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NO. 2.

Governor's Message.

Gentlemen of the Senate and House of Representatives.

The wonderful powers of recuperation heretofore exhibited by the American people in recovering from panic and misfortune inspired the hope, twelve months ago, that the dawn of the present year would discover the country released from the distress and effects of the financial panic of 1873, and inaugurate a period of confidence and prosperity. That this hope has not been realized, is painfully manifest, throughout the length and breadth of our own great State is found furnaces chilled, factories still, mining shafts in process of decay, and myriads of unemployed men, with no resources to provide for themselves and families against the rigors of the winter that now holds all nature in its cold embrace. We must not be pessimistic that distressing conjunctures, like the present, often brood a spirit of restlessness and discontent that ascribes to the existing government the ills that afflict society. It is therefore expected, in the presence of our depressed trade and languishing industries, that the efforts of those who are serving the public shall be directed to the practice of the most rigid economy. Let us confirm these expectations by our own conduct in the dispatch of the public business, a constant study of the general welfare, and the application of every means in our power to reduce the burdens of the people, and with this view I recommend the closest scrutiny of every item of the appropriation bill. In this season of distress no outlay of money should be made except what is absolutely required for the ordinary expenses of the government, and to make provision for the maintenance of those reformatory and charitable institutions with whose management the State is charged. Where misery would be entailed upon any human being or the interests of science suffer by withholding aid, or other educational or charitable objects, humanity and a sense of public duty will approve of some assistance, but unless for these or equally imperative reasons it is my solemn conviction that no appropriation should be made for any institution other than those for which the people of the whole State are responsible.

FINANCE.

The brief statement of the finances heretofore submitted is made to embrace the details of most interest, and I invite your attention thereto with a view to a more intelligent apprehension of the discussion that follows:

Debit.	
During fiscal year ending November 30, 1874:	
Six per cent. loan.....	\$1,219,050 00
Five per cent. loan.....	9,000 00
Chambersburg certificates.....	2,963 99
Revenue notes.....	53 00
Domestic creditors' certificates.....	19 67
Total.....	\$1,230,186 57
Receipts.	
During fiscal year ending November 30, 1874:	
Balance in Treasury November 30, 1873.....	\$1,253,351 24
Receipts.....	5,871,968 27
Total.....	7,077,223 20
Disbursements.	
During fiscal year ending November 30, 1874:	
Ordinary expenses.....	\$1,230,186 57
Interest paid on loans.....	6,642,567 86
Total.....	7,872,754 43
Balance in Treasury November 30, 1874.....	1,054,551 65

Public Debt.	
Six per cent. loan.....	\$1,219,050 00
Five per cent. loan.....	9,000 00
Four and a half per cent. loan.....	87,000 00
Total.....	\$1,315,050 00

Unfunded Debt.	
Relief notes in circulation.....	\$96,196 00
Interest certificates outstanding.....	13,819 02
Interest certificates unclaimed.....	4,448 28
Domestic creditors' certificates.....	25 00
Chambersburg certificates outstanding.....	82,769 28
Chambersburg certificates unclaimed.....	265 68
Total.....	196,371 26

Bonds in Sinking Fund.	
Bonds of Pennsylvania railroad company.....	\$5,500,000 00
Bonds of Allegheny Valley railroad company.....	3,500,000 00
Total.....	9,000,000 00

During the fiscal year ending November 30, 1873, the receipts of the Treasury amounted to \$7,077,223 20. It will be observed that in the past year the revenues have sensibly diminished, and the receipts were only \$5,871,968 27. This diminution of \$1,205,254 93 was occasioned by the repeal, in 1873, of the taxes on gross receipts of railroads, net earnings of industrial and other corporations, and tax on salt and other mineral products. It is worthy of remark that the relief afforded by the repeal of these taxes was mainly in the interest of corporations employing the greatest number of working men. With this reduction of the revenue, and with an increased expenditure of perhaps \$500,000, made necessary by the new Constitution in the additional outlay for schools, Legislature and judiciary, it is manifest that the severest economy must be observed in all the departments of the government, and the appropriations considered and wisely made, or the State will be unable to meet its obligations under the existing tax laws.

