

MAINE STATE LEGISLATURE

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ACTS AND RESOLVES

OF THE

SIXTY-SECOND LEGISLATURE

OF THE

STATE OF MAINE.

1885.

Published by the Secretary of State, agreeably to Resolves of June 28, 1820,
February 18, 1840, and March 16, 1842.

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1885.

GOVERNOR ROBIE'S ADDRESS.

Gentlemen of the Senate and House of Representatives :

In obedience to the voice of the sovereign people, you have been summoned to this capitol as the law-making power of the State of Maine, and it becomes your duty to enact such laws as will best promote its moral, intellectual and material interests. Your presence here is the fulfillment of the popular will; and I welcome you to the honorable and responsible duties of the hour.

My re-election to the position of Chief Executive of the State is a source of great satisfaction to me, for it is an indication of the continued confidence of my fellow citizens, for which I take this opportunity to express my gratitude, although I am conscious that no acknowledgment of mine can measure the honor thus conferred. I recognize the need at all times of a humble independence upon the strong arm of a wise Providence; and in the performance of responsible executive duties, I shall also require that assistance which the experience and patriotism of the co-ordinate departments of the State government are able to render, that the people may enjoy all the benefits of a faithful and impartial administration.

The biennial period which has intervened since the assembling of the last Legislature of this State has furnished facts and data for our thoughtful consideration. Our people have been highly favored; the fearful epidemics of other lands have not visited our borders; while other portions of our country have been devastated by the fury of the elements, our State has been comparatively unharmed. We have had an abundant harvest, and there has been a reciprocal confidence and friendship throughout the nation in all the departments of trade, commerce and social life. For these and all kindred blessings,

let us, as a State, render a grateful acknowledgment to the Source of All Good; being ever ready to extend sympathy to the suffering and unfortunate everywhere, and, when necessary, the private and public material aid of a generous people.

IN MEMORIAM.

It is proper at this time that we should pause, and render a deserved tribute to the memory of three of the most distinguished Ex-Governors that ever presided over the affairs of our State. The late Hon. Lot M. Morrill passed away soon after the convening of our last Legislature, and the event was properly noticed by that body. It would seem unnecessary to enumerate the virtues of a man so well-known and so universally respected and beloved throughout our State. His private and public character is a noble example of power and excellence.

Near the pulpit of the First Universalist Church of Portland a very appropriate memorial tablet has been set up, which bears the following inscription:

IN MEMORIAM.

ISRAEL WASHBURN, JR.

Born June 6, 1813—Died May 12, 1883.

Representative to the United States Congress,

Governor of Maine,

Collector of the Port of Portland.

An honored and useful life.

The people of the State of Maine bear willing testimony to his eminent public services and high devotion to principle, for he was always found faithful. His loyal and generous acts are associated with one of the most eventful periods in the history of our State, and the memory of our late War Governor and his scholarly and patriotic words and example will endure longer than brass or marble.

Just as we were leaving our homes we were again reminded that Death is ever busy at his appointed work. Another man upon whom the people have wisely conferred their highest honors has passed away. Hon. Abner Coburn, the represen-

tative man of the best characteristics of New England simplicity, integrity and economy, is no more. Cradled in the adversities of earlier times, he has left a record of bright examples which the young men of our State may well follow. His life is a monument of great usefulness, of high public spirit and patriotism. To his financial ability, his indomitable courage and high executive attainments, more than to those of any other one man, Maine owes her central system of railroads. To his liberal endowments many of our educational and charitable institutions owe their developed power of enlarged usefulness. Called to the office of Governor during the most trying period of the late war—in 1863—he displayed firmness, sagacity and patriotism, of the highest order. His life, character and achievements are an honor to Maine, and proud is the State that can claim the birth and citizenship of such a man.

The State from time to time has made appropriations for portraits of our great men, whose public achievements and virtues entitle their memories to be thus perpetuated, and it would be well to consider what public recognition shall be accorded to these men. Appropriate and lasting memorial honors are but a just recognition of the valuable services of our distinguished statesmen, and add to the dignity and reputation of the State.

LEGISLATION.

Experience justifies the suggestion that all public questions submitted for your consideration should receive thoughtful and careful examination, and that the more important matters of legislation should command the attention of the early days of the session. I am aware that the salary which the members of the Legislature receive is inadequate for the time and money spent in the careful consideration of legislative subjects, which oftentimes seriously affect vast public interests. The pay which members receive in many instances does not meet the necessary expenses of the session. Biennial sessions in our State necessarily lengthen the term of active service of the members of the Legislature, and so far without additional compensation. The public labor incident to the present session will probably approximate that of two

ordinary annual sessions, and the just compensation of members is among the subjects which now might well be considered. We should not, however, wish to invite an increase of legislation by more liberal salaries, for change of the public laws is not always beneficial. That conservatism is to be desired which refuses to set aside the old, until something better can be substituted. Legislation is a sacred trust and should be carefully and faithfully executed ; certainty and stability should be the essential elements of all the laws of a popular government. We sometimes find in recent public enactments serious errors of expression, ill-advised and crude amendments, omissions, neglect to repeal conflicting laws, inharmonious sections and careless engrossment. These are among the deplorable results of hasty legislation. The care and time which have heretofore been exercised in our State have practically remedied these evils, but nothing should be left undone that will promote efficient legislation. In the interest of economy, I would recommend the practicability of the Legislature employing the services of a special draftsman to place in correct form bills to be passed.

THE NEW REVISION OF THE STATUTES.

The fourth revision of the General and Public Laws of the State, commenced in 1881, was completed by the Commissioner, the Honorable Charles W. Goddard, under the supervision of a legislative committee, and went into effect on the first day of January, 1884. By a wise incorporation of the legislation of 1883, the Revised Statutes now embraces the entire body of our public laws.

It is but justice to the Commissioner and to the Commission, to remark that this responsible duty has been faithfully performed, and that the work commands, as is believed, universal approval. The style of the text is concise, clear and modern, the arrangement orderly and lucid, and the mechanical execution is entirely satisfactory. After so exhaustive and careful revision of our Public Laws, which now embrace the legislative wisdom and experience of over sixty years, it is to be hoped that all unnecessary changes will be avoided by the conservatism of thoughtful legislation.

PUNISHMENT OF CAPITAL CRIMES.

It becomes my painful duty to call your attention to the fact that during the past two years an unusual number of cold-blooded murders have been committed in this State. The change in our laws in regard to capital offences has not afforded that protection to human life that was anticipated. Through the vigilance of the officers of the law, in all but one instance, the criminal has been apprehended. Five murderers have been tried, convicted and sentenced to be hung, two sentenced for life in State Prison, and others are awaiting trial. There is a sentiment among our people that executive clemency should modify the extreme penalty of the law in each case. It cannot escape the observation and judgment of the people of our State, that the Constitution sets forth that each branch of the government has special and separate duties to perform in regard to our laws; one to make, one to judge and one to execute. The will of the popular legislative branch of the State cannot be held too sacred, and its deliberate enactments require prompt and certain execution. In the revision of the law fixing the penalty for capital offences, the day of execution of a person condemned to death is now fixed and made certain by judicial authority, leaving no discretion in the Chief Magistrate, but to issue the warrant for execution. It will, therefore, be my purpose, however painful, to execute this law, unless extraordinary circumstances should demand an interference as an act of justice and mercy.

For thirty years previous to 1875, the death penalty was on the Statute Book of our State, but its execution was disregarded, except in one instance. The Legislature of 1875 made it certain whose duty it became to fix the day of execution. This change of the law was followed by warrants from the Governor for two executions for the crime of murder. We have to-day similar jurisdiction and responsibility. The law, however, providing for the death penalty, was repealed immediately following its certain execution in 1876, and imprisonment at hard labor for life was substituted. With these suggestions, I leave the matter for your serious consideration.

MATTERS SUBMITTED TO THE EXECUTIVE COUNCIL
BY THE LEGISLATURE.

The question of making an abatement of the State tax of several towns, and adjusting the claims of a number of private citizens, as set forth in petitions referred to the Executive Council by the action of the Legislature, has been duly considered. Each of the parties was notified that there would be a hearing. The evidence and the facts offered were not in either case considered sufficiently conclusive to warrant the recommendation of any change in the State valuation or the recognition of any just claim for abatement.

The matter of inquiry into the practicability of building a new insane hospital, has received the attention of the Executive Council, and the report will show that nothing has been elicited favorable for such an undertaking.

The resolve for building an addition to the State House contemplated such an examination and exhibit as would show the plan, specifications and cost of such an enlargement. The report of the Executive Department of 1884, with accompanying plans and an estimate of probable cost, has been made, and will be transmitted to you in the early part of the session. I trust the importance and necessity of better and safer accommodations for the most valuable property of the State will be duly considered by this Legislature.

STATE FINANCES.

The adoption of the biennial system of legislation seems to make a review of the finances of the State for the past two years desirable in this message, and it is accordingly given in brief.

RECEIPTS AND EXPENDITURES.

The cash on hand January 1, 1883, was.....	\$474,704 52
The receipts during the year amounted to	<u>1,386,684 63</u>
Total.....	\$1,861,389 15
The expenditures during the year amounted to..	\$1,773,784 96
The cash in the treasury Dec. 31, 1883, was..	<u>87,604 19</u>
Total.....	\$1,861,389 15

The cash on hand January 1, 1884, was.....	\$ 87,604 19
The receipts during the year amounted to.....	1,307,648 11
Total.....	<u>\$1,395,252 30</u>
The expenditures during the year amounted to..	1,202,932 89
The cash in treasury Dec. 31, 1884, was	192,319 41
Total.....	<u>\$1,395,252 30</u>

LIABILITIES AND RESOURCES.

