

# MAINE STATE LEGISLATURE

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ACTS AND RESOLVES

331

OF THE

FIFTY-SECOND LEGISLATURE

OF THE

STATE OF MAINE.

1873.

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Published by the Secretary of State, agreeably to Resolves of June 28, 1820,  
February 28, 1840, and March 16, 1842.

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AUGUSTA:  
SPRAGUE, OWEN & NASH, PRINTERS TO THE STATE.

1873.

## GOVERNOR PERHAM'S ADDRESS.

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*Gentlemen of the Senate and House of Representatives :*

Having again been called to the discharge of the executive duties of the State, I appear before you, the representatives of the people, to take and subscribe the oaths of office ; to return my profound thanks to those who have, for three years, honored me with their confidence and suffrages ; to renew the pledge of my most earnest efforts to promote the great interests of the State and to guard with watchful care the rights and welfare of the people ; and, in obedience to the constitution, to give information of the condition of the State, and recommend such measures as are deemed expedient.

In this spirit and with these purposes, I greet you, and welcome you to these halls, and to the high duties and responsibilities with which you are charged. Mindful of the obligations resting upon us, acknowledging our dependence on the Divine Ruler and invoking that wisdom that is from above, let us consecrate our best energies to the service of the State.

### NATIONAL CONDITION.

It is proper that we should pause for a moment on the threshold of our duties, and recall some of the leading facts that characterize the present highly prosperous condition of the country. In the two questions between this country and Great Britain, involving the Alabama claims and the San Juan boundary, decisions have been made confirming fully in one case, and upon the most important points in the other, the claims of the United States. The amicable settlement of these questions is a triumph of the principles of peace over those of war in the adjustment of international differences.

The year 1873 opens with a degree of prosperity in all our national interests seldom if ever equaled in our history. Unusual activity characterizes all our industrial pursuits. Our railways, the arteries of civilization and commerce, are being rapidly extended into every part of the country where there are resources to be developed. They are opening up channels of business before unknown, and bringing to the great marts of trade the wealth heretofore too remote to be utilized, and vitalizing our entire

industrial system. The locomotive stops not at the base of the Rocky Mountains, nor the confines of civilization. Intent upon its great mission, it scales the mountains, traverses vast prairies, plunges into dense forests, spreads farms, towns, cities, schools, factories and the newspaper press on its way, and opens up new highways for the commerce of the world.

Our agricultural, manufacturing, mining and commercial interests were never more prosperous. All the means of water transportation at command are not sufficient to carry our surplus agricultural products to the markets of the old world. The single State of Pennsylvania is producing more iron at the present time than England and the continent of Europe. It is reported that iron has recently been shipped to Europe with advantage; and it is confidently predicted that within a few years, instead of importing iron from England, we shall export large quantities to that country.

Our internal taxation, made necessary by the war, has been reduced nearly two hundred and fifty millions per annum; and still we have been paying the public debt at the rate of one hundred millions per annum. The duties on imports have been entirely removed from a large portion of the necessaries of life, and otherwise greatly reduced. Soon a reasonable duty upon articles of luxury, which will be chiefly paid by the wealthy, with such modification as the protection of our own laborers demand, and the tax on spirits and tobacco, will be sufficient for revenue, and generally satisfactory to the people.

Our credit has been strengthened and the payment of our debt made absolutely certain, so that to-day our securities are eagerly sought for by capitalists for permanent investment in this and other countries. It is now understood that the balance of our debt may be funded at four and a half to five per cent. interest. All this tends to appreciate our currency and hasten the time when a specie basis can be reached. Our present banking system secures a currency which, unlike the bills of the old State banks, is equally good in all parts of the country; while the bill-holders are secured from the possibility of loss by the mismanagement or failure of the banks.

By striking the shackles from the slave, we have removed the badge of dishonor which slavery attached to labor, and lifted up and dignified human industry.

The events and results of the recent Presidential campaign indicate greater unanimity upon the leading questions of public policy than has existed since the country was divided into political parties. The constitutional amendments abolishing slavery, and guaranteeing the rights of citizenship to all persons born or naturalized in the United States, including the right to vote;

pledging the faith of the country to pay the debt incurred in the suppression of the rebellion, and pensions to disabled soldiers, and the dependents of such as died in the service; declaring illegal and void all debts and obligations created in aid of the rebellion, and giving Congress power to enforce these amendments by appropriate legislation, have all been accepted by their former opponents and approved by the platforms of both political parties. Assuming that these platforms express the sentiments of the men who made them, no party now desires the revival of slavery or the withdrawal of the rights of citizenship, the ballot or the privileges of education from those recently in servitude, and no one questions the propriety of providing that our debt shall be paid, and that no part of the debt created in aid of the rebellion shall be assumed by any State or the general government. All are in favor of such changes and reforms in the civil service and other departments of the government as experience shall dictate and the good of the country require. Indeed, it is said that in the recent Presidential canvass, many voters heretofore republicans, were seriously puzzled to determine whether the democratic party had not become, as it claimed in some instances, more intensely and truly republican than the republican party itself; while others were so positive that such was the fact that they deemed it their duty to vote the democratic ticket in order to sustain republican principles.