By the Constitution, the proceeds of the sale of public works, and by act of the session, approved May 9, 1874, the tax on the capital stock of all corporations were assigned to the Sinking Fund, which can only be applied to the payment of loans redeemed and interest on the public debt. The receipts from other sources belong to the general revenue fund, and as all the expenditures of the Government are payable therefrom, it is clearly the duty of the Legislature to limit the appropriation to the amount of this fund.

INDUSTRIAL EDUCATION.

The report of the Superintendent of Common Schools, wherein the statistics of our educational system are presented with unusual care, will enlist the profound study of those interested in the mental and moral training of our youths. Convincing as these details are, of the close relationship existing between education and the true welfare of the State, our people are slow to adopt methods used in other countries and States, whereby the boundaries of instruction are extended, and knowledge imparted of a more useful and practical kind. Our common school system is now fixed upon a firm basis, and a free education assured to all who wish to avail themselves of its benefits, and inquiry should therefore be directed to the discovery of the best plans to be adopted for the numerous youths that are the outgrowth of the peculiar resources and varied industries of the State. Upon a

survey of the agencies used in unfolding these resources of Pennsylvania, it must be confessed, the mechanical work necessary for their proper development, requires labor of the highest skill; and if this survey extends over the vast and complex system of her industries, how manifold are the places where practical knowledge and handicraft are needed.

It is to our mineral wealth and manufactures we mainly owe our riches, power, and the advantages we possess as a State, and in our mines, furnaces, forges, rolling mills, locomotive works, and the myriads of others, wherein her products are formed for use, trained hands and minds are always wanted. Can they be found among our own people? Reasonable and just complaint is made of the want of skilled labor in our midst, and the constant recourse had to foreign countries to supply this pressing need. In our great iron and other industries, and wherever skilled labor is required, the greatest number of the so employed have acquired their experience in Europe, or the Eastern States. Is it not time for Pennsylvania to absorb herself from this dependence, that imposes upon many of her sons the condition of common laborers, at the bidding of overseers from without the State?

In the future that awaits our great State, with her exhaustless wealth, where in all the elements of empire, shall her children be the levers of wood and the drawers of water, or shall they assume the position to which their birthright entitles them and direct and control the machinery of the State? It is a matter of public concern, and one which will be a matter of public concern, that the measure of a State's productiveness is in proportion to the skill of its labor. We disburse in this Commonwealth ten millions of dollars annually to educate our children, and no one doubts the wisdom, policy, or necessity of this expenditure; and of the child who leaves the school at an early age, not one has any special fitness for a trade or any requirements that will enable them to compete successfully with the skilled labor engaged, in many instances at high prices, in extracting our mineral stores, or in the conduct of the great industries that are the pride and chief support of the State.

I am persuaded the members of the present Legislature are interested in any design that concerns the honor and welfare of the State, and I appeal to your judgment whether the dictates of common sense and a proper appreciation of the true resources of our prosperity do not demand that some provision should be made for training a portion of our children in a knowledge of the mechanics, and to endeavor to offer a few suggestions at the outset of a plan to impart this knowledge which, upon examination, I believe to be feasible and applicable to our system of education. Let young men in our common schools who desire to become mechanical engineers or master mechanics, or acquire a knowledge of some particular branch of mechanical industry, be transferred to the Centennial in the proportion of one to three that bear upon and especially mathematics in their relations to the trade they wish to learn. Lecture and draughting rooms should be provided and a workshop furnished with all the improved machinery, the former to be presided over by a professor of mechanical engineering and the latter carefully supervised by master mechanics. The students could be divided into the schoolroom and the workshop, and the lessons taught in the one be reduced to practice in the other, and a knowledge obtained of the mechanical processes made use of from the simplest to the most complicated work. Is there any practical obstacle to educating boys in this manner so that they can enter the Centennial in the month of June, then draught and finally make it with their own hands, if required? In Philadelphia, Pittsburg, and other large manufacturing cities, where the means of acquiring information of this kind are so ample, schools, such as I have described, might be established without great cost, and where provision is made therefor by the local school boards, the State should be pledged to give them proper assistance.

COMPULSORY EDUCATION.