<i>Liabilities.</i>	Jan. 1, 1884.	Jan. 1, 1885.
Bonded debt.....	\$5,316,900 00	\$5,266,000 00
Trust funds.....	717,862 02	717,353 92
Due school district No. 2, Madison.....	1,000 00	1,000 00
Soldiers' bounty scrip	800 00	800 00
Balance due on school fund, rolls of accounts, interest and warrants uncalled for, &c	419,958 88	402,730 11
County taxes collected.....	12,400 98	11,836 17
	<u>\$6,468,921 88</u>	<u>\$6,399,720 20</u>
<i>Resources.</i>	Jan. 1, 1884.	Jan. 1, 1885.
Sinking fund.....	\$1,709,392 23	\$1,826,200 00
Uncollected taxes.....	896,587 25	873,139 18
Cash in Treasury	87,604 19	192,319 41
Balance, net indebtedness of State.....	3,775,338 21	3,508,061 61
	<u>\$6,468,921 88</u>	<u>\$6,399,720 20</u>

The actual net indebtedness of the State was reduced during the year 1883, \$108,334.37; during the year 1884, \$267,276.60.

Total for the two years, \$375,610.99.

BONDED DEBT.

The total bonded debt of the State, less the sinking fund, January 1, 1883, was.....	\$4,178,715 00
" " 1884, " 	3,607,508 00
" " 1885, " 	3,439,800 00

Showing the very creditable reduction of \$571,207 for the year 1883, and \$167,708 for the year 1884. Total for the two years, \$738,915.

PUBLIC INDEBTEDNESS.

The net reduction of indebtedness of all the counties of the State for the year ending December 31, 1882, appears to have been \$61,436.91; for the year ending December 31, 1883, \$34,918.97; total for the two years, \$96,355.88; which is an average of \$48,178.94 per annum, or nearly one-fourth of the entire indebtedness of all the counties. The net reduction of indebtedness of the cities, towns and plantations of the State for the year ending March, 1883, appears to have been \$396,655.81; for the year ending March, 1884, \$428,368.05; total for the two years, \$824,023.86, which is an average of \$412,011.93 per annum, or about one-twenty-third of the entire municipal indebtedness of the State. The State indebtedness was reduced during the two years, 1882 and 1883, \$574,812.41, which is an average of \$287,406.20 per annum, or about one-twelfth of the entire State indebtedness.

These statements show that the people of Maine have been reducing State, county and municipal indebtedness at the rate of \$747,597.07 per annum, which is about one-eighteenth of the entire public debt, and at the same time have been increasing the taxable valuation of their estates at the rate of \$2,453,668 per annum, while the population has been increasing at the rate of 7,093 per annum. This statement indicates thrift and substantial progress, and is very encouraging.

SAVINGS BANKS.

The full and accurate report of our efficient Bank Examiner, gives a very flattering exhibit of the condition of our savings banks. There is, perhaps, no better evidence of the prosperity of our State, than the constant growth of deposits made therein for the past twenty-five years. In 1860 the deposits were \$1,466,457.56. In 1879 the deposits amounted to \$23,052,633, while at the close of the year 1884, the aggregate was \$32,913,835.10, which shows in twenty-five years a gain in deposits of \$31,000,000; in five years an increase of

nearly \$10,000,000, and further comparison shows an increase of \$3,409,945.45 over the total deposits of two years ago. The number of banks is fifty-four. The present number of depositors having open accounts is 105,680, or about one-sixth of our entire population. The average amount to each depositor is \$311.44 which is conclusive evidence that this vast loan fund is the accumulation of the increasing earnings of our industrial classes of moderate means. The laws have wisely provided that all investments should be made in securities of the highest character, and, although this direction may not secure the highest rate of interest, it is necessary for safety. The banks, however, are able to pay to the depositors four per centum, and hold a reserve fund, for the protection of depositors against possible losses, of \$1,100,000. The careful management and sound condition of the affairs of the savings banks are assured by the value of their assets, representing more than \$4,000,000 in excess of their actual liabilities; this is an accumulated profit of 12 per centum, and belongs to the depositors, when divided. The aggregate dividends paid to the depositors the past year was \$1,284,444.80; and the State has received, for taxes upon deposits as a part of our school fund, \$191,817.63 — a larger revenue than it ever before received in a single year from that source. The savings banks of Maine were never more worthy of the confidence of the public than at the present time. A system which shows such results is a great success, and measures the thrift and economy of our people. The Legislature, which, in a measure, is the guardian of the property of the people, should continue to exercise great care that these institutions are protected by wise and careful legislation, but for the present there seems to be no necessity for any change of law.

MILITARY.

The experience of the past year in several States of this Union, demonstrates that large populations are subject to internal disorders and riots, beyond the control of civil authority. The action of the General Government in prohibiting the assistance of national troops in the several States, as a *posse comitatus*, to suppress riots and secure obedience to local law, renders it imperative upon the State to provide

effectual means to protect the lives and property of its citizens from internal violence. Two regiments of the State militia, of eight companies each, one unattached company, and one four-gun battery of light artillery of two platoons, located at Lewiston and Brunswick, numbering in all 1072 officers and men as against 963 in 1883, are fully armed and equipped, and constitute a brigade under the command of Gen. John Marshall Brown, an officer of great merit. There are also five uniformed companies of reserve militia, well organized and equipped, numbering 247 officers and men. The last enrollment of our State militia numbered 94,832 men. The entire militia of the State constitutes a division and is under the command of Maj. Gen. Joshua L. Chamberlain, to whom the State is greatly indebted for its efficient military organization.

The two yearly encampments at Augusta since our last session were well attended, and the several reports of experienced army officers who were present speak favorably of the military discipline and efficiency in the school of the soldier, displayed by the several companies.

The expense of providing for the military arm of the State may appear large, but by close comparison, we find it falls short of that of other States, of less population and valuation, and in no case are we excessive in expenditure. Our military expenditure for 1883 was \$15,974.46 for 963 officers and men; cost per man, \$16.59. For the same year the State of New Hampshire expended \$25,000 for 1194 officers and men; cost per man, \$21.80. Massachusetts, \$141,836.19 for 3892 officers and men; cost per man, \$36.44. Rhode Island, \$24,000 for 1194 officers and men; cost per man, \$20.90.

In our country the sentiment of the people is opposed to a large standing army; it is therefore more important for our permanent security that there should always be a nucleus of defence in a volunteer organization. The citizen soldier of our volunteer militia should be so efficient in military science, that in the hour of danger, he may be able to impart to raw recruits that essential knowledge which proved so valuable in the recent war. Military education and discipline should be encouraged by every patriotic citizen of the

State. The day of wars is not over, history will sooner or later repeat itself, and there is no immunity from foreign or internal foes.

MAINE STATE COLLEGE OF AGRICULTURE AND
MECHANIC ARTS.

The claims of this College for continued public support may well rest upon its merits, and what it has done for the State. It has graduated 206 students. Of this number who are in active business, 11 per centum only are engaged in the so-called professional pursuits, while 89 per centum are engaged in varied industries, in which agriculture and mechanical pursuits are well represented. Quite a number of students have been, heretofore, connected with the College, whose means, unfortunately, were not adequate to complete a full course of study. The generosity of the State has lessened the burdens of such, and of many graduates from industrial homes, who have been ambitious, but could not otherwise acquire the necessary knowledge to become skillful in the practical pursuits of life. The whole number of students who have enjoyed the advantages of this Institution is 532, which does not include 92 students now catalogued in the College. The Institution has received from the State \$200,318, and there has been expended on grounds, buildings, apparatus, stock, etc., \$150,000. The appropriations from the State for current expenses have been less than \$3,500 per annum. The State of Michigan, like our own State, has taken a deep interest in its Agricultural College, and has appropriated during the past twenty-eight years for it \$609,833 in cash, or \$21,780 per annum. Of this sum about \$11,000 has been required annually for current expenses. This comparison might be extended; but it would simply show what other States are doing, and perhaps should be a stimulus, as far as our own means will permit, for our State to do likewise. The receipts from the endowment fund and tuition are not sufficient to meet the expenses of instruction and the many and necessary current expenses of the Institution. The State will be obliged to take care of this deficiency in order to preserve this valuable Institution for the advanced education of young men and women of the

industrial classes. The Trustees will ask the Legislature for additional appropriations to enlarge and increase the facilities for imparting instruction in the essential departments of the College. This is a College for the people, and should receive a popular support, and I would urge that the State give the Institution a liberal appropriation. It is gaining in public confidence, represents an important place in our system of popular education, and should be strong and progressive in all its points. I commend to your careful attention the several reports of the College.

INDUSTRIAL SCHOOL FOR GIRLS.

The Industrial School for Girls at Hallowell is no longer an experiment. Its practical efficiency as the means of rescuing from evil and placing in the way of improvement a class of helpless individuals, thereby subserving the interest of the State, has been so conclusively demonstrated, that to neglect to care for it by necessary financial aid would be unwise and improvident. Among all our reformatory and humane institutions, there is none which shows more substantial results or is supported by more economic and common sense reasons. By a series of tests and experience in various States of the Union and in other countries, the good influence of these industrial homes on the young girls who enjoy their advantages, is conceded by thoughtful legislators and humane citizens.

