

MAINE STATE LEGISLATURE

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ACTS AND RESOLVES

OF THE

SEVENTY-FIRST LEGISLATURE

OF THE

STATE OF MAINE

1903.

Published by the Secretary of State, agreeably to Resolves of June 28,
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GOVERNOR HILL'S ADDRESS.

Gentlemen of the Seventy-First Legislature:

As representatives of the sovereign people, charged with the duty and responsibility of enacting such legislation as will best promote the common good, the obligation which you have accepted demands the most faithful and devoted service that you can render. Maine Legislatures have ever been composed of high-minded, patriotic men, who have had the best interest of the State at heart. They have been men well qualified by practical experience to direct and manage public affairs, and their unselfish labors for the general welfare have won the merited approbation of their fellow citizens. You will enter upon the laborious and exacting duties of the present session with the same just and generous measure of public confidence and support that has been accorded your predecessors. Into your hands the people of Maine have given the affairs of our State in the full faith that, recognizing the grave responsibility of the trust, you will administer it wisely and well. It is a pleasure and a privilege for me to welcome you to the Capitol and to assure you that I shall be ready at all times to heartily co-operate with you in every measure calculated to promote the best interests of the people whom we are honored to represent.

The future is full of promise, and the evidences of continued progress and development may be seen on every hand. Our various industries are as a rule successful and giving employment to more people than ever before, and every indication points to the continued growth and prosperity of the whole State.

There has been a substantial increase in our revenues, as a result of legislation enacted two years ago, which placed upon the corporate interests of the State a larger share of the public burdens. Not only has the entire temporary loan of \$350,000 been paid, but \$36,000 on account of the Eastern Maine Insane Hospital and \$120,000 of the funded debt as well, while the amount of cash on hand December 31st was \$240,013.67 greater than on the corresponding date two years ago.

**State
Finances.**

This is a net gain of \$746,013.67 in the last two years.

The total revenue of the State for the two years ending December 31st, 1902, was \$4,430,105.52. The amount of cash on hand December 31st, 1900, was \$198,879.01, making a total of \$4,628,984.53. The amount disbursed during this period was \$4,190,091.85, leaving a balance on hand December 31st, 1902, of \$438,892.68. The greater portion of this sum will, however, be required to discharge obligations soon payable, and to meet promptly the regular and legitimate demands upon the Treasury, for it should be remembered that the State revenues during the first part of the year do not equal its necessary expenditures by several hundred thousand dollars.

The various State Departments and Institutions have been managed with care and economy. There was an unexpended balance of appropriations amounting to \$32,769.67 reverting to the treasury at the close of 1901, and of \$34,992.85 at the close of 1902.

From time to time an opportunity is offered for the purchase of State bonds of various maturities and I believe it would be sound business policy, and for the interest of the State, to give the Treasurer authority to buy such bonds whenever funds are available for the purpose. We should take advantage of these opportunities to more rapidly reduce our funded debt, which otherwise can only be paid as it matures.

Seventy thousand dollars becomes due and payable annually until 1912; then \$78,000 each year until 1922, and after that \$38,000 annually until 1929, when the last payment is made and the entire debt is discharged.

The net amount of State tax assessed during the past two years was \$595,034.35, the total tax assessed against the cities, towns and organized plantations being \$1,747,477.30, and the amount of the school fund and mill tax which they received from the State Treasury, \$1,152,442.95; \$805,451.42 was paid by the twenty cities of the State, \$942,025.88 was paid by the towns and plantations, and \$107,974.58 by the owners of wild lands. The twenty cities paid into the Treasury \$426,320.82 more than they received from the school fund and 258 towns and plantations, or more than one-half, received from the school fund more than the State tax assessed against them. The average net State tax of the twenty cities of the State was 1.46 mills on each dollar of valuation, and for the towns and organized plantations, the average rate was one-half a mill on each dollar.

In addition to \$1,791,570.32 received from the tax on cities, towns, plantations and wild lands during the past two years, the tax on Savings Banks has amounted to \$1,038,191.43; on Trust and Banking Companies, \$45,147.66; the tax on Railroads was \$618,479.92; on Telegraph and Telephone Companies,

\$36,809.91; on Express Companies, \$17,320.32; on Insurance Companies, \$152,208.26; on Collateral Inheritances, \$78,828.43; on Corporations, \$78,140.00; Organization of New Corporations, \$131,485.00; other taxes and miscellaneous items, \$441,924.27; making the total revenue from all sources \$4,430,105.52.