If a parent neglects the education of a child or selfishness demands its earnings when the State affords the facilities for its instruction, can it be argued that it is despotic or destructive of the principles of free institutions to compel the attendance of that child at school, and is not a duty which the State owes, not to the child alone, but to her own safety, to rescue it from the condition of life this indifference to itself may impose upon it, and prepare it not only to be self-sustaining, but a good citizen as well? All ignorant men are not paupers or criminals, but from this class are recruited the greatest portion of those who fill our almshouses and jails. When, in certain sections of the United States, they find only seven per cent. of the people above the age of ten years, who cannot read, and in other sections, where eight per cent. of the crime chargeable to these sections is committed by this ignorant seven per cent. it will not do to deny that ignorance has a most intimate relation to crime. The statistics of pauperism likewise show that the illiterate and ignorant crowd our poorhouses, and a very small proportion of the inmates of these institutions have had any of the advantages of education. Will it be said the State has no interest in the suppression of an evil that is the prolific source of such misery and vice? Crime and pauperism are burdens which the State has to bear, and to make use of every preventive of these evils is the dictate of good policy and humanity.

There is, however, a more urgent reason why the State should compel the education of all the children within her jurisdiction. It is patent to every observer that where there is an aggregation of the ignorant and criminal classes, the laws regulating suffrage are frequently violated. The most effective remedy for this pernicious evil is the school. It is the nursery of the good citizen; regulates his will and action by certain fixed principles, informs and disciplines his mind, and excites and fortifies his self-respect. Receiving his education at the hands of the State, the child learns to look upon her as his benefactor, and with the increase of his intelligence there is a corresponding growth in his respect and veneration for the Commonwealth from whose beneficence he has so much to receive. This must be an integrate, who is taught by the State and having his mind enriched by the stores from her bounty, will use the gifts thus bestowed in corrupting her councils or undermining the faith of her people in the sanctity or efficiency of her laws. The lesson of the common school is love of country and obedience to authority. Can the time and attention of those entrusted with government be employed upon a subject more vital to the interests of society than to secure the education of every child

within the operation of its laws, and I sincerely trust that from the wisdom of the Legislature will be evolved some plan that will at least gather the neglected children of the Commonwealth into institutions where, jointly with the contributions of charitable people, she can provide for their maintenance and instruction.

NAVAL SCHOOL.

I invite your attention to an act of Congress, approved the 20th day of June, 1874, under whose provisions a school should be established at Philadelphia, for the instruction of young men. The importance of a school of this kind cannot be over-estimated, especially to a commercial city like Philadelphia, and the liberal offer of the National government will enable the instruction to be given in a practical way under a competent superintendent.

SOLDIERS' ORPHANS.

The education and maintenance of the soldiers' orphans will continue to elicit your sympathy and aid. No object so important and more successful appeal has ever been made, than the condition of these unfortunate children, whose future will be shaped and usefulness largely determined by the instruction they receive from the State. A number of these orphans, distinguished by their good conduct and mental qualities that adapted them to the calling of teachers, have been transferred upon the expiration of their terms, from the Orphan to the Normal schools of the State, where they are being fitted for that useful occupation. What the State should do to obtain employment for a means of livelihood for the residue of these children who are in need of assistance, is a matter, I feel assured, you will not think unworthy of attention.

CENTENNIAL.

As the time approaches for the Centennial Celebration of the Nation's Independence, a broader and more generous sympathy with its objects is apparent, while a more general disposition is shown to make the exhibition on that occasion, not only a faithful representation of our various natural and industrial resources, but to manifest as well, that when the Nation's pride, dignity or honor are concerned, the American people move with a common impulse and have a common interest. It has been conceded from its inception, that the exhibition must have the sanction and authority of all the States, if it would be clothed with the character of a national enterprise, and the number of the States that have already enlisted in the cause, discloses the prevalence of this feeling and their desire for harmony and unity of action. The Centennial must be constructed out of materials furnished from the whole Union, or its beauty will be marred and its symmetry destroyed. We owe it to ourselves, humanity and liberty to demonstrate that the full development of a country and its resources, the education of the masses, the grandeur of the nation, the blessings of religion, and the ampler protection to life and property can all be secured by, and are consistent with the largest share of freedom to man. We are to show that what the combined wisdom of ages and all nations endeavored and failed to obtain, a system of government under its own control, that will free millions of free people with no other restraints than those imposed by their own will, has had a trial of one hundred years, and a century crowded with triumphs in peace and war, and unexampled for the progress and development of those arts that are useful and help adorn human nature. Is not, therefore, the interest, pride and patriotism of every American engaged in the Centennial in its preparation, grandeur, and a true reflex of the intelligence, genius and habits of our people, the magnitude of our resources and the benefits of our institutions? This is the scope and intention of the celebration, and if we mistake not, the sentiments of the people of the country, every State and Territory will be represented in the exhibition in the manner that will best display its wealth, its industries and characteristics, and with the more comprehensive view of making the Centennial truly national and American. That the products of foreign countries will be largely represented, is assured by the number and character of the nations that have signified their intention to contribute, and the liberal appropriations they have made to provide for similar exhibitions. There has been no abatement of zeal in the efforts of the gentlemen in charge of this National undertaking, nor any cessation in their labors to diffuse a proper understanding of its purposes and uses. No apprehension of failure has ever seized them, neither have they been disturbed by unfriendly, and at times unjust criticism, now deflected by plausible suggestions that might have turned them aside from the supreme object for which they have striven. To their talents, dignity of character and untiring energy, the country will be indebted for a large measure of the success of the Centennial, and in what remains for them to do, these qualities should banish distrust and command for their confidence and support.