For some time the single building of the Maine School has been over-crowded by inmates, and new demands for admission have had to be refused. This makes necessary another edifice. The State, by its laws, provides for sending to this School a specific class of persons. The law, in this respect, cannot be obeyed unless the Institution has the requisite accommodations to receive the u.

The claim that the unfortunate girls of our State have upon public charity is certainly equal to that of the boys of the same character, who have been so liberally provided for by the State. Private benevolence from time to time has been enlisted for this Institution, and not for the other, and during the past year an earnest appeal for aid has been made by its Trustees and friends, and thereby about \$7,000 has been

secured. This is in addition to the \$13,500 contributed from private sources and expended on buildings now in use. The new private subscription has been used, under the direction of the Trustees, to build the foundations, walls and roof, and to finish the exterior of a substantial edifice of granite and brick. When the new home shall have been completed and organized, Maine will have a humane and educational institution for the present and future generations, of which the State may be justly proud. The first building was erected ten years since by private aid and the grant of an equal amount of financial assistance by the State. I would, therefore, recommend that the Legislature give the subject due consideration, and that the necessary sum to complete and furnish the new edifice be appropriated, which can be but little larger than the amount private individuals have already contributed for the purpose.

REFORM SCHOOL.

The affairs of the Reform School are under efficient management, and are administered with commendable discretion and fidelity. The teaching appears to be thorough and practical, both in the school-room and workshop.

The health of the boys for the past two years has been remarkably good. The average number in the School has been about 100. No obligation imposed upon the State is more sacred, and no one should be more cheerfully performed, than the care, education and reformation of the youth who have taken their first steps in crime, almost entirely by the force of circumstances or inherited tendencies. It is earnestly hoped that the finances of the State will allow all necessary means and appropriations for the full and complete development of our reformatory system and institutions, so essential to the inmates and to the welfare of the State. The law of the last Legislature, providing for the establishment and maintenance of a Mechanical Department at the Reform School, in which boys can be instructed, has been compiled with, under the direction of a committee of the Executive Council. Instruction in this department commenced December 21, 1883, under the charge of a competent mechanic, in a building erected for the purpose, judiciously equipped with

benches, tools and machinery, and capable of accommodating twenty-four boys. The results, and the proficiency made by the boys, in this department, seem fully to vindicate the wisdom of the law establishing it. An exhibit of the articles manufactured by the boys was made at the State Fair, at Lewiston, in September last, and was highly complimented by those who examined them. The same have been forwarded to the New Orleans Exposition for exhibition. With competent management and suitable support from the State, it is believed the new department will be a success, although it may still be regarded as an experiment. Its cost has been within the appropriation for its establishment and maintenance for the first two years.

The law providing for the appointment of a Visiting Committee to this School, and defining the duties and powers of its members, is found to be conducive to the efficient management and discipline of the Institution. In order to redeem and save its wayward boys from ruin, it becomes the State to adopt the best means to secure their reformation. If a State, in its guardianship, fails to render every practical facility to improve the young men entrusted to its care, and sends them out into the world to pursue a course of crime, to a certain extent it is responsible for their offences. It is generally conceded that no other system has been devised which has given such satisfactory results as the family or cottage plan, where the opportunity is afforded to classify the boys so as to insure safety for the weaker and less hardened. It places the inmates under the constant and immediate care of the officers in charge of a family, and distributes them in such a manner as to enable these overseers to become personally interested in each member, and to adopt means of reform adapted to the peculiar needs and requirements of every individual. It is the only system by which boys can be brought directly to the good and kindly influences incident to a christian parental home. It is important that this subject should be wisely considered and acted upon.

The water supply of the Institution is insufficient and that from some sources is impure, and in case of fire the quantity would be sadly inadequate. The sources for obtaining a sufficiency of pure water on the premises are seemingly wanting. To supply this important need the most feasible and

and economical method is the introduction of the Sebago water. Ventilation, additional facilities for steam heating, repair of buildings and farm improvements are also much needed.

Various subjects relating to the School are carefully considered in the reports of the Trustees, Visiting Committee, and Superintendent for the past two years, to which the careful consideration of the Legislature is respectfully invited.

The purposes for which special appropriations are needed, in the order of their importance, and the estimated cost of each, are herewith submitted :

Sebago water and piping of building.....	\$7,000
Ventilation.....	500
Two family houses, furnished complete.....	10,000
Steam heating facilities.....	2,000
General repairs of buildings and farm improve- ments	3,800
	<hr/>
	\$23,300

The regular annual appropriations of \$13,000 for two years (1885-6) including \$2,000 for each year for Mechanical Department.....	\$30,000
	<hr/>
Total.....	\$53,300

INSANE HOSPITAL.

This Institution has always commanded the generous support of the State. It presents to-day a substantial and imposing structure of granite and brick, which is complete with all the modern improvements which science and experience have devised, for the cure, or amelioration, of the condition of the insane. It is a proud monument of the humane benevolence of a great State, and is the aggregation of the public contributions of forty-four years. We now have provided all that seems necessary for the wants of the insane of the State for many years to come. The Trustees have built during the past two years two new pavilions, capable of accommodating about one hundred patients, and giving an opportunity for a better classification. The necessity for a full completion of the buildings required an expenditure of \$13,-

443.44 in excess of the appropriation of \$40,000. The detailed accounts show the expenditures have been carefully and economically made, and the present financial condition of the Institution is an improvement over that of 1883. The receipts of the Hospital for the past year have been \$100,000, and the disbursements \$97,000. The present resources are \$51,291.84, and the liabilities \$30,513.58, leaving the net resources \$20,778.26, as against \$18,116.63 in 1883. The number of patients December 1, 1884, was 460, the same number as in 1883, but the whole number under treatment during the year was 667, of which number 207 have been discharged. The several reports of the officers show that the condition and discipline of the Institution are of a high order and that the Superintendent has faithfully discharged his onerous and responsible duties. The Hospital is considered to be one of the best in the country. The several carefully written reports of its officers will give the members of the Legislature full and accurate information, which should guide you in your action.

HOME FOR SOLDIERS' ORPHANS.

The appropriation for the Bath Military and Naval Orphan Asylum for the past two years, amounting to \$14,000, has been fully expended for the orphan children of the soldiers and sailors of the State. There are 52 children under its care, and as the number of orphans coming under the provisions and requirements of the present law as competent for admission is constantly diminishing, it becomes apparent that a broader jurisdiction as a basis for membership is necessary in order to fill the Institution up to a proper and economic standard.

The school has been well managed and is deserving of the continued assistance of the State.

STATE PRISON.

The State Prison at Thomaston appears to be in better condition, so far as cost to the State is concerned, than for many years. It is not expected that it will soon become a self-supporting Institution, but considerable progress has been

made in that direction since the present Warden has been in charge. From 1858 to 1880 the average annual cost of the Prison to the State was upwards of \$22,000. In 1880 it was \$24,551; in 1881, \$16,754; in 1882, \$14,742; in 1883, \$10,510; in 1884, \$9,200. The earnings of the convicts in 1884 would pay the salaries, pay-roll and all the incidental expenses of the Prison amounting to \$17,350, leaving a balance of only \$9,200 for the State to pay, which is a decrease of \$15,351 as compared with 1880.

During these years of financial improvement, the health and general condition of the prisoners have been steadily maintained, so that a case of sickness among them is exceptional. The total loss by sickness in the hospital during the entire year has not taken from the aggregate of labor the service of one convict for three hundred days.

At the present time there are but two departments of work carried on within the walls of the Prison, and those are harness and carriage making. The work done by the convicts in both of these departments is of excellent quality, and finds a ready sale, and the Warden manages to sell much of it outside the State. The amount of work done by the prisoners is not so great as would be done by the same number of free men, but suitable manufacturing serves the double purpose of keeping the men employed and of reducing the expense of the Institution to the State. In 1883, the profit upon the Harness Department was \$1,702.71, and in 1884, \$3,390. During the same years the profits of the Carriage Department were \$13,003.57 and \$13,800, making a total profit of both departments in 1883 of \$14,706.28, and in 1884 of \$17,190. From these figures it appears that the convicts earned in 1883 an average of \$98.70 each, and in 1884 an average of \$111.68, while the expense of subsistence of each convict was \$44.24 in 1883, and \$43.39 in 1884. The average amount earned by the prisoners actually employed in these two departments was considerably above the figures I have mentioned, the general average suffering a great reduction because of the large number of men who are capable of earning comparatively little. The total net assets of the Prison at the close of 1883 were \$91,435.35, and at the close of 1884, \$102,672.61.

During the past two years the Governor and Council have made several visits to the Prison and personally examined its condition, and listened to whatever complaints the prisoners have desired to make. The discipline of the Prison has been found excellent. During the present year it will be necessary to provide for the erection of one or two new buildings for shop purposes, as those now occupied are rapidly becoming untenable and annually require repairs which, no matter how thoroughly they may be made, are of but temporary benefit, on account of the condition of the rest of the buildings. A statement of the Prison's needs in this direction will be found in the annual report of its officers, which will be laid before you.

The number of new convicts received at the Prison in 1883 was 70; number discharged, 44; making the total number in the Prison at the end of the year, 160. The number received in 1884 was 52; number discharged, 49; making the total number in the Prison at the present time, 163.