The State Assessors report an increase of \$8,880,227.00 during the past two years in the valuation of the cities, towns and plantations, their total valuation now being \$325,948,121.00. Wild lands are valued at \$25,528,930.00, an increase of \$6,401,523.00, which together with an increase of \$247,498.00 on timber, and grass on public lots, makes a total increase in valuation of \$15,529,248.00. **State Valuation.**

The Assessors have labored earnestly and zealously to ascertain the true value of property in the State. The figures which they present have been carefully made, and show clearly and forcibly the prosperity of our people.

The depositors in our Savings Banks and Trust Companies and the shareholders in the Loan and Building Associations now number 237,740, equaling about a third of the entire population of the State. This is a gain of 23,760 during the past two years. **Savings Banks.**

On the 25th day of October, 1902, the total assets of all our State banking institutions were as follows: Savings Banks, \$77,853,815.64; Trust Companies, \$17,035,941.70; Loan and Building Associations, \$2,854,626.60; a total of \$97,744,383.94, as against \$87,233,793.12 two years ago, being an average annual gain of over \$5,000,000.00.

As a rule deposits are made in such small amounts that they could not be invested independently and often they are made by individuals who could not invest for themselves. When these accumulations are withdrawn, it is either to meet existing needs, or for use and investment in the business of the individual depositors. Through the influence of these institutions vast sums have been saved which have constantly contributed to the business enterprises of our State.

In the past two years these banks have paid to depositors \$4,467,143.14 in dividends. This is the net income which they have returned to their patrons, after paying taxes, amounting to over \$1,000,000.00, all the necessary expenses of their management, and setting aside a reasonable reserve. While the annual rate paid is small, it represents a material addition to the income of our people, and contributes largely to their present comfort and future welfare.

The fifty-one Savings Banks of Maine contribute nearly one-fourth of the total revenues of the State, having paid a tax of \$537,720.51 during the past year.

In 1872, when the tax on Savings Banks was first established, the rate was one-half of one per cent. on the average deposits, and the banks then paid an average dividend to depositors of $6\frac{2}{3}$ per cent. The tax now approximates three-fourths of one per cent., and the average dividend paid during the past year has been about $3\frac{1}{4}$ per cent. In other words, the State now receives about one-fifth of the net earnings of the banks. When it is remembered that more than three-fourths of all depositors have but \$500 or less to their credit, and that a considerable portion of these deposits represent the small savings of the poor—pittances which have been slowly accumulated, oftentimes by the most rigid economy and self-denial, it is apparent that the State is exacting from the banks too large a proportion of their earnings.

The tax should be reduced to an average rate of not more than one-half of one per cent., and in order that this may be done without materially affecting the revenues of the State, I recommend a horizontal reduction of one-eighth of one per cent. to take effect the coming year, and a further reduction of one-eighth of one per cent. to take effect in 1904.

According to the estimates of the Bank Examiner, we may reasonably expect a yearly increase of about \$3,000,000 in Savings Bank deposits. Thus in a few years the loss sustained by the Treasury on account of the reduction in the rate would be made good.

It should be remembered that these institutions are wholly mutual and no part of the profit goes to the management. The banks have made a splendid record for conservatism and to the highest degree enjoy the confidence of the public. They have encouraged the saving of millions of dollars which otherwise would have been wholly wasted or frittered away in needless expenditures.

Education.

The State Superintendent of Public Schools reports that there were 213,526 persons of school age in the State on April 1st, 1902; 6,634 teachers were employed, of whom 1,481 were graduates of Normal Schools. There were 224 free High Schools, with 13,283 pupils enrolled.

It is gratifying to know that the parents of children who are in the schools, and citizens generally, are taking a greater interest in school work, and that much is constantly being done in the improvement of school grounds and buildings, and to make the schools in every possible way more attractive and efficient.

The State school fund and mill tax the past year amounted to \$562,461. The school fund raised by the towns was \$838,807, and the amount derived from various local resources \$38,042, making the total amount available for the support of the common schools \$1,439,310.

I recommend that the State school funds be apportioned on the basis of average attendance, instead of on the basis of the number of persons between four and twenty-one years of age, in the different towns and cities. It is only right that the State should so distribute these funds as to make the wisest use of them, and in a way that will accomplish the largest possible measure of practical good. For this reason the allotment should be based not upon the number of persons of school age, but rather upon the number actually attending our public schools and receiving instruction therein.

I believe that such change in the law would work to the benefit of our common schools, and I trust this matter will receive your early and careful consideration.

Our academies, seminaries, and institutes have the largest attendance in their history. The children in the rural and village communities at the present time show a more ardent desire for a higher education than was evinced by the boys and girls in the days when many of these institutions were founded, and when the men, whose subsequent distinguished careers did so much to give prestige to their State, were laying the foundations of future greatness.

The Normal Schools have increased their standards of admission, and as a result the students are better trained. These schools are in a most satisfactory condition in every way, and are making constant progress and improvement.