The work upon the building intended for the exhibition, is progressing rapidly, and the structure in its architecture and proportions will be a credit to the nation. The space to be allotted has been carefully allotted to each country, and ample provision made that the articles exhibited will be properly and fully displayed, while every facility will be afforded for the examination of our own products. Philadelphia is enlarging her accommodations for the entertainment of guests, the neighboring cities afford innumerable opportunities of a like kind, the extensive park where the Centennial buildings are located, is every day adding to its natural beauty, with the contributions of art with which public and private ability is adorning its avenues, and the welcome accorded those who attend the exhibition, will be in keeping with the traditional hospitality of the people of Pennsylvania, and we trust will reflect honor upon the whole nation.

INSURANCE.

The necessity of an Insurance Department, and its utility, have been clearly shown, since its creation, by the discovery of a number of unsafe and insolvent companies that were doing business in this State, one of which resorted not only to fraud but to the crime of forgery to deceive the public. The published assets of these companies in some instances amounting to hundreds of thousands of dollars, amount entirely upon their deposits for banking facilities. These are obtained by offering usually six per cent. interest, and loaned back to the community in which they are borrowed at higher rates of interest. These banks and savings institutions act as "middlemen" between the lender and the borrower, resulting in the rates of interest advancing wherever they are established. That it will be impossible for adventurers, under the cloak of an insurance company, to rob the public. Every facility for the detection of imposture should be afforded those charged with the examination of these companies. The immense interests involved in this business of insurance are entitled to the utmost protection the State can extend to them, and its inquiries should be so thorough that no form of deception is left its scrutiny. A more comprehensive law, also, for the incorporation of insurance companies should be passed and made to embrace all classes of insurance, and no company should be allowed to organize, or exist, that did not give the simplest guarantees of solvency and good faith.

THE NEW CONSTITUTION.

One of the encouraging signs of the times is the growing disposition on the part of citizens to give more sincere attention to the science of government and measures for the purification of the channels of legislation, and to the prevention of mischief, however of our political system, and for which no remedy has yet been found, is the disinclination of men of character and influence to devote a small portion of their time to educating a correct public sentiment, and to the selection of men for office who will fitly represent that sentiment. It is considered one of the first advantages we possess, and our form of government to be permitted to vote for those who are to make and administer our laws. If compelled by any arbitrary power to surrender this privilege we would do so only with our lives, yet how many citizens discharge this most important duty with as much indifference and as little investigation as to the merits of the candidates as they meet the ordinary requirements of the daily life. This unconcern begot a brood of demagogues whose malign influence years ago reached the dearest franchises of the people of this State. It became evident that reform must be had in many of the functions of government; in some places authority was strained and in others needed support; abuses in legislation had grown intolerant; the will of individuals and localities was enacted into law; corporations that were the creatures of the State became more powerful than their creator, and cities, through special grants were ruled by the few to the detriment of the many. To correct these evils the people demanded a change that would be radical, and the reforms. Special legislation had been enacted to the State a legacy of wrongs that have been fruitful of injustice, and some of whose injurious effects upon the peace and prosperity of the Commonwealth will be perpetuated to posterity, and if the New Constitution had no other merit than to confine this kind of legislation to its proper limits, it would secure the acquiescence of our people in accepting the provisions of the New Constitution, and the absence of all content on the part of corporations, many of whom were jealous of their restrictions, are a gratifying illustration of loyalty to the best interests of the State. The public sentiment that demanded the correction of these reforms must now be carried to the new or worse disorders do not creep into our political system.