The principal questions that have divided the two great political parties being substantially settled, we shall have time to devote more of our thoughts and energies to the development of our material and intellectual resources, and the achievement of the grand results which in the possibilities of the future await our efforts.

## FINANCES.

The financial condition of the State, as appears by the report of the State Treasurer, is highly satisfactory.

The receipts for the past year have been .....	\$1,334,859	98
Disbursements .....	1,147,544	41
Debt January 1, 1873 .....	\$7,187,900	00
Sinking fund in the Treasury.....	1,020,247	00
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Debt, deducting sinking fund .....	\$6,167,653	00
Cash in Treasury above immediate liability.....	180,000	00
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Debt, deducting sinking fund and cash in Treasury..	\$5,987,653	00
Sinking fund January 1, 1872.....	\$798,295	00
Sinking fund January 1, 1873.....	1,020,247	00
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Increase of sinking fund in 1872.....	\$221,952	00

Trust funds held by the State, exclusive of sinking fund . . . . . \$789,078 00

The following is the statement of the public debt January 1, 1873 :

Due in 1873.....	\$50,000
“ 1874.....	50,000
“ 1875.....	30,000
“ 1876.....	60,000
“ 1877.....	51,000
“ 1878.....	30,000
“ 1880, (bounty loan).....	475,000
“ 1883, (war loan).....	525,000
“ 1889, (war loan).....	2,832,500
“ 1889, (municipal war debt).....	3,084,400
Whole amount of debt.....	<u>\$7,187,900</u>

The sinking funds established by acts of 1865 and 1868 are rapidly accumulating, and will be amply sufficient to meet the debt as it matures.

Exclusive of the mill tax, the State tax of 1872 was reduced fifty or sixty thousand dollars from the previous year. The taxpayers will now be glad to learn that in the opinion of the Treasurer, if there are no extraordinary appropriations made by this Legislature, the State tax for the year 1873 can be reduced to five mills on a dollar, being a reduction of \$170,000 from the State tax of 1872.

While it is our duty to provide for all just and necessary expenses, we shall, I trust, exercise the most rigid scrutiny in regard to all our appropriations and disbursements.

#### EDUCATIONAL.

For a complete exhibit of the educational work of the State, you are referred to the report of the State Superintendent of Public Schools. He makes some important suggestions that will, I trust, receive your careful consideration. Our Normal schools are doing well, but the demand for thoroughly trained teachers is greater than they can supply. In a Government like ours, where the source of power is in the people, free schools and general education are the surest guarantees of good government and the perpetuity of free institutions. The material prosperity and moral standing of the State corresponds with the degree of intelligence among the people. The State that best educates its citizens, will, other things being equal, be the strongest and most prosperous. Education lifts up the masses, and secures greater equality of wealth and influence. It creates individual strength

and reliance; ignorance brings weakness and dependence. It secures progress; the neglect of it carries us backward. It brings national power and respect; through ignorance both are forfeited. Our hope is in the intelligence of the people; our danger is in the ignorance that is controlled by corrupt men. To the forces which education has planted in the heart, the brain and the conscience of the people, we owe our success in the past, and upon them we rest our hopes of the future. This grand superstructure of free government which we are building can only rest securely upon the immovable, enduring foundation of universal public education.

We rely chiefly upon our common school system to provide for the intellectual wants of the young, and for carrying each successive generation forward to a higher plane of moral and intellectual development. Every question, then, bearing upon this subject is of vital importance. The wages of teachers are less in this than in any other State in the country. Hence many of our best teachers leave the State or engage in other pursuits. We cannot expect good schools without good teachers, and but few good teachers can be had without good pay.

I am glad to notice that the proportion of female to male teachers is gradually increasing. This is as it should be. There are some occupations open to men that are not accessible to women, but for this they are peculiarly adapted. Many of our best and most successful teachers are females. I am here reminded of what appears to me to be great injustice to female teachers. The wages of male teachers in this State average thirty-three dollars and seventeen cents per month, exclusive of board. The average wages for female teachers, exclusive of board, is fourteen dollars and forty cents per month. This is wrong. A given amount of labor, equally well performed, is worth the same, whether done by a male or female. A woman can live no cheaper than a man; it costs as much for her education as for his; she has no advantage in the cost of board, clothing, railroad, stage and hack fare, hotel bills, books, magazines or papers. Indeed, present custom in some of the most important of these items of expenditures demand more of her than of him. Why, then, must she be compelled to accept one dollar for services of equal value with those for which you pay him two dollars and thirty cents? I earnestly hope the next report of the Superintendent of Public Schools will show a large increase in the wages of female teachers.

