed by them, and the hours to be spent for educational purposes, and the hours for rest and sleep; and to require the Superintendent of said school to conform to such rules and regulations as they may direct." In accordance with this resolve the Governor and Council visited the Reform School and made a very careful examination into all the management of the institution, and made such suggestions in regard to greater variety in the food, additional bedding and hours for rest and sleep as were deemed proper. The changes suggested have been made.

The building is now heated by steam, which will, it is believed, remedy any defect that may have existed in regard to warming the halls and sleeping apartments.

The report of the Superintendent and Trustees will furnish other important facts in regard to the institution.

## CONGRESSIONAL APPORTIONMENT.

It will become your duty to make an apportionment of the State for five Representatives in Congress.

## FUNDS OF THE PENOBSCOT INDIANS.

The rents of the shores of the islands owned by the Penobscot Indians, at Oldtown, have increased to about \$5,000 annually. There is no law providing for the collection and disposition of the money. I recommend that it be made the duty of the Indian Agent to deposit all leases of these shores with the State Treasurer, whose duty it shall be to collect the money as it becomes due and place it to the credit of the Indian Fund.

## SPECIAL LEGISLATION.

The large number of private and special acts, compared with the public laws of past legislatures in this State, cannot fail to attract your attention. This kind of legislation is often charac-

terized by a want of harmony, and sometimes by inconsistency not creditable to the law makers nor just to the parties interested, and should as far as possible be discouraged. If the Legislature should decline to consider subjects presented for private legislation that are already provided for by the general statutes, much of this legislation would be avoided. It may be advisable to extend the provisions of the general law so as to reduce still further the occasion for special legislation.

#### THE OTHER REPORTS.

The reports of the Attorney General, Secretary of the Board of Agriculture, Insurance Commissioner, Bank Examiner, State Librarian, and Fish Commissioner, containing valuable information and important suggestions, will be laid before you.

#### CONCLUSION.

I trust that your discussions and deliberations will lead to wise and harmonious conclusions, and that your legislation will be characterized by its adaptation to the wants of the people and the welfare of the State.

SIDNEY PERHAM.

AUGUSTA, January 1, 1872.