A few suggestions will be pardoned concerning another habit of our citizens which, I fear, will banish integrity from office, unless corrected. Every well organized government properly provides against betrayal of trusts, and abuse of power by its Representatives. The public has a right to expect honesty, diligence and a conscientious discharge of duty from those whom it distinguishes by election or appointment, but on the contrary, are not its servants when they fulfill these essentials, entitled to confidence and protection from detraction and abuse. Men of character shrink from contact with public employment, because it involves a liability to the charge of dishonesty. To pry into the private life of a citizen, and to respect for law will not be increased by holding up those who administer it to public contempt. The propriety and justice of official acts should be examined with more candor, and honest people ought not to take their opinions on trust, but fairly and dispassionately investigate for themselves. Good citizenship requires that we should scrutinize the motives, character and fitness of candidates for office, and if they possess the necessary qualifications, and are elected, it alike exacts of us that we should give them a constant and trustful support while in the public service.

BANKS, SAVINGS FUNDS AND TRUST COMPANIES.

We have in the State one hundred and ninety-nine National banks, whose capital is about \$52,000,000; and one hundred and seventeen State banks and savings institutions, whose capital actually paid in, as per Auditor General's report of 1874, was \$9,370,108 58, in all three hundred and sixteen banks, with a total capital of \$61,370,108 58. For the proper regulation of National banks we are dependent upon the National government. For the regulation of State banks, savings funds and trust companies the State government is responsible to its people, and as it is probable a bill for the enactment of a general law, in compliance with the provisions of the new Constitution, for the organization of banks may come before you at this session, I invite your special consideration thereto. In my last annual message I called attention to the vicious practice that had grown up in the State, of incorporating banks, savings and trust companies without fixing proper and definite limitations to their powers and privileges, and providing for their enforcement. In the enactment of a general law, whereby they can be organized with an outlet, it is of the highest importance to the business interests of the people, and the material development of the State, that their powers and privileges be clearly defined, and any violation thereof should subject them to proper penalties or the forfeiture of their charters.

The charters of these State banks and institutions were mostly granted within the past few years, and many of them possess powers and privileges which should never have been conferred. The Auditor General's report of 1874, shows they had over \$23,000,000 of deposits. Some of them are averaging \$10, \$20, \$30 and \$40 of deposits for each dollar of capital stock paid in; depending, in some instances, almost entirely upon their deposits for banking facilities. These are obtained by offering usually six per cent. interest, and loaned back to the community in which they are borrowed at higher rates of interest. These banks and savings institutions act as "middlemen" between the lender and the borrower, resulting in the rates of interest advancing wherever they are established. That it will be impossible for adventurers, under the cloak of an insurance company, to rob the public. Every facility for the detection of imposture should be afforded those charged with the examination of these companies. The immense interests involved in this business of insurance are entitled to the utmost protection the State can extend to them, and its inquiries should be so thorough that no form of deception is left its scrutiny. A more comprehensive law, also, for the incorporation of insurance companies should be passed and made to embrace all classes of insurance, and no company should be allowed to organize, or exist, that did not give the simplest guarantees of solvency and good faith.

ished. That these banks and institutions, with rare exceptions, charge interest greatly in excess of legal rates, and moreover, that excessive rates of interest enrich the few and impoverish the many, is equally undeniable, and the public welfare demands that a policy so injurious should be avoided. The large majority of these State institutions are styled Savings Banks, with few exceptions, their resemblance to properly regulated savings banks exist only in name. Savings banks, properly organized, are managed for the benefit of their depositors; the nature of their investments prescribed by law, and the use of their deposits for general discounting purposes, usually prohibited. Institutions of the latter character are highly beneficial, and should not be confounded with those who seek deposits for general discounting and banking purposes, and might be more properly designated as banks of deposit and discount. Banks of discount should be prohibited from paying interest on deposits. The authority to borrow, that they may have capital to lend, gives them great advantages, a monopoly in the community where located over individual borrowers, and compelling the latter to pay a higher rate of interest for the same sum of money. Another objection tendered, suggested in my last annual message, I repeat: "Money will always flow to banks paying interest on deposits, and the large surplus thus aggregated, seduced by attractive offers, is sent to the great money centers, where it gives more impulse to speculation, while the farmers, at the time of the tax payment, in all their enterprises, from the higher rates they are compelled to pay for the money remaining at home." The abundance and cheapness of money, the past year, at the great money centers, and its scarcity and high rates of interest elsewhere, have verified the views then expressed. If an entire reform of this evil is not practicable, may be greatly decreased by prohibiting banks of discount from the payment of a greater rate of interest than four per cent., and to the extent reduced, the ability of individuals to borrow money at lawful rates of interest would be increased. Money would remain and be used at home, to the mutual advantage of both borrower and lender.