The Summer Training Schools are attended by a large proportion of our teachers, from which they derive many advantages. The Teachers' Institutes which have been largely attended, have afforded parents, teachers, students and school officials an opportunity to discuss the various questions relating to the work of the schools, and have been of inestimable value.

Under the provisions of the will of the late Cecil Rhodes, two students from this State may have the advantage of scholarships at Oxford University, England, and receive \$1,500 each year during a residence there of three years.

A small appropriation may be necessary to enable the State to take advantage of the opportunity thus offered.

The general law providing for aid to academies, enacted by the legislature of 1901, appears to have fulfilled the expectations of its advocates, and has apparently proved an effective remedy for the evils previously existing, while at the same time giving

aid to many worthy and deserving institutions which are doing splendid work in the various towns in which they are situated.

**University of
Maine.**

During the past year there has been a large increase in the number of students attending the State University. The condition of this institution seems entirely satisfactory from every point of view.

One hundred and sixty new students entered the University in the fall of 1902, every county in the State being now represented. There are twenty-three students from outside the State, nineteen being from Massachusetts, two from New Hampshire, one from New Jersey and one from Rhode Island. Of the freshman class, one hundred and one students entered upon technical courses, including Agriculture. The number of students in the institution pursuing technical studies is two hundred and sixty-seven. Twenty-nine new students entered the School of Law, making sixty in attendance in this department.

A large percentage of the students are seeking to obtain an education by their own efforts, and are wholly or partially self-supporting.

The building containing the drill-hall, chapel, gymnasium and administrative offices, which was built by the subscriptions of the alumni, has been completed and entirely paid for. It is a most excellent and serviceable building, and the work of the University would have been seriously crippled had it not been constructed.

It has been the policy of the institution to provide instruction in every line of practical work. Courses in Mining and Marine Engineering have been added, and special work in Forestry has been begun.

The trustees recommend the erection of a building which will serve as a mechanical laboratory, shops for iron and wood working, and a power plant. You will be asked for an appropriation for this purpose, and I am sure the needs of the University, which is doing excellent work in the education of our youth, will receive your most careful consideration.

Elections.

Our present ballot law is manifestly defective in some important details. It should be simplified and made so clear and plain in all of its provisions that every citizen can understand it. It frequently happens that election officers, through a misunderstanding of the law, fail to count ballots which should be included in their returns. In every State election, hundreds of citizens lose their votes by reason of their failure to mark their ballots in accordance with the strict requirements of the law. This is not as it should be. No man should lose his ballot by reason of

a mere technicality, when his intent is so clearly expressed as to be evident to all.

The right of suffrage, which is the highest privilege of citizenship, is the very foundation of our form of government. Justice demands that the law should be so modified that every man may exercise his franchise according to his own views and wishes, without endangering his ballot.

I commend this matter to your careful consideration and trust you will enact such changes in the law as will render it more easily understood, while preserving every essential feature of its present provisions.

Every safeguard of the general election should be placed about the caucus. Our present system is liable to grave abuse, and I earnestly recommend and urge the enactment of a direct primary law which will more completely preserve the purity of the ballot, and under severe penalties prevent the members of one party from participating in the caucuses of another. The necessity for some action is so apparent as to make comment on my part unnecessary. There have been so many instances of irregular practices in the primaries that some direct and controlling legislation is imperatively demanded.

**Primary
Elections.**

An awakened public sentiment among the people of Maine demands a more complete and vigorous enforcement of the prohibitory law. In nearly all our country towns the law is respected and obeyed. It is in the cities and larger villages that it has been most frequently and persistently violated. This condition of things is apparently due to the fact that in the larger places there has been wanting an active and healthy sentiment in support of the law, and indifference and opposition have made its enforcement more difficult.

**The
Prohibitory
Law.**

Disrespect of one law breeds disrespect of all law, and there is a growing appreciation of the far-reaching demoralization that comes from the failure to honestly and fearlessly administer every law upon our statute books.

Officers whose duty it is to see that the law is observed have no option in the matter, if they respect their official obligation and are true to their official oath; but it is most important that every law should be sustained by an unquestioned public sentiment, for officials elected by popular suffrage seldom rise to higher conceptions of public duty than is represented by the prevailing sentiment of their constituents.

Good citizens may differ among themselves as to the best method of contending with the liquor evil, but they cannot afford to be otherwise than a unit in demanding the faithful, fearless,

and impartial enforcement of every existing law, so long as it continues to be the law.

Among some of the most earnest and sincere friends of temperance in the State, there is a strong feeling that the prohibitory amendment should again be submitted to the people, that they may have an opportunity to declare themselves upon the question. They believe that such an expression of the popular will would give renewed strength to the law, and lead to more complete and thorough enforcement in those portions of the State where officials have failed to do their duty.