I suggest that our present public school system is defective in that it does not, except in rare instances, furnish facilities for instruction beyond those offered in the district school. This has created a necessity for a large number of academies and private high schools; and these have in some respects detracted from the

interest so desirable in the public school. Many of our wealthiest and most intelligent citizens rely chiefly upon private institutions for the education of their children. They do this because, in their opinion, the instruction in the public school is not what it should be, or because a higher grade of studies is desired. The result is that the interest which all citizens should have in our common schools is, to some extent, at least, withdrawn, and the active efforts of many whose coöperation and advice are greatly needed, are turned into other educational channels; and this will continue until our schools are raised to the standard required by the progressive demands of the times.

Our public schools should be the best schools in the State, and should furnish opportunities not only for primary and intermediate studies, but to prepare for college, or the practical duties of life. These advantages should be as free to the children as the water they drink or the air they breathe. In most of our cities, and in some of the larger towns, public schools of the grade indicated are in successful operation. In the smaller towns it will, of course, be more difficult, but it appears to me not impracticable to establish in every town of one thousand or more inhabitants, a public high school, equal in grade to our best academies. Two or more smaller towns could unite for this purpose. This would secure equal opportunities for the children of the rich and poor and unite the interests of all classes. Many of our academies now having a feeble and precarious support, or no support at all, would furnish excellent accommodations, and in some instances good teachers for public high schools. Ample room would then be left for the many excellent institutions in the State of a grade between the high school and college. I trust the educational interest of the State will receive at your hands the careful consideration its importance demands.

#### INDUSTRIAL INTERESTS.

The labor of the farmer during the past year has generally been rewarded with satisfactory returns. Some important crops have fallen below the average, while others have exceeded the most sanguine expectations. More interest is felt in the discussion of questions affecting this great interest than ever before. Farmers are anxiously inquiring for the best methods of cultivation; the most approved machinery, the comparative advantage and profits of different kinds of crops, and for new and more profitable channels of agricultural industry. This spirit of inquiry, supplemented by the meetings and discussions of the Board of Agriculture, and Farmers' Clubs and the agricultural departments of the public press, cannot fail to advance materially the development of our



agricultural resources. Our manufactures of cotton and woolen fabrics, leather, boots and shoes, bricks, and carriages and other articles of wood, are increasing. Many of the older manufacturing operations are being enlarged, and new establishments are starting up in various parts of the State. Our water-power, which, for constant supply and availability, is unsurpassed in the country, is being more extensively improved. Our advantages in this direction have already attracted a large amount of capital to the State, and must eventually make this one of the leading manufacturing States in the country.

Our quarries of granite, marble, slate and lime are inexhaustible. Operations in them are increasing and yielding remunerative returns. The products of these quarries have already become an important item in our industrial productions.

More than the usual amount of lumber has been cut and manufactured during the past year, and a ready sale has been found. Our timber lands are proving to be an almost inexhaustible source of wealth. Townships upon which operations have been carried on every winter for thirty years are now worth much more than their value prior to the first cutting. It is now becoming evident that, vast as is the amount of timber cut in the State, the annual growth, where the fires are kept out, is nearly equal to what is removed by the lumbermen. The timber which our fathers supposed would be entirely exhausted before this time, now promises to be an important source of income for generations to come.

There has been greater activity in our ship-yards the past year than for some years before. A demand has arisen for the smaller class of vessels for the coasting trade, which our shipbuilders have not been slow to supply. There are no more skillful builders than in Maine, and there is no place in the country where vessels can be built better or cheaper. The increasing demand for such vessels as we have usually built in Maine, with the aid Congress is giving, promises to restore, in some degree, at least, a business that was once the dependence of important sections of the State and the pride of all. It is believed by many that as much tonnage will be built in Maine the next year as in any previous year.

The revival of shipbuilding is important in another respect. It will aid in regaining our lost commerce; and restoring to us our share in the carrying trade. As a general rule, the people who build no vessels, sail none, while those who do build, sail them. We may reasonably expect that the new impulse given to our shipbuilding will increase the number of American owners, and multiply the number of American flags in the commercial harbors of the world.

## STATE PRISON.

The State Prison has paid its expenses during the past year and seven thousand, eight hundred and forty-seven dollars and ninety-three cents besides. The number of convicts in the prison December 1st, 1871, was one hundred and seventy-four. December 1st, 1872, there were one hundred and sixty-four. In the opinion of the Warden, the number will continue to decrease during the next year. In addition to the value of buildings, the personal property belonging to the Prison liable to destruction by fire, is valued at nearly one hundred thousand dollars. The old fire engine is, in the opinion of the Warden and Inspectors, entirely inadequate, and the purchase of a steam fire engine is recommended.