RESOURCES OF THE STATE.

The natural resources of a State are important subjects for consideration, a correct knowledge of which is necessary that proper legislation may be secured. Agriculture furnishes limited encouragement for a livelihood when unaided by other industries, but as a result of enterprise and provident care we find the three important elements of general prosperity, agriculture, manufactures and commerce well represented and prosecuted in our State, and grouped together, they are fit monuments of our power and wealth.

AGRICULTURE.

It would seem unnecessary to occupy your time by a lengthy dissertation on the importance and value of agriculture as the leading industry of our State. The claims and interests of nearly eighty-two thousand farmers, and the diversified interests of sixty-four thousand farms, on which are living nearly one-half of our population, practically depending on their labor, and the products of the orchard, field and forest, for a livelihood, are worthy of your highest

consideration and thoughtful care. President Lincoln, in his first message to Congress, uses these words: "Agriculture is confessedly the largest interest of the Nation," and it is certainly the largest interest of our State. While this is true there should be no assumption of superiority, which seeks the injury of other interests. All of the great industries of the State are dependent upon each other; and in its progressive development, they are under an equal yoke, moving on, mutually upholding, supplementing and stimulating each other. Agriculture, however, sets in motion the sails of commerce and the wheels of the manufacturer, and is primarily the source of general prosperity, but we find there is a mutual compensation in a friendly relationship. And how shall this great industry be advanced? Recent railroad facilities, and the introduction of many new and profitable industries offer enlarged inducements to the immigrant to speedily occupy the great agricultural region of north-eastern Maine. In our extensive sea coast, broad domain and rushing rivers we have all the resources for sustaining a vast population, and there should be no lack of proper legislation to stimulate and protect individual effort by the dissemination of accurate information and statistics. What additional legislation is necessary to promote general agriculture and to facilitate the settlement of the wilderness portion of our State, is wholly within your power to determine.

Statistics show that our State is especially adapted to the three leading branches of farming, stock raising, dairying, and fruit growing, and the active prosecution of these branches should be stimulated by the favorable conditions by which we are surrounded. Associated capital by our farmers in several industries, as dairying, manufacture of potato starch, canning of vegetables and other productions of the farm, has wonderfully increased the aggregate of cash receipts from our agricultural resources. It appears in the last census, that we received a credit for making over 14,000,000 lbs. of butter, the production of which is estimated to have increased the present year to over 20,000,000 lbs., worth at least \$5,000,000 and equal to the value of our shipping in 1879. Special kinds of farming should receive special attention in order to secure larger profits and suitable encouragement, and it should be the aim of all who have the welfare of the State

in view, to encourage and stimulate these interests in every legitimate way, and if need be, to the extent of the enactment of laws and the appropriation of public money. Manufacturing and trade have been specially protected by the laws of the Nation, and the great public have willingly contributed, through the revenue department, vast sums of money for their direct protection. Agriculture, the prime source of wealth, has struggled comparatively alone, and has been content in making humble demands, while it has superior claims. I would recommend the continuation of all the usual appropriations for the advancement of agriculture.

AGRICULTURAL EXPERIMENTAL STATION.

The development of progressive agriculture is hastened by experimental work. It cannot be conducted successfully by the voluntary efforts of our farmers, for they do not possess the ordinary means and appliances for experimental investigation. The pecuniary burden which becomes necessary to cover the field and the requirements of agricultural experiments, is too large for any one industry. The best and most economical way to feed and clothe the public, interests every citizen, and is worthy of your careful consideration. The claim of the public, rather than that of the personal farmer, as an economic question, is involved in the result. Experimental work performed at public expense, and made the common property of all, is reasonable and vastly more economical. The State, as well as the farmers, needs an experimental station, which the people asked for two years ago. I hope it may be found practicable to unite it with what is being accomplished on the farm of the State College. We need at Orono a model farm, where may be represented the best breeds of milch and beef cattle and the best varieties and kinds of sheep and swine. There should be, in a reasonable way, every kind of machinery and farm tools for preparing the soil and doing all that is necessary, in a profitable manner, to bring the largest crops into the harvest home. The relative value of different foods for cattle, and how prepared, is an interesting question. There are experimental stations in New York, North Carolina, New Jersey and other States, but the soil and the productions of every State are

not the same. We desire the analysis of our own soil; we need experiments on the planting, culture and harvesting of the productions of this northern latitude, and a careful tabulation of the results for public distribution. Such a farm should be an agricultural blackboard, whereon may be written, and exemplified by practice, the requirements and results of scientific farming. The final result of experimental agriculture, when generally understood, is valuable and profitable knowledge for every farmer in the State; and also when practiced and utilized on the farm becomes one of the sources of public wealth. The adulteration of the commercial fertilizers, now so largely used, demands a most rigid inspection. The farmer needs the protection of law to escape the fraud and imposition which has been successfully practiced, and the ready means to detect these nefarious practices is one of the purposes of the experimental station. The cash paid annually by our farmers for fertilizers has already reached the sum of \$250,000. A suitable revenue should be collected by the State from manufacturers and dealers in fertilizers to defray a part at least of the cost of inspection. I would call your attention to the many petitions of our farmers for an experimental station, and trust the matter will receive your special consideration and favorable action.

I would also call your attention to the vast stock interests of the State which are increasing very rapidly, and ask your careful consideration of our laws in order that every protection shall be given against the serious consequences that would follow the introduction of contagious cattle diseases which have been so destructive in other States. The appointment of a State veterinary surgeon, and a revision of the laws prescribing the duties of cattle commissioners, and enlarging their powers, is worthy of your consideration.

Associated efforts in dairying and in the growing of fruit have been productive of great advantages to our farmers. The State Dairyman's Association and the State Pomological Society are valuable means for the dissemination of knowledge. Active work often ceases for the lack of encouragement. The magnitude of these interests demands that there should be a sufficient appropriation to pay the necessary expenses of such valuable organizations.

INDUSTRIAL AND MANUFACTURING DEVELOPMENT.

During the past two years investigations have been made to ascertain the relative position of Maine as a manufacturing and agricultural State. These inquiries show that Maine during the last twenty years compares more favorably with other States as to manufacturing than in respect to population, for, while she has fallen during this period from the twenty-second to the twenty-seventh position among the States in respect to population, she has only fallen from the thirteenth to the fifteenth in respect to her manufactured products. The great West has been calling for the better classes of people from the eastern States to develop her boundless resources, and Maine has responded liberally. But when we consider that the vast tide of foreign immigration has been the chief source of increase of population of the States that have gone ahead of Maine, and thereby created the great Western Empire, we have reason to congratulate the old Pine Tree State on the stability of its inhabitants, and their successful endeavors to develop the resources of their own State. To better illustrate Maine's position in the roll of States the following table is introduced, which will show the changes that have occurred in population and manufacturing during the past four decades :

MANUFACTURING STATISTICS.	1850	1860	1870	1880
Number of establishments....	3,974	3,810	5,550	4,481
Capital invested	\$14,669,152	\$22,044,020	\$39,796,190	\$49,988,171
Average No. hands employed..	28,620	34,619	49,180	52,954
Wages paid during year.....	\$7,485,588	\$8,365,691	\$14,282,205	\$13,623,318
Value materials	\$13,553,144	\$21,553,066	\$49,379,757	\$51,120,708
Value products.....	\$24,661,057	\$38,193,254	\$79,497,521	\$79,829,793
Population.....	583,169	628,279	626,915	648,936

These figures show the following increase in manufactures and population during the past twenty years: Number of establishments, 13 per cent increase; capital invested, 127 per cent; average number of hands employed, 53 per cent; in wages paid, 63 per cent; value of materials used, 137 per cent; value of products, 109 per cent; population, 3.3 per cent. In view of these figures, I would recommend that any legislation, having for its object the development of the natural resources of the State, be as favorably considered as justice to all persons interested may allow. The more manufactures can be developed in any locality, the more valuable all the property in the neighborhood becomes. Manufacturing and agriculture go hand in hand, and wherever a new establishment is located, the better becomes the market for the farmers residing thereabout. This fact is easily proved by comparing the value of the farms in the manufacturing counties with those in the other parts of the State. The principal manufacturing counties are Androscoggin, Cumberland, Kennebec, Penobscot and York. In the first named, farms average \$2,053 in value, while in Aroostook County they only average \$888 in value. So in Kennebec County farms average \$2,034 in value, while in Oxford they only average \$1,500. The value per acre of farms in all the manufacturing counties is \$22.12, and in the other counties, \$12.14. The above comparison by counties has been chosen at random from the several counties of the State, but will serve to show how intimately farming and manufacturing are connected.

From returns received by the Secretary of State, for his annual volume of statistics, I derive the following information: There was an increase of spindles in the cotton mills in the State in 1883, as compared with 1880, of 90,261, and of employes, 3,039. During the past year 6,852 spindles have been added. At the commencement of the present year, woolen manufacture generally, was in a very depressed condition, but later in the season there was marked improvement, and the mills of this State have done, on the whole, a lucrative business. The amount of starch manufactured this season is larger than ever before, the product being 7,385 tons. Several new factories have been erected. The granite business has been well sustained; the product of the slate

quarries has been increased over last year; and the yield of lime kilns has nearly equalled the large product of 1883. The lime manufactured in Knox County numbered 1,495,852 barrels in 1883, and 1,478,996 barrels in 1884. The manufacture of leather still remains in a very unsatisfactory condition, and that of lumber has fallen off somewhat; the cut of logs on the principal waters being about 17 per cent less in 1884 than in 1883. Boot and shoe manufacturing made a marked improvement in 1883, and has maintained its prosperous condition the past year. I am also able to state that although there has been a general and wide-spread depression in business throughout the country, it has affected our own material interests only to a limited extent.