If you are satisfied that the people desire to express themselves upon this matter, it will be your duty to give them an opportunity to definitely pass upon the whole question at the polls.

Agriculture.

The Commissioner of Agriculture reports that our agricultural interests are in a flourishing condition, and that there is a strong feeling of encouragement among the farmers of the State.

The Experiment Station and the State University are aiding much by teaching the science of agriculture. They are constantly bringing to light new truths and new methods, which have a marked effect in stimulating every line of farm work. The more general use of modern farm machinery and better scientific knowledge have served to stimulate production without a corresponding increase in cost. Crops, with the single exception of corn, have been abundant. Prices have been high, and farmers have found a ready market for their products.

The Commissioner further says that the condition of our farmers as a whole is constantly improving. Their indebtedness has largely been decreased, and many mortgages have been canceled. Farms are better equipped than ever before, and thrift and prosperity are everywhere noticeable. The usual number of Farmers' Institutes have been held, and have been well attended. Their work is of great educational value and is fully appreciated. The Commissioner has endeavored to secure the most practical and successful agriculturists in the country as instructors, and the corps of teachers at the University of Maine have aided greatly in promoting the success of these meetings.

Crop bulletins have been issued quarterly during the year. They are sent to between seven and eight thousand farmers of the State, going largely to those who have personally expressed a desire to receive them.

The Maine Dairymen's Association, which includes in its membership many of the most progressive dairymen in the State, advocates the employment of an instructor, whose duty it shall be to urge better methods in the production and handling of milk

and cream, the work to be under the direction and control of the Commissioner of Agriculture.

Much can be done for the advancement of our dairy interests, if proper effort is made along the right lines and the value of these products can be largely increased.

A man thoroughly equipped for the work and competent to give instruction could greatly stimulate the growth of this industry by the introduction of the best methods.

It is unnecessary for me to urge the importance of encouraging in every possible way the interests of Agriculture, upon which so many of our people depend for employment and support. The prosperity of the farmer means the prosperity of the whole State, and his interests are the most important that are entrusted to our care.

The Cattle Commissioners have condemned and destroyed more cattle and horses during the past two years than ever before in the same period. Owners of cattle are coming better to understand the dangers of tuberculosis, and the commissioners are called upon to make a larger number of investigations. As a result, many more cases are being discovered, and better protection is being afforded from the danger of infection.

**Maine
Cattle
Commission.**

The appropriation made by the last legislature has proved inadequate, and you will be asked to grant a still larger sum. It is unnecessary for me to point out the importance of continuing this work. I know you will willingly provide whatever amount may be needed to enable the Commissioners to pay promptly for all cattle and horses which they may find it necessary to destroy.

The total number of citizens of this State, between the ages of eighteen and forty-five, able to perform military duty, according to the last returns, is 104,268. Under the present law, the active militia is designated "The National Guard of the State of Maine." As now constituted, it consists of two Regiments of Infantry of twelve Companies each; a Naval Reserve; a Signal Corps; and an Ambulance Corps; a total of 1,318 men.

**The National
Guard.**

There has been great improvement in the work of these troops as a result of the active interest in the service which has been shown by both officers and men. The Spanish War has given us many veteran officers, whose services are of great value, and whose work has done much to improve the morale and increase the efficiency of the Guard. The annual encampment has been productive of good results, and both Regiments have made noticeable and praiseworthy advancement.

The Signal Corps and Ambulance Corps are worthy of special mention for the proficiency of their drill and the interest which their members manifest in the discharge of their duties.

The Naval Reserve, consisting of three officers and forty-six men, is most fortunate in being commanded by officers who have made themselves thoroughly familiar with their duties. The command would not suffer by comparison with any similar organization in the country. The practical experience which the men have gained as a result of their cruise each summer, has familiarized them with the service performed at sea, both officers and men being assigned to regular duty and treated in every way as if they were members of the United States Navy.

**Insurance
Department.**

There was no supervision of Insurance in Maine prior to 1868, at which time the office of Bank and Insurance Examiner was created. In 1870 the office of Insurance Commissioner was established and a separate department was organized. Of sixty-eight foreign Fire and Marine Insurance Companies then doing business in the State, but twenty remained at the close of 1901. Of the forty-four old-line Life Insurance Companies, then under the supervision of the Department, only seventeen were licensed in 1901.

There is not a single Stock Fire Insurance Company organized under the laws of Maine, which is doing business in the State at the present time, our fire underwriting being largely done by foreign corporations. Nineteen companies, with capital aggregating \$4,500,000, withdrew from the State in 1901, and it is now impossible to secure adequate insurance in licensed companies. It is unwise to impose upon these corporations unnecessary or burdensome restrictions, which must either force them to withdraw from the State, or charge increased premiums for insurance.