## RAILROADS.

The Report of the Railroad Commissioners shows that eight hundred and sixty-eight miles of railway are in operation in the State.

Less accidents have occurred, and general improvements and efficiency, and greater vigilance have characterized the management of our railroads during the year. The suggestions of the Commissioners in regard to cases where the managers of railroads decline to repair roads deemed unsafe, and where they refuse to run them for the accommodation of the public, will, I trust receive your attention.

## INSANE HOSPITAL.

The Trustees and Superintendent of the Insane Hospital call attention to the fact that the institution is filled beyond its capacity for suitable accommodations. The important duty will devolve upon you of determining how the increasing number of these unfortunate people shall be provided for.

The Trustees renew their suggestion of last year in regard to the abuses arising under the statute which requires the State to pay one dollar and fifty cents per week towards the support of such patients as are without means, and have no relatives liable for their support. The fact that, after the State has paid the entire expenses of forty-nine patients, three hundred and four others are receiving aid under this statute, leaving only forty who are not supported in whole or in part by the State, is strong evidence of the abuses complained of. Some legislation is required on this and other subjects referred to in the report. The suggestions of the Trustees in regard to the new chapel are commended to your consideration.

## STATE COLLEGE OF AGRICULTURE AND THE MECHANIC ARTS.

The State College of Agriculture and the Mechanic Arts has been in operation four years, and graduated its first class last August. There are now seventy-one students in the college. The freshman class numbers thirty-two, and will be increased at the beginning of the next term. The number of students is increasing as the college becomes more efficient and better known, and the next class will, no doubt, be much larger than any before. The young men composing the first graduating class, though coming to the institution with the disadvantages of some two years less preparation than is required in other colleges, acquitted themselves with great credit, and gave evidence of thorough preparation for the active duties of business life. Labor is the means designed by the Creator for the development of the physical powers. The results in our college, as well as in other similar institutions, show that a few hours' labor each day, aids rather than retards the development of the intellectual powers, and that it is not inconsistent with the highest scholastic attainments.

I am glad to notice that women are being admitted to all the rights and privileges of this and other colleges in the State. It is a step in the right direction, and one in which I am proud to see the State of Maine take a leading part. The moral standard of these colleges will be elevated by the change, and other interests will not suffer. Not only the rights of women but the most vital interests of the future, demand that she shall have opportunities for the cultivation of her intellectual faculties, equal to those enjoyed by men. The avenues of literary and scientific attainments should be open alike to all our people, male and female.

## MILITARY.

The last legislature elected Joshua L. Chamberlain, Major General of Militia, to whose command the military companies of the State have been assigned.

In the report of the Adjutant General which includes the reports of the Major General and Inspector General, some important suggestions and recommendations are made in regard to our military organizations, to which I invite the attention of the Legislature.

An expensive military organization in this State is not deemed necessary. We do need however an effective force which can be relied upon to meet such emergencies as are liable to arise. You will be called upon to consider whether the necessary interest and efficiency can be sustained by the militia of the State without offering some opportunity for battalion or regimental inspection and drill.

## STATE PENSIONS.

Eight hundred and thirteen applications for State pensions have been received during the year. Of these six hundred and four have been allowed and two hundred and nine rejected.

Whole amount allowed for pensions \$22,358.36, a decrease of \$4,482.92 since last year.

The distribution of this fund is a great blessing to such of our disabled soldiers and the dependents of those who lost their lives in the service as are unable, by reason of special misfortunes, to avoid destitution without the aid of charity.

Their number is gradually decreasing, but while they are with us the State will honor itself by providing for their necessities.

## ENFORCEMENT OF THE PROHIBITORY LAWS.

All agree that intemperance is one of the greatest evils that afflict the people. How to eradicate it, is a question that addresses itself to all lovers of sobriety and good order, and involves the highest interests of the State. The legislator who is compelled to aid in levying taxes upon his constituents for the support of criminal courts, jails, prisons, poor-houses and reformatory institutions, two-thirds of which are made necessary by the liquor traffic, cannot ignore the duty of removing, as far as possible, the cause that imposes these heavy burdens. Our State suffers greatly by this evil, and still no one can go out of the State in any direction without noticing a contrast in this regard, highly commendable to our people. It is probable that less intoxicating liquors are drunk in Maine than in any other place of equal population in the country, perhaps in the civilized world. This enviable position has been reached through many years of individual and organized moral effort, supplemented by efficient prohibitory laws; neither means could have been equally successful alone. Other States have temperance men and women as devoted and as efficient as ours, but having no laws to aid them, or lacking the public sentiment necessary to sustain and enforce them, the success they deserve is not achieved.