COMMERCE.

International trade and commerce, under the sharp competition now existing among civilized nations, have at no time in the history of business relations between nationalities, ever excited so great interest as at the present period. The commerce of foreign countries in comparison with our own has reaped great advantages even in our own carrying trade; to remedy which requires prompt action and wise statesmanship.

The tonnage of foreign vessels entered at sea-ports of the United States the past year amounted to 11,688,209 tons, or about 80 per cent of the whole amount, while that of the United States vessels was represented by only 2,834,681 tons, or 20 per cent. We are paying an enormous tribute to England for transportation for which we receive but little consideration or recompense. The statistics of the past two decades show a steady decline of American shipping, and the fact stares us in the face that foreign ship owners are practically doing our carrying trade. This is not consistent with the high position the United States holds as leader of the world, possessing as it does superior advantages in extent of territory, variety of climate, fertility of soil, quantity of production, unequalled harbors, and supplemented by the intelligence and the acquirements of a vast population.

The remedy can be found only in the energy and efficiency of the American shipbuilder, aided by proper national pro-

tection. We desire that there may be created a commercial navy to be owned by our own capital and officered by American captains. In a question of such vital importance, the State of Maine should take great interest, for a large portion of her former glory and pride was her interest and triumph in commerce. Her national legislators should continue foremost as they have been heretofore instrumental in directing public sentiment to this question, to the end that all unnecessary burdens may be removed, so that a portion of our capital and labor may be devoted, as formerly, to the greater development of one of our most natural industries.

In this interest, Maine has been of late years more favored than most other States. According to the census of 1880, the number of vessels of all rigs, including steamers, owned in the State was 2,674, having a capacity of 509,284 tons; according to the returns received from collectors of customs at the office of our Secretary of State for the year ending September 30, 1883, the number of vessels was 2,899, having a capacity of 626,122 tons; and for the year ending September 30, 1884, the number of vessels was 2,868, having a capacity of 628,954 tons. This shows an increase of capacity for 1883 over 1880 of 18,837 tons; an increase for 1884 over 1883 of 832 tons, and an increase for the four years of 19,669 tons—which is an average of 4,917 tons per annum.

There appears to have been a gain of 3,145.37 tons in vessels belonging in the State employed in the fisheries, in 1884 as compared with 1880—an average of 786.34 tons per annum.

Maine has also been greatly favored by the enterprise exhibited by its ship builders. The tonnage of vessels of all rigs built in Maine annually since and including the year 1880 is as follows: 1880, 35,847.15; 1881, 58,992.93; 1882, 75,084.91; 1883, 74,708.13; 1884, 46,401.87.

STATISTICS.

In 1873 a resolve was passed by the Legislature authorizing the collection, arrangement and printing, under the direction of the Secretary of State, of statistics relating to all the departments of labor, together with the valuation and appropriations of the several cities and towns of the State.

Under this resolve a volume was compiled in 1873, but no subsequent appropriation was made until 1883, when the subject was revived in accordance with a suggestion in the Executive address. A volume has been compiled and printed for 1883, and one compiled for 1884 which is now in the hands of the printer. From these volumes valuable information is gathered, and I respectfully recommend an appropriation for continuing the work.

POLLS AND ESTATES.

By returns received from nearly all the cities, towns and plantations of the State it appears that there was an increase of taxable polls for the year ending March, 1883, of 2,036, and for the year ending March, 1884, of 1,495; total for the two years, 3,533. This indicates an increase of 8,762 in population for the former year, and 6,425 for the latter year, making a total increase of 15,167 in population for the two years or an average increase of 7,093 per annum. There also appears to have been an increase in taxable valuation of estates for 1883 of \$3,894,855, and for 1884 of \$1,022,482; total increase for the two years \$4,917,337—an average of \$2,458,668 per annum.

Comparatively few people in Maine, during the past year, have unsuccessfully sought employment, and cases of suffering from enforced idleness have been infrequent. There has been a gradual reduction of prices of manufactured articles, imports and farm products, and a scaling down of wages has followed as a matter of course.

The State of Maine deserves better treatment and more generous encomiums than it often gets from many of its sons. No equal number of population can boast of a larger number of comfortable and happy homes. In no State in the Union is there less suffering from poverty, and in none are there more facilities for earning a livelihood. Large fortunes are rare and cannot easily be secured in Maine, but industry and thrift are sure to bring the comforts of life. We cannot too constantly impress these facts upon public attention.

EDUCATION.

The steady progress Maine has made in its school system since she became an independent State, is one of our sources of pride and power. There is not a large town in the State, but has adopted a graded system, and everywhere there have been increased facilities for a higher education. The untiring devotion and zeal of the educators of the youth of our State, not only to perfect themselves, but to develop a progressive system of instruction and school work, has added very much to the efficiency and results of popular education. Normal school discipline has given us more mature plans and methods of instruction and teachers better able to instruct in an advanced and more liberal course of study. The intelligence of a nation is a guarantee of its perpetuity, and as a rule the higher the degree of intelligence the more progressive is the State.

I herewith submit a table of statistics prepared with great care, which, better than words, indicates the status of our educational system and the progressive attainments of our State, and which, when compared with earlier times, shows surprising advancement.

STATISTICS SHOWING EDUCATIONAL PROGRESS FOR
SCHOOL YEARS 1881-2 AND 1883-4.

COMMON SCHOOLS.		1881-2.	1883-4.
I. <i>In popular interest as shown by Expenditures and Appropriations:</i>			
1.	Current expenses for common schools	\$952,349	\$1,020,082
	Gain, \$67,733		
2.	Total expenses, including supervision of new school houses.	\$1,081,834	\$1,134,050
	Gain, \$52,216.		
3.	Amount of school money voted by towns	\$641,484	\$667,970
	Gain, \$26,496.		
II. <i>In character of teachers:</i>			
1.	Number of different teachers employed.	7,797	7,448
	Decrease, 349.		
2.	Number of graduates from normal schools.	532	582
	Increase, 50.		
3.	Average wages of male teachers per month	\$29.59	\$32.59
	Increase, \$3.00, or 10 per cent.		
4.	Average wages of female teachers per month.	\$14.60	\$16.28
	Increase, \$1.68, or 11½ per cent.		
III. <i>In reducing number of school districts and schools:</i>			
1.	Number of towns having no school districts.	41	54
	Increase, 13.		
2.	Number of school districts in State	3,996	3,865
	Decrease, 131.		

COMMON SCHOOLS.		1881-2.	1883-4.
3.	Number of different schools	4,955	4,767
	Decrease, 188.		
4.	Number of ungraded schools	4,186	3,999
	Decrease, 187.		
IV. <i>In work done in schools:</i>			
1.	Number of ungraded schools having classes in history ..	2,037	2,151
	Increase, 114.		
2.	Number having classes in physiology.	1,059	1,211
	Increase, 152.		
3.	Number having classes in book-keeping	1,251	1,430
	Increase, 179.		
4.	Number having classes in studies not required by law ..	1,282	1,205
	Decrease, 77.		
FREE HIGH SCHOOLS.			
1.	Number of towns having free high schools.....	109	123
	Increase, 14.		
2.	Total amount expended for same.....	\$88,372	\$99,373
	Increase, \$11,001.		
3.	Amount of State aid paid.....	\$19,250	\$21,888
	Increase, \$3,638.		
4.	Aggregate number of weeks of school.....	2,635	3,140
	Increase, 515.		
5.	Whole number of pupils in school.....	10,374	9,751
	Decrease, 623.		
6.	Average attendance.....	6,703	7,733
	Increase, 1,030.		
7.	Number of teachers instructing our schools	571	782
	Increase, 211.		
NORMAL SCHOOLS.			
1.	Number entering:		
	Gorham	46	53
	Farmington.....	51	61
	Castine.....	96	106
	Totals.....	193	210
	Increase, 27.		
2.	Number graduating:		
	Gorham	28	30
	Farmington.....	20	30
	Castine.....	35	19
	Totals.....	83	79
	Decrease, 4.		

But while studying the condition and needs of Maine, it is well to look at the work being done in other States, to ascertain whether we hold by comparison an advanced position on the roll of popular education. The common school system of New England is the oldest and best in the Nation, and for this reason I have prepared, from the reports of the last census, the following table to show Maine's standing with the rest of New England, as regards school attendance and the cost of education per scholar :

STATES.	Per cent of attendance.	Average expenditure per scholar daily attending school.	Average length of schools.
Maine71	\$9.28	5.72 months.
New Hampshire.....	.76	\$11.76	5.63 "
Vermont.....	.64	\$9.55	6.37 "
Massachusetts.....	.74	\$20.03	9.04 "
Rhode Island65	\$19.02	9.21 "
Connecticut.....	.61	\$18.36	8.92 "

The per cent of attendance, as compared with the average expenditure per scholar, and the length of the school year, shows a rigid economy practiced by those expending the funds entrusted to their care, and a healthy educational interest among the scholars of the State. Our State should endeavor to help fit our teachers for their work that they may be encouraged to make teaching a profession, instead of a stepping stone to some other occupation. The normal schools have been a potent influence in securing to the schools a better class of teachers, and it is to be deplored that Maine cannot offer graduates as attractive salaries as other States do, that their services may be retained where they are so much needed. By careful inquiry and from reliable statistics, I am able to state that three-quarters of the amount of teaching done by the normal graduates from our own schools has been done in Maine, and nearly one-half has been given to the ungraded schools, and the larger portion of this kind of service has been employed in the schools of country towns. The Governor and Council have repeatedly attended the several examinations of our normal schools, and are able to furnish the most favorable reports of the efficiency of their teachers, and the scholarly attainments of pupils. The full report of the work done by these graduates is included in the report of the State Superintendent of Schools for 1883. I would recommend that the appropriations of the last session be continued.