There has been a much smaller number of incendiary fires since the law was enacted giving the Commissioner authority to make investigations. During the past two years several persons have been convicted of incendiarism, and are now confined in the State Prison.

In 1901 the property loss by fire in this State was \$2,170,024. The insurance loss on the same was \$1,356,723, leaving a direct loss to property owners of more than \$800,000 during a single year.

There has been a very large increase in the amount of business done in this State by the Life Insurance Companies during the last ten years. On December 31st, 1901, risks to the amount of \$76,462,857 were in force, as against \$31,726,436 on December 31st, 1891. There has also been a large increase in the member-

ship of the fraternal beneficiary organizations, whose members are to be found in nearly every town in the State. Over no class of Insurance Corporations does the law give the Department so little control, and there are none whose operations should be more carefully guarded and protected.

The fees of this Department in 1870 amounted to \$3,777, no tax being imposed at that time. In 1902 the fees collected by the Insurance Commissioner amounted to \$16,694.50, the largest in the history of the Department; and the tax paid by the Companies was \$79,127.78, making a total revenue from this source of \$95,822.28.

The Forestry Commissioner, after a most careful and thorough **Forestry.** investigation, reports that there is standing in Maine to-day over 21,000,000,000 feet of spruce timber, not less than 9 inches in diameter, at the height of 4 feet. The annual growth varies from 2 to 4 per cent., according to the character of the soil and other conditions, and the Commissioner believes it is safe to assume that when cut judiciously, it will make an average yearly growth of 3 per cent., or 630,000,000 feet. About 662,000,000 feet of spruce was cut in the State during the season of 1901-2; which is somewhat in excess of the average amount for the past few years.

It is evident that the growth of our spruce forests is nearly keeping pace with the amount annually consumed. They are not likely to be exterminated by our industries, but their greatest danger is from fire.

It is estimated that there is also about 2,000,000,000 feet of spruce in the Androscoggin valley, in New Hampshire, for which the natural outlet is the pulp and saw mills of Maine. The new Fish River Railroad will turn a large part of the forest products of that section to Maine manufacturers, which formerly went down the St. John River to New Brunswick.

There is also a large growth of valuable hard woods of various kinds which will ultimately be a source of great wealth to the State and give employment to a large number of people.

The Forestry Commissioner, who has conducted his investigations with great care, has been aided in his work by the United States Department of Forestry, which during the past year sent an expert, accompanied by ten experienced foresters, to this State to study our forests. Nearly three months was spent in the work and the information thus obtained will be of great value.

There are about 80,000 acres of school or public lands under the care of the State Land Agent. These lands are located in eighty different plantations, situated in eleven counties. About \$13,000 has been received during the past year from the timber

on these lands, of which nearly \$1,000 was collected in trespass cases. Frequent complaints of trespass upon public lands are received, and on account of the tracts being so widely scattered, much time and labor is required in making investigation and properly protecting the State's interest.

The Land Agent also has the care of Indian Township, so called, in Washington County. This town contains 22,400 acres. It is well located and is covered with young trees of different varieties which are making rapid growth. The soil is fertile and it is a valuable tract of land.

State Roads.

One hundred and five towns have taken advantage of the act passed by the last legislature, which provided for the improvement of certain highways designated thereby as State Roads. I am convinced that these expenditures have on the whole been wisely and judiciously made, and I believe that the system thus established offers a practical and progressive plan of road improvement, free from many of the objections which have been urged against other methods.

This appropriation should be continued, and should be large enough so that every town which may desire to enjoy its benefits may be able to take advantage of its provisions. The amount which a town may receive should also be increased.

The St. Louis Exposition to Commemorate the Louisiana Purchase.

The Legislature at its last session authorized the appointment of a Commission to have charge of the interests of the State at the St. Louis Exposition to Commemorate the Louisiana Purchase. This Exposition, which will be held at St. Louis in 1904, will be International in its character and bring together exhibits of every kind from all parts of the world. It is desirable that the resources of the State be creditably represented and particularly that we should take advantage of this opportunity to make more widely known the attractions which Maine presents to the summer visitor and sportsman.

A reasonable appropriation should be made for this purpose.

Inland Fisheries and Game.