While some doubt the wisdom of prohibition, it has been so often and so emphatically approved by the people that it may be regarded as a part of the settled policy of the State. The law of the last Legislature, making it the duty of sheriffs and their deputies to institute legal proceedings against violations of the laws prohibiting the sale of intoxicating liquors, has secured a more effective enforcement of these laws. The effects are perceptible in the decrease of drunkenness, and consequently in less arrests on that account; in the reduction of criminal business generally, and in thousands of comforts and blessings brought to homes

where poverty and misery reigned before. If it be said that it has destroyed an important business, and left the venders of liquor without employment, and their shops unoccupied, it is answered that the money formerly paid to support their business has been turned into other and more useful channels of trade, or into the families of those whose hard earned money supported the traffic.

The law prohibiting the sale of cider the same as other intoxicating drinks, except when sold by the manufacturer, has, it is believed, failed to meet the expectations of its friends. It has, however, demonstrated the fact, (if any demonstration was necessary,) that cider in any of its forms, is no less injurious when sold by the manufacturer or his agent than when sold by any other man. The difficulty in discriminating between cider in its harmless and hurtful condition is such that most of the temperance organizations, after much experience and careful consideration, have found it necessary to include cider with other intoxicants in their pledges. It must be remembered, however, that a majority of our people do not view the subject from this standpoint, and have not come to regard the sale of cider as an evil equal to the sale of other drinks that are held to be intoxicating by the law. It must also be remembered, that any law to be effective and permanent, must express, not simply what its friends deem to be wise, but what the aggregate moral sense of the people recognizes as right. It will not be denied that many shops where, professedly, nothing stronger than cider is sold, either in consequence of the age of the cider or of its being mixed with stronger liquors, are among the worst drinking places in the State. This is especially observable at the present time, in places where the enforcement of the law makes it difficult to obtain other liquors.

Many young men supposing the beverage sold to be harmless, take their first departure towards a life of shame and disgrace, in these places. Against the sale of cider when it is simply a harmless beverage, there is, I presume, no desire to interfere, but when by age or adulteration it becomes intoxicating, and is retailed and drunk for its intoxicating qualities, and tends to educate the appetite for stronger liquors, the sale becomes a positive evil.

Conscious of the difficulties attending legislation upon this subject, I submit these suggestions for your consideration, in the hope that in your wisdom you may be able to embody the principles upon which they are based in the form of law that would be practicable in its operation, and commend itself to the judgment of the people.

## SAVINGS BANKS.

The present number of Savings Banks doing business in the State is fifty-four; five having organized during the year.

Whole amount of deposits \$26,184,333.03; being an increase of \$3,366,530.58 since the last report.

The Bank Examiner states that the total amount of deposits in the Savings banks of the State exceeds the total of the capital, circulation and deposits of all the National banks in the State by nearly two millions dollars.

## REFORM SCHOOL.

The management of the Reform School is generally satisfactory. The Trustees report that the farming operations have been unusually successful, the health of inmates remarkably good and the progress in the school commendable.

Whole number in the school, one hundred and forty.

## SWEDISH IMMIGRATION.

The number of our Swedish immigrants has been increased during the past year by the arrival of three hundred more, who came without any promise of aid by the State, to join their countrymen.

This increases the immigration from Sweden to thirteen hundred, about one-half of whom are in New Sweden. The others are variously employed in other parts of the State. The colonists have built one hundred houses and eight barns. They have erected and put in operation one saw-mill and two steam shingle mills. They have now in the colony seventeen horses, sixteen oxen and seventy-six cows. During the year they have paid \$2,040.00 towards the supplies furnished them, in labor on the roads. Thirty miles of roads in the township are now passable. A school of seventy or eighty scholars, in which the English language exclusively is taught, has been sustained about four months of the year and is now in successful operation.

The large amount of rain and wet weather of the past season has made the clearing of land and harvesting of crops somewhat difficult in the older portions of the State; but in New Sweden, where the clearings are necessarily small and where more rain has fallen than in the southerly and westerly portions of the State, it has been with very great difficulty that land could be cleared or crops properly harvested. Two-thirds of the land intended for crops in 1872 remain uncleared on this account. They, however, succeeded in sowing one hundred and eighty-seven bushels of spring wheat, and in planting eight hundred and seventy-seven bushels of potatoes, besides winter wheat, rye, oats, barley and

other crops. This is only about one-third of what they would have sown and planted if the season had been as favorable as the average. It would have been sufficient, however, to place the colonists above want, if the season had been ordinarily favorable; but the long continued rain caused the wheat to rust and the potatoes to rot, so that not more than half crops were realized.