FREE HIGH SCHOOLS.

The total amount expended for free high schools during the year 1884 has been \$99,373.28, of which amount the State has paid \$21,888.35, which was distributed among 123 cities and towns, for educating 9,751 pupils in the higher branches.

These schools of the State have also been influential in securing a better corps of teachers, and even in this respect alone have proved the wisdom of the State in providing for their maintenance as a part of the public school system. By their establishment the lower schools have been relieved of a class of scholars that had passed beyond the proper limits of work in those schools, and many of the students attending the free high schools are encouraged to continue their studies after leaving the public schools, and so obtain a higher education than they would otherwise secure.

Among the recommendations urged upon school officers by the State Superintendent of Schools for the improvement of the common schools are the securing of better instruction, uniformity of text-books, more systematic work, and the abolition of the district system. The needs and effects of these changes are carefully discussed in his annual report to be laid before you, and are worthy of thoughtful legislation.

DEAF, DUMB AND BLIND.

Every application for benefit from the public appropriation in aid of the education of the deaf, dumb and blind of our State has been honored, and no one of this unfortunate class is denied the privilege of being instructed in the common branches of an education, and, in many instances, in the essentials of a suitable trade for future livelihood. The State owes every child within its borders an education, and this class enlists the tenderest sympathy of humanity. The several institutions and schools which are patronized by the State, are the best in the country, and our boys and girls are among the most advanced scholars, and appear to be contented and happy, and are making great improvement. The following table gives such information as the public may desire to know :

Name of Institution.	No. of Maine Beneficiaries.	Amount paid for 1884.
Portland School for Deaf	41	\$6,956.25
American Asylum for Deaf	21	3,685.21
Perkins Institute for Blind	16	4,225.00
Total	78	\$14,866.46
Total amount appropriated by the State for Deaf, Dumb and Blind		14,000.00
Amount of deficiency		\$866.46

The whole number of State beneficiaries of the deaf, dumb and blind, during the current year is seventy-eight, and the deficiency in the appropriation for the year is owing to the increase in the number of such beneficiaries over those of last year. About \$1,000 of the appropriation for 1883, not having been drawn within that year, lapsed into the State Treasury, and some existing indebtedness of last year has been paid from this year's appropriation. There are many deaf and dumb children in the State not at present attending any institution, and the applications from such cases are on the increase. It cannot be doubted that it is wise policy upon the part of the State, to use every means to gather up and educate this unfortunate class of its people, and the appropriation for such beneficiaries should be increased to \$16,000.00 for the coming year, as that amount is very sure to be needed.

The pupils in the Portland school appear to be making great advancement, and it is becoming a popular institution among our people. The amount allowed by the State for each pupil is \$175 a year, which does not pay the expense of their education, and where there is a number of deaf mutes in any family the excess to be paid by the parents or guardians becomes burdensome, and I would therefore recommend a change of the law to meet such cases.

STATE PENSIONS.

The laws of the State make it incumbent upon the Governor and Council to distribute an annual appropriation for disabled soldiers and seamen. It is a proper appreciation of the valuable public services of the needy and invalid soldier who fought on land and sea for our country and homes. It is a debt we owe, and let us never neglect a loyal obedience to duty in providing for the suffering wants of the soldier's family; a sacred promise made and reiterated at the time when the volunteers went forth to endure the sacrifices of the tented field, the hospital, the prison house and the shock of battle.

The appropriation for 1883 and 1884 was \$20,000 for each year. During the year 1883, \$19,818.46 was carefully paid out to 571 State pensioners, as follows, viz: To 283 invalids, 168 widows, 83 mothers, 27 fathers, nine guardians of adult and orphan children, and one dependent sister. The number of applications disallowed in 1883 for want of sufficient evidence, and not coming within the provisions of the law, was 234. During the year 1884 the number of applications received was 742. The number making application for the first time was 140, and of the total, 225 do not receive United States pensions. The appropriation of 1884 was exhausted. I find on examination of the books of the office that the number of applications received from year to year has varied but little during the past ten years. Many of the old cases hold on, some drop out, but new ones readily take their places. It is now nearly twenty years since the war closed, and but few soldiers are under the age of 40 and some are upwards of 60. Another score of years will remove from human sight nearly all the familiar faces of those who have immortalized the Army of the Republic and saved this Nation, and soon approaching generations will be acquainted with the victories and defeats of the last war only as written on the page of history. Let our own generosity, as the fruit of personal observation, be the source of future commendation, for the opportunity of aiding the distressed but worthy veterans, is fast passing away. As age creeps on, the disease contracted or the injury received by the veteran in the service of his country naturally increases, and the soldier who had the seeds of disease sown in his system during his exposure to a

southern climate is now feeling its increasing effects. The soldier's widow, who has barely supported and educated her family without assistance, is now in many instances restricted or enfeebled by age. The State gives those needy cases from \$1.00 to \$8.00 per month, the average being about \$3.00. I find from information received from many sources that the small amounts thus distributed go a great way and keep many a soldier, widow, dependent mother and father from suffering and from the house of public charity.

I recommend that the appropriation be made sufficiently large to meet all cases of distress; this will probably require an amount larger than the appropriation of last year.

FISH AND GAME.

The exercise of the authority of the State in protecting its fish and game, has required an annual appropriation of \$7,500, which in a series of years aggregates a large sum. The reports of the Commissioners, however, assure us that there has been an adequate recompense to the State. From information received from responsible parties, I feel sure that our fish and game laws have been serviceable in propagating fish in our lakes and rivers, also in increasing the amount of game in our forests, which in former times was so abundant.

The police regulations have been well enforced, and the market men of the great business centres have had no opportunity, and it is noticeable they do not, at unseasonable times, venture to transport or offer our wild game to their customers. It is to be hoped that this increase of fish and game, so well established, may in future time be a source of sustenance for our people, and of revenue to our State in a variety of ways.

There is much complaint about the close time and the improper taking of lobsters for markets out of the State, which may need additional legislation. I call your attention to the full and valuable reports of the Commissioners for the past two years.

INDIAN TRIBES.

The annual appropriation for trust fund, schools, agriculture, bounty on crops, and annuities, which has been paid by the State, forms a part of our treaty obligations and otherwise constitutes a worthy charity. The Legislature of 1882

appropriated annually to the Passamaquoddy tribe of Indians \$5,690.01 ; to the Penobscot tribe, \$8,709.70.

The Governor and a committee of the Council have made an annual visit to these tribes for examination, information and advice ; and these interviews have appeared to be mutually satisfactory. The funds appear to have been judiciously applied. There has been a wonderful change in the moral and intellectual condition of the Indians of our State, and many who are advancing to manhood would make intelligent voters. This is more obvious among the population located at Oldtown, where the scholars show as much proficiency and as good manners as the average scholars in any school of equal size in the State. The faithful services of the Sisters of Charity, who have assiduously devoted their time and energies to the education and moral training of the young Indian with such signal success, are deserving of public recognition. The Right Reverend Bishop Healy of Portland, and the Catholic priests of Eastport and Calais, have been assiduous in their labors for the moral and material advancement of this community, with gratifying results, and I would recommend an increase of pay of the priests, which now does not meet their travelling expenses.

The sale and use of intoxicating liquors are the cause of much mischief among these children of the forest. I am advised, as no Indian has legal authority to make arrests, and the town constables are oftentimes miles away, that much wrong is done before the law can touch the offenders. I would, therefore, recommend that the Legislature confer upon the Governor and Council the authority to appoint a reliable and well commended Indian as special constable to enforce, in the customary way among the several tribes, the usual police regulations of towns for the promotion of law and order.

As the amount of land now possessed by the Passamaquoddy tribe is very limited, I most earnestly recommend the purchase of more land for gardening and pasturing, that the Indians may have an opportunity to raise a suitable amount of vegetable diet for the adults, and to furnish milk for the children.

RAILROADS.

The reports of the Railroad Commissioners for the past two years will be laid before you, and I congratulate the State that there are such good reasons for commendation of the very acceptable manner in which the railroad service of the State has been administered. We have in the State of Maine 1,148.82 miles of railroad, an increase of $83\frac{1}{2}$ miles during the past two years. It seems that the public are very well served and there is little ground for complaint. Our railroad system is continually developing and bringing to the front the hidden resources of our State and thereby adding to its general wealth and prosperity. The official reports from all the principal roads bear evidence of increasing business and better service. The State of Maine has abundant reason to thank the efficient direction of the Maine Central Railroad Company that it has stretched its arms into so many distant localities and opened new channels for commerce and trade. This company operates 524 miles of road and is wholly within the limits of the State. I have been officially informed by one of the officers of the road that during the year ending October 1, 1884, there were moved over this road 230,000 freight cars—an average of 731 for each working day. The number of tons of freight transported was 760,000 on which the gross earnings were \$1,475,844. In the schedule of freight, the agricultural productions of our own State were well represented by 6,600 car-loads of hay, 1,050 car-loads of potatoes and 12,500 car-loads of lumber, &c., &c. The car-loads of hay average ten to eleven tons; the car-loads of potatoes average 500 bushels. This exhibit compares favorably with previous years and shows that the agricultural productions of our State are seeking the great central markets.