In twenty-five States of the Union, and throughout the Dominion of Canada, licenses must be secured before non-residents may hunt certain game, or hunt at all. In some sections of the United States the privilege of hunting is not extended to non-residents. The Commissioners of Inland Fisheries and Game in their annual report, which you will shortly receive, recommend the enactment of a license law to apply to non-resident hunters of large game. This would afford sufficient revenue to provide an efficient warden service and at the same time protect our game from being destroyed by a class of hunters

who come to Maine in increasing numbers each year, leaving little if any money among our people, and apparently relying upon the sale of the game which they may secure to defray part or all of the expense of their vacations. Such visitors are not desirable. They are not a source of any revenue to our people, and I can personally see no reason why the State of Maine should maintain a game preserve for them free of cost. The property of all our people bears its part of the expense of maintaining this department, yet only a portion of our citizens participate directly in its benefits. Why, then, should not citizens of other States who come here to share these privileges bear some part of the cost of their maintenance?

As time goes on, a much larger number of people will come to Maine each year to spend their vacations and to hunt and fish. No other State in the Union presents so many attractions as ours, and we should see to it that everything possible is done to bring the desirable summer resident within our borders. Our game should be fully protected, and above all our lakes and streams should, wherever practicable, be stocked with the product of our fish hatcheries.

I know that you fully appreciate the great importance of the fish and game interests to the people of the State, and will take such action as is necessary to maintain our present advantageous position in these matters.

It is the duty of the State and the municipality to protect the lives and health of its citizens. The State Board of Health, in co-operation with the local boards, constitutes a public health organization which is doing work of the greatest value and importance. We have come to rely upon its efforts to guard us from the danger of epidemics and I believe that our confidence in the efficiency of this department is fully warranted.

**State Board
of Health.**

During the past two years, small-pox has been widely prevalent throughout the country, but our own State, although surrounded by the danger of infection, has suffered little, and the outbreaks of this disease have as a rule been promptly suppressed.

There has been a marked diminution of the death-rate from tuberculosis, as is shown by the reports of the Department of Vital Statistics. The decrease of the number of deaths from this cause in the last decade has been more than twenty-five per cent.

The Sea and Shore Fisheries furnish business and employment to thousands of our citizens. We have no interest which requires more careful attention and protection, and none is more

**Sea and
Shore
Fisheries.**

surely and certainly benefited by a wise and liberal policy on the part of the State. In no other employment or industry is it so easy for a poor man to earn an honest living, and none so quickly yields a reward to reasonable effort and gives support and an independent existence to so many citizens who might otherwise be dependent.

The capital required by the average fisherman who carries on business for himself is small, while his opportunity to live at home, supporting himself by his individual exertions, is only limited by the supply of the products of the sea, the abundance of which depends largely upon the vigilance of conscientious and competent officials in the protection of our fisheries from avoidable disaster and wilful destruction.

The Commissioner in charge of this Department fully appreciates the great importance of the interests entrusted to his care and can be relied upon to protect and foster them.

The so-called Hay-Bond treaty now under consideration in the Senate of the United States gives free entry into this country of the products of the Newfoundland fisheries. Its ratification would result in serious injury to our fishing interests by opening to the markets of this country the products of Newfoundland in competition with our own.

The welfare of the coast towns of Maine requires us to do everything in our power to prevent its acceptance.

Pensions.

Two thousand, two hundred and ninety-eight persons in 358 towns, cities and plantations receive State pensions. One thousand, two hundred and eighty-three are paid \$2.00 per month, and only 174 receive over \$4.00 per month. One thousand, two hundred and sixty-seven of these pensioners are invalids, and 926 are widows.

Though the amount paid to each is small, many a home is relieved from want and suffering thereby, and the recipients are thus enabled to maintain themselves without other public aid. This is but a slight recognition of our obligation to those valiant men who nobly fought for their country in its time of peril. I know it is unnecessary for me to urge the continuance of the appropriation required for their relief.

Railroads.

The total mileage of Steam Railroads in the State is 2,000.51, a gain of 81.53 miles during the past year. This gain is due to the construction of the Fish River Railroad from Ashland to Fort Kent, 52.50 miles; an extension of the Bangor & Aroostook Railroad from Van Buren two miles up the St. John River; an extension of the Rumford Falls & Rangeley Lakes Railroad north from Bemis, 12.66 miles; an extension of the Wiscasset,

Waterville & Farmington Railroad from Weeks Mills to Winslow, 14 miles; the construction of a branch of the York Harbor & Beach Railroad in Kittery, .34 of a mile, and a change in remeasurement of .03 of a mile.

There are 342.68 miles of Street Railways in the State, all but three miles being operated by electricity, a gain of 59.67 miles during the past year.

During the year ending June 30, 1902, the gross earnings of the Steam Railroads of Maine were \$11,763,068.86, a gain over the previous year of \$833,066.00, and an increase in the last ten years of \$4,841,859.62. It will thus be seen that the receipts of our Steam Railroads have nearly doubled since 1892.

The number of tons of freight carried in 1902 was 8,868,303, a gain over the year 1892 of 5,173,369 tons, or about 150 per cent.