In a letter to me dated November 28, 1872, signed by a committee in behalf of the colonists, they express great disappointment on account of their inability to clear more land and the partial failure of their crops, but they do not appear discouraged. They acknowledge with gratitude the aid the State has given them. They say they are inured to labor and ready to work; that they are "acquiring a knowledge of our language and customs; and striving to gain a knowledge of our form of government, so that when they receive the rights of citizenship they may be men and not dependent children." They predict that New Sweden within ten years will by means of natural increase and immigration, number its citizens by thousands. A large portion of these people came on our invitation. They have done the best they could. The failure of their crops is no fault of theirs. We must not allow them to suffer. The Report of the Board and Commissioner of Immigration, containing a complete statement of the condition of the colony, will be laid before you at an early day.

#### PUBLIC LANDS.

The report of the Land Agent makes a complete exhibit of the business of that office. In my last annual address, I called attention to the claim made by the European and North American Railway Company to certain lands set apart for settlement. I also stated that parties were cutting timber on a portion of these lands under permits from said Railway Company. These parties were, after due notice, proceeded against as trespassers, according to the provisions of law. This was followed by actions against the Land Agent and the sheriff of Aroostook county. Two of these cases, involving the questions at issue between the State and the Railway Company, are to be argued at the law term to be holden in Bangor in June next.

#### FISHERIES.

The report of the Commissioners of Fisheries will be read with interest. Important suggestions are made for the restoration of valuable species of fish into waters where they were formerly abundant, but from which they have been expelled by artificial obstructions. The protection of this important interest on our shores, and in our bays and inland waters, is of great importance to the State. I commend the suggestions of the Commissioners in regard to certain amendments to the law, to your consideration.

## INSTRUCTION FOR DEAF MUTES AND THE BLIND.

We are now supporting in the American Asylum for deaf and dumb at Hartford, Conn., fifty-six pupils at a cost of \$175 each per annum. We are also paying the same sum in part support of three pupils in the Clark Institution for deaf mutes at Northampton, Massachusetts.

The Asylum in Hartford is under efficient management and the teaching appears to be thorough and practical, both in the school-room and work-shop. I have not had the pleasure of visiting the school at Northampton where articulation and lip-reading are taught, but am informed that it is in all respects an excellent institution. We also have eight students in the Perkins Institution for the Blind at South Boston, who appear to be making good progress towards the ability to support themselves.

## ORPHANS OF SOLDIERS AND SEAMEN.

The orphans of soldiers and seamen have continued to receive the fostering care of the State. The fathers of these children gave their lives in defence of the country, and the least we can do is to adopt their orphans as children of the State. No obligation is more sacred than this and none will be more cheerfully performed. The number in the Orphans' Home at Bath is now fifty-seven. Too much credit cannot be given to the friends of this institution for their substantial aid, and their devotion to the welfare of these children. The thanks of the State are especially due to Mrs. C. A. L. Sampson, who without compensation has devoted almost her entire time to this work of love.

By the terms of an appropriation to the Orphan's Home in Bangor, that Institution is to support such orphans of soldiers and seamen as may be placed in its charge, not exceeding twenty. Ten such orphans have been in the Home during a portion of the year. There are now three. The management of this Home appears to be all that could be expected or desired, evincing great devotion and sacrifice on the part of those who have the management of its affairs.

The Board of Guardians of Indigent Orphans of Soldiers and Seamen is charged with the duty of aiding such of these orphans outside of the institutions here referred to as their necessities require. This duty, often embarrassing, and always requiring careful discrimination, the Board has endeavored to perform in that spirit of tender regard for these wards of the State which prompted the appropriation for their benefit. Four hundred and nine orphans have been aided in this manner during the year.



## INDUSTRIAL STATISTICS.

The attention of the last legislature was called to the importance of providing for the collection and publication of the industrial statistics of the State. No man has attempted to study this subject without being convinced of the great need of reliable statistical information. A knowledge of what we are expending and doing in every branch of our widely varied industries, with the products of each, and the aggregate of all, would be valuable to our own people, and attract attention to our undeveloped resources. The expense of collecting and publishing these statistics would be insignificant when compared with the advantages that would be secured. I hope you will provide for the performance of this work by one of the State departments, or by the appointment of an officer for this special duty.

## INDUSTRIAL SCHOOL FOR GIRLS.

The last legislature incorporated the Maine Industrial School for Girls. The corporators have held one meeting and organized by the choice of Hon. Benjamin Kingsbury, Jr., of Portland, President, and Hon. E. R. French of Chesterville, Secretary. A benevolent lady in Hallowell, who is interested in this subject, offers to the State a donation of real and personal estate valued at ten thousand dollars, on condition that there be established in the city of Hallowell, by public or private benefactions, or both combined, an industrial school for girls belonging to this State, for the purpose of training them up in industry and virtue. Another lady in the same city proposes to donate a lot of land valued at two thousand dollars, on the same conditions. The interests of morality and humanity are pleading most eloquently for an institution of this kind. A small beginning would test its utility and answer for the present.