The total earnings of the Maine Central Railroad were :

	GROSS	NET.
Oct. 1, 1882, to Oct. 1, 1883,	\$2,835,494.66	\$995,787.86
“ 1, 1883, “ “ 1, 1884,	2,816,372.40	1,065,569.04

showing an increase of net earnings of \$69,781.18 for the year 1883-4. Let us rejoice at the prosperity of all our railroads, and simply ask that the great public receive all the

rights to which they are justly entitled. I would recommend such amendments to the railroad law as may be conducive to this end, and would particularly call your attention to those alterations suggested by the report of the Railroad Commissioners.

REUNION OF THE GRAND ARMY OF THE REPUBLIC.

It becomes my pleasant duty to inform the Legislature that many thousand representative soldiers of the Grand Army of the Republic, at home and from distant States, will meet together and be in session several days, in the city of Portland, in June, to cultivate their early friendships and renew remembrances of the recent war for the Union. It is a high honor for the State of Maine to extend the right hand of fellowship to such a powerful organization of the veterans who did so much to save this Union. The flight of passing years is casting its solemn shadow upon the thinning ranks of brave men, and we stand beneath the pledge of sacred promises, never to forget the heroes who have preserved for us and posterity the grand heritage of a united country. Let this reunion be the occasion of a hearty public reception, never to be forgotten; for a similar opportunity will never again present itself for us to show our appreciation of the presence and services of the veteran soldiers. For the honor and credit of the State, let us spare no pains or labor to give the occasion such an expression of good will as always measures the hospitality and sympathy of a generous and patriotic people.

In accordance with the petition of many of our citizens, I recommend that a suitable appropriation be made to defray a just portion of the expenses incident to such an occasion.

THE WORLD'S INDUSTRIAL AND COTTON CENTENNIAL EXPOSITION AT NEW ORLEANS.

The importance of aiding the praiseworthy efforts of an extreme Southern State not only to develop its own resources, but also to show the material prosperity of the whole Nation, induced me, without direct authority of the State, to appoint a commission of eight of our fellow citizens to solicit contri-

butions of our products, inventions and discoveries, to be duly exhibited at the great New Orleans Exposition. This work has so far been done without expense to the State, and with gratifying results. Through the efforts of Hon. J. B. Ham of Lewiston, Commissioner, and his seven associates, the State of Maine showed itself an early friend to this philanthropic and national movement, which cannot fail to strengthen the bonds of union and fraternal feeling between the different sections of the country. This exposition marks the progress of an advancing civilization, as one of its features is a display of the handiwork and inventions of the colored people of the South. May we not hope that the crust of the solid South will be more easily broken by these methods of pushing to the front new ideas, and evidences of progress, and that a better acquaintance will aid in establishing reciprocal business and friendly relations throughout the entire country. At a later period I may be able to present a complete report from the Commissioners, with additional suggestions.

STATE BOARD OF CHARITY.

The appointment of a State Board of Charity composed of members representing both sexes has been an effectual method elsewhere of developing and systematizing humane work, and thereby dispensing with more certainty the public and private gifts of charity to all the unfortunate. Such a board has been employed in obtaining subscriptions and bequests from wealthy citizens for charitable institutions and objects of a public character, and by private contributions all expenses of the board may be paid. Many of the states of the Union are provided with such a board, and yearly state and national meetings are held for consultation and information, and are productive of much good in making more practicable the policy and humane principles of government and the problems of common life. In the interest of more extended benevolence I would call your attention to this subject.

STATE BOARD OF HEALTH.

The preservation and improvement of public health are at all times matters of the greatest importance. We are informed that the the Asiatic cholera in Europe, in epidemic

form, has been pressing steadily westward during the past two years, and is now menacing our own homes; for in the judgment of those whose opinion is entitled to great weight, it may at any time make its appearance in this country. I would ask the Legislature to provide by law, should the disease find lodgment in our State, for an Executive appointment of a State Board of Health, to co-operate with the municipal authorities of cities and towns for the enforcement of such sanitary and police regulations as will render the most prompt and efficient service wherever danger exists. To this end I would ask a careful examination of existing sanitary laws, with a view of making new enactments, if necessary, for the purpose of securing the greatest public safety.

TEMPERANCE AND PROHIBITION.

By a resolve of the last Legislature, an amendment to the constitution of the State, so as to make the sale of intoxicating liquors forever prohibited by the provisions of that instrument, was submitted to the voters of Maine, at the election last September, and the return of 70,783 votes for its adoption, and 23,811 votes against it, indicates an emphatic declaration on the part of the people in favor of prohibition. That amendment became part of the constitution on the first Wednesday of the present month. The constant agitation of the subject of temperance has created a firm adherence of the people of our State to the principles of prohibition. I am able to say that during the past year there have been 818 prosecutions for violating the liquor law and 163 prosecutions for maintaining nuisances, making a total of 981 cases, against an average of 588 for the past six years. And this increased number of prosecutions has had a good influence upon the amount of other crime in the State. Our example has been potent in the promotion of temperance reform in other States, and the "Maine law," which in earlier times was looked upon as premature, or too progressive legislation, is now pointed to with pride by the faithful advocates of temperance, not only at home but in foreign countries. Its claim for public support rests upon its good effects in our own State and wherever else it has been adopted. The value of the prohibitory law has been shown by the

restrictions imposed upon the sale of intoxicating liquors throughout the State. Statistics furnish us with conclusive evidence that far less intoxication and its fruitful evil consequences exist, than were seen in earlier periods. In no city or town in our State does one see the open advertisements of the bar-room inviting the young, as well as the old, to indulge in a habit so degrading as the habitual use of intoxicating liquors. Criminal statistics show that the law has been beneficial in restraining crime, and the number of indictments found against the violators of the law in all of our courts, and the fines and costs, or sentences of imprisonment imposed, prove the general willingness of the people to assist in its enforcement. The present prohibitory law is the growth of over thirty years, the original law of 1851, having been followed by thirty-nine statutes in reference to intoxication and the sale of intoxicating liquors. The present law may, therefore, be considered sufficient to cover all violations of its provisions that can possibly occur, and its weakness seems to be in its non-enforcement by those officers whose duty it is to execute the laws of the State. The laws of the State are well defined and emphatic and should compel officers, not only by a sense of duty and honor, but by the religious regard for a sacred oath to specially enforce the provisions of the prohibitory statute. In a very few localities, its general enforcement is disregarded. Special provisions have been incorporated into the law to remedy this negligence on the part of county and municipal officers, and the Governor and Council have frequently been called upon to appoint special constables to enforce it. In some cases such officers have been appointed, and always when needed and practicable. While I would not recommend the repeal of that portion of the law, I have failed to see its good effects even when an opportunity has been given to test it. An appointment of this kind brings with it an implied unpleasant censure and reprimand, not only to the officers but to the citizens of the locality thus temporarily placed under the guardianship of the State. This is considered so offensive that county and municipal officers, and citizens are too apt to fall back into inactivity and leave the State constable, single-handed, to execute the law. Every endeavor should be made to secure the enforcement of the prohibitory law by the regularly

chosen officers. Public sentiment has much to do with this question; the enforcement or non-enforcement of prohibition in any locality depends upon the general disposition of the people. Prohibition is no longer a question for a political campaign; it is forever settled, and cannot be changed until the people give their consent. If anything further can be done to increase the sobriety and morality of the people by temperance legislation I hope it will receive your careful consideration. It should not be forgotten that too frequent changes destroy the efficiency and moral power of enforcing laws, and that "no principle of criminal law is better settled than that the certainty of punishment is more important than severity." One objection to the constabulary law could be removed by requiring State constables to give sufficient bonds for faithful performance of duty, as is required of all county and municipal officers of like character. Provisions should also be made for removal from office for good and sufficient reasons.

LAW DEPARTMENT.

I have the honor to submit the valuable report of the Attorney General of the State, whose distinguished services for the past five years, requiring a vast amount of labor, have contributed much to the welfare of the State and to his own honor; and I would particularly call your attention to that part of his report which relates to the seemingly unjust enforcement of the law relating to apothecaries and treasurers of business corporations.

MAINE GENERAL HOSPITAL.

This Institution by private benevolence has very much enlarged its facilities for curing and ameliorating human suffering, and its advantages are now sought after by people from every portion of the State. It is one of the best institutions of the kind in the country, and I would recommend that the appropriation of last year be continued, if not increased, so that its advantages may be enjoyed by every class of people.

FEMALE SUFFRAGE.

I would call your attention to the necessity of some change of our laws which would and should give woman increased opportunities to discharge the duties of citizenship. By innumerable deeds of noble conflict on every field of moral, intellectual and social effort, woman has won equal honors with the other sex, and established by works her right to a just recognition and equality which selfish rule has heretofore prevented. Intelligence of the citizen is the only true basis of suffrage, and if equality is assured, let us not ignore its logical consequences, but give to woman all the rights of citizenship. To this end, as a step in the right direction, I would ask the passage of a general law recognizing the eligibility of woman to hold any office not prohibited by the constitution.