The gross earnings of the Street Railways for the year ending June 30, 1902, were \$1,573,993.90. Eight thousand, four hundred and seventy-nine persons were employed upon both Steam and Street Railroads, who received during the year, wages amounting to \$4,458,383.20.

The Commissioners in charge of Fort William Henry at Pemaquid will ask for an appropriation sufficient to properly preserve and care for the fort, as well as for the many valuable memorials which have been found there. Their report, which will soon be before you, is full of interest, and gives some account of the work which has already been done in this direction by citizens of Bristol and others. A small amount only would be required to preserve and to some degree restore this ancient fortification.

**Pemaquid
Commission.**

Under the management and direction of our efficient Superintendent of Public Buildings, many needed improvements have been made in the State capitol. These changes, which have given our State House a much more creditable appearance, have been made at comparatively small cost and without the necessity of any large or unusual appropriations.

**Public
Buildings.**

There is a growing interest in the reports of the Bureau of Industrial and Labor Statistics as the value of the work done by this Department becomes better known and understood. This is shown in a constantly increasing demand for these reports, and by the large number of inquiries received regarding the various industries and resources of the State, which has added materially to the work of this department.

**Bureau
of Industrial
and Labor
Statistics.**

State Library. The State Library has been greatly extended and developed during the past two years. The section of its work which is evidently of the greatest interest to the public is that connected with the traveling libraries. There are now eighty of these libraries in active use, or four thousand volumes, and the records returned to the State Librarian show that these books annually afford entertainment and instruction to over forty thousand readers. They are increasing in use in the small towns and neighborhoods, and even in the lumber camps. They are sought after by high schools, and prove very helpful to study clubs and granges. There are over one thousand institutions and organizations of various kinds in Maine, representing over fifty thousand readers, which have a right to demand the use of these libraries, or of any single volume that can safely be loaned from the State Library.

There can be little doubt that the number of these libraries must be doubled within the next few years, to meet the demand that now exists for them, unless the Legislature shall consider it wise and just to place some limitation upon the use of the State Library in educating the people, and shall restrict within more narrow limits the books that may be loaned.

Not only has this section of the library work been largely increased, but the exchange of public documents and reports has nearly doubled within the last three years, and it will be necessary to set apart for its use an increased number of each of these publications, if this system of exchange and distribution is to be maintained.

The Library has grown very rapidly through the acquisition of books and other works relating to historical studies, and in its legal section. During the past two years ten thousand books and pamphlets have been added. It now contains over 18,000 law reports, digests, and statutes, embracing decisions of every court in the United States, Canada, England, Ireland, and Scotland. There is not another library east of Boston so fully and completely equipped as this for the use of the student, the lawyer or the man of affairs. The librarian reports that every available inch of space where a book can be placed is now occupied; that every storeroom outside the library proper is crowded, and that there is urgent need of additional room in which to put the rapidly accumulating volumes, as well as to provide space for the accommodation of the people, for with all these valuable collections, there is not a single room where books may be consulted without inconvenience and interruption.

Maine Insane Hospital. There were six hundred and thirty-one patients in the Maine Insane Hospital, November 30th, 1902, three hundred and sixty-

three of whom were men and two hundred and sixty-eight were women. This is an increase of thirty-one over the preceding year. There has been a slight increase in the death-rate due to the admission of an unusually large number of aged people, but the institution has been entirely free from infectious or contagious diseases of any kind.

The Asylum has been crowded in the woman's department, on account of the reconstruction of one entire wing. This work, which is now completed, is fireproof and contains many conveniences which will add greatly to the comfort of its occupants.

The work of reconstruction should be continued, and all the older portion of the Asylum should be thoroughly modernized. The Superintendent states that the remaining wings, properly arranged will provide for sixty-four additional patients and furnish accommodations much superior to those now existing. I recommend an appropriation for this purpose. This portion of the Hospital is greatly in need of repairs and in a condition not creditable to the State. A reasonable expenditure will not only put the institution in thoroughly first-class condition, but afford ample accommodations for such additional patients as may be admitted to the Asylum for some time to come.

The per capita cost of the board of the patients in this Institution during the past year has been \$4.77¾ per week. This covers every expenditure in the management of the Institution.

The Eastern Maine Insane Hospital was opened July 3d, 1901, with one hundred and forty-seven patients who were transferred from the Asylum at Augusta. The number had increased to two hundred and nine on November 30th, 1902, of whom one hundred and fifteen were men and ninety-four were women. During the twelve months previous to this date, one hundred and eleven patients were admitted. Sixty-eight were discharged, thirty-seven having recovered and twenty-six being greatly improved.

Eastern
Maine
Insane
Hospital.