## BRIDGE ACROSS THE ANDROSCOGGIN RIVER.

The last legislature appropriated three thousand dollars to aid the town of Gilead in building a bridge across the Androscoggin river in that town, on condition that should the bridge cost less than eight thousand dollars, the amount paid should not exceed three-eighths of the whole expense. The bridge has been economically but substantially built at a cost of about \$4,000, of which \$1530.-84 has been paid from the State Treasury, agreeably to the provisions of the resolve, leaving in the Treasury the unexpended balance of the appropriation, amounting to \$1469.16.

## OUR JAIL SYSTEM.

For the third time, I deem it my duty to call the attention of the legislature to the pernicious and demoralizing system that characterizes the management of our jails. I am not aware that there is any occasion for complaint against those who have the charge of these institutions. They no doubt do the best they can with their opportunities. The fault is in the system itself. Crowding together the most hardened criminals with persons of all ages and guilty of all grades of crimes, including those who are only suspected and awaiting trial, with nothing to do but to study wickedness, devise plans for other crimes, and poison still more the minds of each other, is promotive rather than preventive of crime. I will not repeat the suggestions I have heretofore made on this subject, but will call your attention to the able report of the Commissioners upon the jail system of the State, made to the legislature in 1871, and the bill which accompanied it. I earnestly hope you will inaugurate a system that will furnish for those confined in our jails, some industrial employment, and better opportunities for intellectual improvement.

## NORMAL SCHOOL BUILDING AT CASTINE.

The last Legislature appropriated twenty thousand dollars for erecting, furnishing and warming a suitable school building for the Eastern Normal School. The contract was awarded to Foster and Dutton of Bethel, who have, in the opinion of competent judges, erected a thoroughly substantial building, and one every way adapted to the purpose for which it was designed. The building is an ornament to the place, and a credit to the State.

## MONUMENT TO MAJOR GENERAL WILLIAM KING.

In accordance with a resolve of the last Legislature, the Governor and Council have made such repairs on the foundation of the monument, erected by the State at Bath to the memory of the late Major General William King, and on the grounds and fence enclosing the same, as were found necessary to put them in good condition. The expense incurred was one hundred and fifteen dollars.

## PENOBSCOT TRIBE OF INDIANS.

The trust funds of this tribe now amount to about \$73,000, which is deposited in the State Treasury. The interest, amounting to nearly \$4,400, is expended by the Indian Agent for support of the poor, and for other necessities of the tribe.

By the terms of the existing treaty the State is bound to furnish certain articles amounting to about \$2,000 annually. The State

has also made annually a further appropriation of about the same sum. The rents of the shores and islands owned by the tribe have been largely increasing, and now amount to about \$5,000 annually. This is added to the Trust Fund, as the law provides. The Indians see no reason why they may not have the proceeds of the rents for their present use. As there is no special occasion for the increase of this trust fund, I suggest that it would be well to allow this income to be used for the benefit of the tribe; the State could then be relieved from the special appropriation usually made, leaving only the obligations of the treaty to be provided for.

#### INSURANCE.

The Insurance Commissioner, in his last annual report, makes some suggestions in regard to important changes in the insurance laws, to which I invite your attention.

This is a subject in which all classes of our people are deeply interested. No wise man deems it prudent to invest the means on which he and his family depend for support in property liable to be destroyed, or in business without some form of insurance.

The great fires in Chicago and Boston, which carried down so many insurance companies, and by which many of our own citizens have suffered severely, have attracted attention to the general management of insurance companies, and their failure to meet their obligations in emergencies, when the insured most need the relief for which they supposed they had provided. The failure of an insurance company to meet its obligations affects not only the person who is compelled directly to suffer the loss, but he may in consequence fail to meet his own liabilities, and carry many others down with him. Besides this, it is no little annoyance, when one supposes he is insured, to find his policy worthless, whether his property has been destroyed or not. It would seem that as fire and marine insurance companies doing business in this State only pay back for losses a little more than fifty per cent. of what they receive from the insured, they should be able to accumulate enough to meet any liabilities that business men of ordinary prudence would assume in a single city. If my judgment is not at fault, no company should have been allowed to take risks in Boston, or any other city, beyond what they could meet if the whole city had been destroyed.

The people expect to pay large rates for insurance, but, having done that, they very properly desire to know that they are absolutely insured. After a man has paid one or two thousand dollars a year for fifteen or twenty years for insurance, and then meets a loss by which he is entitled to one-half what he has paid the companies in which he is insured, it is hard for him to be informed that he

must settle for fifty cents on a dollar, and yet such cases are not uncommon. It would certainly be wise to limit the amount of risks which companies are allowed to take, to their ability to meet any liability that could arise in the ordinary course of events. The amount paid by life insurance companies on account of losses is so small, compared with what they receive from the insured, (being less than sixteen per cent.) that they can hardly fail to be in condition to meet their liabilities.