SUPPORT OF PAUPERS IN UNINCORPORATED PLACES.

The appropriation for "Support of paupers in unincorporated places" should be increased from \$6,000, the amount of the usual appropriation, to \$7,000, or possibly \$7,500, to meet the prospective demands which must arise from the creation, by the laws passed by the last Legislature, of an entirely new class of State pauper claims.

FOOT AND MOUTH DISEASE.

This dreaded malady was introduced into this State by a herd of cattle imported from abroad. It first made its appearance in the towns of Westbrook and Falmouth, last February. By prompt and well directed efforts on the part of the State and town officials, the disease was satisfactorily controlled and exterminated without great pecuniary loss. The expense and damage has been adjusted at a cost of \$5,545.74. The State is liable for \$4,668.31, as its proportion of this amount. I would ask for an early appropriation to adjust this demand against the State.

DEPARTMENT OF INSURANCE.

Insurance of life and property is now so general that the State should protect the people against imposition. At the present time the companies permitted to do business in the State are believed to be sound. Life assurance by mutual benefit associations may be encouraged, if organized within the State, but those organized or conducted in other States, unless connected with some recognized charitable order, should be prohibited under heavy penalties from operating in this State.

CORPORATIONS.

Since Maine became a State four thousand companies for various objects have been incorporated by special act, or organized under general law, a large majority of which exist to-day only in name and without any financial standing. Such corporations are increasing at the rate of about two hundred a year. Our laws in this respect are very loose, and should receive your attention. They require neither paid up capital stock nor intention to do business in this State as the prerequisite of organization, and thereby offer opportunity for the formation of fraudulent corporations, by which our people and those of other States are liable to be defrauded. The law should require the payment of a portion of the capital stock before organization, and the charter fee to the State should be increased to a respectable figure, as a revenue towards lessening public burdens.

LABOR.

The employment of women and minors by our manufacturing corporations has created considerable criticism in consequence of the violation of the law restricting them each day to a limited period of labor, and I would suggest the matter be sufficiently considered to the end that the law shall be rigidly enforced by additional enactments, so that the hours to be fixed for labor correspond with the best interests of the laboring classes.

TAXES.

There appears to be an inequality and burden of taxation resting on the real estate and visible property of the State which former Legislatures have but partially remedied. A new system of taxation was wisely inaugurated in 1874 which has received popular sanction. This departure has already removed a part of the burden from the great productive industries of the State, by placing a more just proportion of the tax on corporations and other business industries never before taxed. The Governor and Council of 1884 assessed a tax of this character on railroad, telegraph, telephone and express companies, amounting to \$110,586.62. The tax on insurance companies paid into the office of the State Treasurer the past year amounts to \$16,766.44. This policy and system should be regulated so as to give an increased revenue, and new methods be devised for additional sources of taxation, so that at the earliest day all the expenditures of the State government may be paid thereby without assessing a single dollar on the towns and cities of the State. To this end, and in the interest of a just taxation for equalizing public burdens, I would earnestly call the attention of the Legislature. From an examination of the Treasurer's accounts, it seems to me that it may be practicable, for the coming two years, to reduce the rate of taxation from four mills to three and one-half mills. The times imperatively demand economy and all necessary retrenchment that there may be no useless appropriations of the people's money and that low taxes everywhere may be assured.

IMPORTANT MATTERS.

There are special subjects intimately connected with the welfare and requirements of a State over which local legislation has a well defined and separate jurisdiction. I have called your attention to some of them, but many are necessarily omitted.

The American Union is but the aggregate of States forming one complete sisterhood, having a common interest and united by inseparable bonds. There is a general public interest of a national character, not limited to a single State,

but as important and far-reaching as the purposes of a consolidated government and a united confederacy can make potential. All public questions which affect the nation as a whole, practically become of equal importance to every section of our country. This Nation is distinguished as being the model free government of the civilized world, and its position thereby is a responsible one. Notwithstanding this, we have in this country seven millions and a half of children outside of the school-room growing up in ignorance and its direful consequences. Over five millions, or one-tenth of the population of this Nation, above ten years of age cannot read or write. The voters in the sixteen Southern, formerly slave-holding States, constitute one-third of our voting population, and thirty-two and three-tenths per centum of this number cannot read the simplest English sentence or write a ballot. This kind of ignorance exists, though in a far less degree, however, in every State in this Union, and begets personal dependence upon others for the most trivial information. It destroys the dignity of a true and intelligent manhood, and encourages the worst forms of political corruption and bribery. Ignorant voters constitute a bulwark behind which base demagogues and pretenders find refuge and use for their selfish purposes. Education begets qualifications, which, when sustained by a high moral character, prepare man for every duty in life and every responsibility that government expects him to bear.

John Adams, in the early days of the Republic, said: "The whole people must take upon themselves the education of the whole people, and must be willing to bear the expense of it." Statistics show that the dark clouds of the Nation's illiteracy and its sad consequences, more than any other cause, darken the sun-light of American civilization. A national evil calls for a national remedy. The recommendation which comes from the wisest and most philanthropic men of the Nation in favor of national aid for education, should receive the careful consideration of Congress; and an early action is one of the necessities for national security.

The recent national election for President developed an unusual political excitement, which unfortunately was intensified by personal abuse of the character of the candidates, necessarily demoralizing the higher purposes of a political

canvass. The State of Maine, by an unmistakable popular vote, declared its allegiance and faith in the principles and policy of the Republican party, which has uninterruptedly for a quarter of a century governed this Nation, and also confirmed its attachment to, and confidence in the ability and integrity of character of our respected fellow citizen, who by the emphatic voice of his party became its honored chieftain and leader. In the disappointment of party defeat, as well as in the hour of victory, James G. Blaine will carry into the future a stainless record, supplemented by the recollection of the fidelity of his own State, and the unflinching trust of a confiding people.

The majority of the voters of this Nation appear to prefer a change in its administration, which sentiment, however, is much more apparent among those States that for several years were outside of the Union than elsewhere. To this decree the minority party will gracefully submit. The loyalty of the people of Maine rises above all party considerations, and is a sure guarantee that our citizens, of every political faith, will render a united service in aiding and sustaining the incoming officers of the general government in the discharge of their public duty; and it is a reasonable expectation that the future will find our noble ship of State pursuing a prosperous course, sustained by the honest endeavors of true patriotism and wise statesmanship. Let us continue to keep step to that music of the Union which has always inspired the loyal heart of the Nation.

Freedom and equality of the citizen are the first elements of a popular government; they are the natural attributes of the human heart and the teachings of enlightened wisdom. It is one of the results of the recent war, supplemented by the voice of the American people, that our constitutional obligations to protect the rights and equality of the citizen has been proclaimed and made sacred. The weight of prejudice, and a legal and social recognition of inferiority of race, during many scores of years, have made the color line the cause of great injustice, and there seem to be reasons in some quarters for active national interference, in order that many of our citizens, both educated and lowly, may be better protected in life, liberty and the pursuit of happiness. Human government fails to discharge its highest duty when it neg-

lects to protect the rights of its most humble citizen. The rights of the citizen will not be secured until he has a free ballot, and an honest return and count thereof. The intimidation of voters in the South, and the frauds and bribery practiced in other sections of the country, menace the perpetuity of the Republic.

I would call the attention of the Legislature to the alarming evils which result from the large expenditure of money in our national, State, and not unfrequently in our municipal elections. The civil service rules as applied to Federal office-holders have practically broken up a corrupt and oppressive practice of assessing candidates for office by party managers, and the means of corrupting the purchasable voter has been lessened. I would recommend that the principles of civil service be adopted by our own State, by the enactment of such laws as will hereafter prohibit the collection of political assessments from any officer or employe' in our State, county or municipal governments, similar to the law which was enacted by the Legislature of New York. The shameful practices of bribery and intimidation in our elections are not confined to a single State or to one party. It may become so general, unless speedily checked, that the elections will no longer be the expression of free public sentiment, but simply the recorded result of the highest bribe for the voter. England, and many of the States of this Union, have taken advanced action on this subject, and I recommend that our election laws be carefully considered by an appropriate committee of the Legislature for the purpose, if practicable, of more effectually preventing intimidation, bribery and corruption in our elections when and where they may exist. Let us secure in season better methods of detection, increased penalties and surer enforcement of the laws, that the practices of other States, as yet comparatively unknown in our elections may never disturb the justice and freedom of the popular voice of the State of Maine.

CONCLUSION.

I have endeavored to lay before you such recommendations and suggestions as seem to me to be essential at this time to the proper legislation and government of the State. Whatever subjects I may have omitted, I trust that your own

observation and care will supplement. Let us to whom the affairs of our beloved State are entrusted be moved by the influences which recognize the supremacy of law and order and the rights of man, keeping constantly in view the lessons of the past which inculcate the historic truth that the perpetuity of a free government is based upon universal intelligence and that Righteousness which exalteth a nation. The primitive New England home, with its simplicity, frugality and Christian virtues, must be cherished as the nursery of that noble manhood and womanhood which are the essentials of a strong and happy State. May our action and example, as proud and loyal sons of Maine, by the blessings of God, redound to His glory and the continued prosperity of the Commonwealth.

FREDERICK ROBIE.