Much has been done under the direction of the management to make the surroundings of this Hospital more attractive. Trees and shrubs have been planted, necessary roadways have been constructed, and the grounds have been graded and improved, so far as funds available would permit. Still more, however, must be accomplished to complete this work, and a considerable appropriation will be necessary to meet the requirements of the Institution in its various departments and to provide furnishings and equipment needed to maintain the Hospital at a proper standard.

A sufficient sum should also be provided to meet the deficiency in running expenses.

State Prison.

There are one hundred and eighty-three inmates of the State Prison, thirty-six of whom are under life sentence. Forty-seven have been admitted during the past year; fifty-two have been discharged, and four have died. On account of the advance in price of nearly all food products, there has been a considerable increase in the cost of maintaining the subsistence department, but on the whole the prison has made a fair showing and will not require so large an appropriation as two years ago.

Only four of these convicts are women, but I am convinced that this institution should have a matron, whose duty it shall be to take immediate charge of female prisoners. The State is not doing its whole duty in this respect, and I trust you will take some action to place this department of the prison on a right and proper basis.

Maine School for the Deaf.

During the past two years the attendance at the Maine School for the Deaf has largely increased, and the school has made most commendable progress and advancement in every way.

Ninety-two pupils are now in attendance, nearly every county in the State being represented. Nine teachers give instruction, and the course includes all the regular English branches. Industrial training is also given, the girls being taught sewing, cooking and the various duties of the household, while the boys are instructed in wood-working, glazing, painting, printing and cobbling.

This institution is well managed, and its needs should receive your careful consideration.

Bath Military and Naval Orphan Asylum.

There are sixty-eight children in the Bath Military and Naval Orphan Asylum, of whom thirty-seven are boys and thirty-one are girls. They are from four to fifteen years of age and all attend the public schools of the city.

This institution is doing good work, and its management is worthy of the highest commendation.

State Reform School.

A proper classification of the one hundred and forty-five boys in the State Reform School requires the building of two additional cottages modeled upon the same general plan as those already existing. Eighty-five of these boys live in the original building, which was erected about fifty years ago. This structure should be thoroughly remodeled to meet the present requirements of the institution. It is unfortunate that so many of these poor children should thus be congregated together, as it is practically impossible to separate those of vicious tendencies and criminal instincts, from those who have committed only trifling offences and who are simply the victims of poverty and misfortune.

It is neither right nor just that this institution should be termed a Reform School and that its inmates, who are only children, should be stigmatized as convicts. Nor should the time they spend here be termed imprisonment. The school should bear some more appropriate name. I trust that the needs of this school will receive your most careful consideration, and that you will grant a sufficient appropriation to meet its reasonable requirements.

There are one hundred and forty-eight girls under the care of the Maine Industrial School for Girls. Of these sixty-nine are at the school, and the remainder have been placed in homes in different parts of the State. During the past year twenty-one girls have been admitted, fifteen have come of age, five have been permitted to marry, and ten have been discharged.

**Maine
Industrial
School for
Girls.**

The trustees of the school ask that some provision be made for those who are feeble-minded, seven in all, our annual appropriation for the care of such children in the Massachusetts Home for the Feeble-Minded being insufficient for that purpose.

I am sure that an institution so worthy of public support will receive the most careful consideration at your hands, and that you will grant such appropriations as may be reasonably necessary for its support and maintenance.

I have endeavored briefly to present to you a comprehensive review of State affairs. The reports of the various departments and of the officers of the different State Institutions will give you in detail an account of their work. The sums set apart for their support have been ample for their requirements, as a rule, and I trust no new appropriation will be made unless you are fully satisfied, after the most thorough examination and careful consideration, that the best interests of the State require it. Not a dollar should be wasted or unnecessarily expended, but the same careful, prudent management, the same judicious economy which characterizes the administration of every successful private enterprise should be exercised in conducting the business of the State.

Conclusion.

There should be no shadow of doubt as to the exact intent and meaning of every measure proposed for enactment. Every provision of the law should be absolutely plain and clear. The utmost care should also be exercised in scrutinizing the constitutionality of all contemplated legislation. It is always a source of trouble when a statute is found to be inconsistent with the organic law after the people have begun to act under it, and leads them to distrust and to question all new legislation.

As the trusted servants of the people, for a brief time having their interests in charge, let us see to it that they have no just cause to distrust our motives, or our desire to discharge our duties in a manner that will promote their welfare and merit their approbation.

The approval of our own judgment and conscience, the knowledge that our management of public matters receives the commendation of unprejudiced, fair-minded men, is the highest and best reward we can hope to receive for the time we devote to the public service. Resolutely and fearlessly let us determine to do our whole duty, unmoved by any consideration save a fixed purpose to labor devotedly for the upbuilding of every interest of our beloved State and for the permanent welfare of all its people.