The State of Maine pays to life insurance companies out of the State, nearly a million dollars annually more than is received for losses. This, for the present at least, is so much capital removed from the State every year, and suggests whether it would not be advisable to require a portion of this capital to be invested in the State, where it would aid our own business enterprises.

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

I deem it my duty to renew my previous recommendation relating 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. My convictions in regard to the advantages of these changes have been strengthened since the recommendation was made two years ago. The passage of appropriate laws providing for the organization of railroad and all other corporations, where only the power and rights usually granted are sought for,—which I hope will not be delayed beyond this session,—will make annual sessions entirely unnecessary except in special emergencies, when the legislature can be convened by the executive. This would save one-half of the time and expense of elections and the political campaigns that precede them; and some fifty thousand dollars of legislative expenses every two years. The interests of law and order will not suffer by the change; and the legislature, being relieved of many exciting and sometimes demoralizing questions in which large monied corporations are interested, would be at liberty to devote more time with greater singleness of purpose to necessary legislation.

#### GEOLOGICAL SURVEY.

The question of renewing the geological survey of the State will be presented for your consideration. It is believed that such a survey would bring to light treasures that now lie buried or unappreciated within the State. The amount of wealth already found in the partially developed condition of the State justifies the expectation that great advantage will be gained by a complete knowledge of our hidden resources.

## HARBOR COMMISSIONERS.

Your attention will be called to the propriety of establishing a State Board of Harbor Commissioners. I am not prepared to make any recommendations on the subject, but many whose business and observation lead them to its consideration, are of the opinion that such a board would be of great advantage to the commercial interests of the State.

## BATTLE FLAGS AND TROPHIES.

The last legislature made an appropriation "to be expended under the direction of the Governor and Council in providing suitable cases for the preservation of the colors and trophies in the rotunda of the capitol." Suitable cases have been provided and the colors and trophies appropriately arranged.

It is fitting that, as we and those who come after us, enter this building, our eyes shall first rest upon these silent but eloquent reminders of our great national struggle. They will bring to remembrance the price this generation has paid for the preservation of our national union, and inspire devotion to its principles.

The soldier as he gazes upon the old regimental flags under which he fought so bravely and triumphed so gloriously, and reads the names of the battles inscribed upon their folds, and calls freshly to remembrance the trying scenes attending them, will drop a tear for the memory of comrades lost, and breathe a prayer for the country he loves better than life. Every star, every stripe, every color and letter of these battle torn flags are sacred to him who loves the cause they represent. Let them be faithfully protected and sacredly preserved.

## CENTENNIAL EXHIBITION.

A centennial exhibition in commemoration of our independence is to be held in Philadelphia in 1876. The Commissioner for the State of Maine has attended all the meetings of the Commissioners, and reports that the preliminary arrangements are progressing favorably. Maine should be especially interested in this exhibition, as it will give our citizens an opportunity to bring the products of our industry to the attention of the people of our own and other nations. It is fitting that this State should respond promptly to any demands for the promotion of this great national enterprise.

## IMPROPER LEGISLATION.

My duty on this occasion would be but partially performed if I should fail to renew the suggestions made to your predecessors in regard to special and private legislation. An inspection of the

acts of the last legislature shows that the number of public laws passed was eighty-seven, and that they were printed on fifty-five pages of the volume in which they are published by the State; while the private and special acts number one hundred and ninety-one, and cover two hundred and eight pages. Some of these latter acts are for the organization of companies, for which ample provisions are already made by law. One-half, at least, of this legislation could be saved by appropriate laws, based upon general principles, with suitable limitations and restrictions. This would save delay and expense to the parties interested, and secure more exact justice and greater uniformity in the application of the law. It would also save much time of the Legislature, and reduce the expenses of the State.

Great caution should also be used by legislators to prevent the public laws from being incumbered by acts designed to meet some special case in which some one happens to be interested, without reference to their bearing upon the general administration of justice. Such acts are not unusual, but always pernicious.

One of the most dangerous, as well as most common evils of legislation, is the practice of postponing many of the most important questions until the hurry and confusion of the last hours of the session. Maine legislators have been no more at fault in this regard than other similar bodies, State and National. But it is better to disregard than to perpetuate a bad precedent. May we not hope that this Legislature will not commit this common sin against the demand for well considered legislation? There is more danger in too much, than in too little legislation. Our Revised Statutes, with a few amendments and additions, now contain the laws of the State. It is hoped they will not be unnecessarily changed.

In conclusion, gentlemen, I assure you that I shall be happy to cooperate with you in all proper measures calculated to develop the resources of the State, and to advance the moral and intellectual growth of the people.

SIDNEY PERHAM.

JANUARY 2, 1873.