National Banks are permitted to pay interest on deposits, and some do so, not only for no reason why a State should sanction a policy so foreign to the principles of sound banking and prejudicial to the interests of its citizens. It is to be hoped the time is near when the National Government will recognize and correct this evil. I also suggest that in any general law that may be enacted for the organization of banks, a provision be made for the reasonable amount of capital stock, not less than \$50,000, and to pay it up within one year after organization; that the stockholders be made personally liable for double the amount of stock held by them respectively, and they be prohibited from charging or receiving interest, above legal rates; and that this prohibition be extended also to securities discounted or purchased. I also renew my suggestions, that they be made subject to examinations, required to publish quarterly statements, under oath, and to retain in their vaults a cash reserve of ten per cent. of their net liabilities. Protection to depositors, who furnish three-fourths of the money employed by these banks, demands the enforcement of their conditions.

Banks are a necessity—public interest and convenience require them—and properly conducted are of great public utility. Their power is so great, the interests they control or effect so vast, that any general law enacted for their organization or government demands most careful consideration. We must avoid the evils of the present system, and enact such provisions will admit of no evasion, whose penalties will command obedience, and that will protect and secure, alike, both borrowers and lenders in their legitimate rights.

GEOLOGICAL SURVEY.

The suggestions in my message of last year in reference to a geological survey of the State, were embodied in a bill that authorized the appointment by the Governor, of a board of ten scientific and practical gentlemen to serve gratuitously, to whom was to be entrusted the selection of a geologist, and under whose direction the survey was to be made. An annual appropriation of thirty-five thousand dollars was made to defray the expenses, and the whole work is to be completed within three years. To compose this board ten gentlemen were chosen from different portions of the State representing the various interests directly concerned in the survey, and possessing, it is believed, the necessary qualifications to fit them for the proper discharge of their important and responsible task. An experienced and competent geologist was elected by the board in June last, and in the brief period that has elapsed since the survey began in September, the work has progressed with great satisfaction, and the results soon to be submitted to the public in an intelligible form will, I feel confident, bespeak for the commission during the remaining two years of their labors the good will and assistance of the people of the State. While the limited appropriation investigation could not be pushed within the first year into every part of the State, but during the next two years with corresponding zeal and faithfulness a thorough and elaborate survey of the whole State will be completed. The reports to be published within a few weeks will embrace the results of the examinations of the iron ores and roofing slates of York, Adams, Lehigh and Northampton counties; the fossil iron ore belt of the Juniata valley; the bituminous coal basins of Clearfield and Jefferson counties, and the oil regions of Venango county. Included therein will be descriptions of other minerals, together with numerous analyses of ores, clays, coals and slates, the whole to be accompanied and illustrated with a prepared map.

The great benefits of the survey will be at once recognized in this enumeration and particularly by those who desire to develop, sell or lease their lands. A museum of minerals will be collected at Harrisburg, and when assorted and arranged will be an invaluable contribution to the exhibition at the Centennial.

BOARDS OF PAROONS.

To comply with the provisions of the new Constitution, so far as it was possible, and to satisfy a reasonable wish of the public, at the request of the Governor, early in the past year, the Attorney General and Secretary of the Commonwealth began to act as a board of pardons, selecting a recorder, to whom all communications and applications were to be addressed, that they might be arranged and prepared for a hearing. It was also made his duty to keep minutes of the proceedings of the Board, to see that all recommendations

were met, and to record the recommendations for pardon and the reasons therefor. The Board, organized, with only two interruptions, held its first monthly meetings, when applications have been publicly heard and every opportunity afforded for a full discussion of their merits or the reasons why they should not be granted. These hearings have at some seasons extended over a period of four days, the sittings of the Board at times reaching far into the night. The duty, fidelity, and industry with which these gentlemen have sought for the truth, entitle them to the gratitude of the public and should secure them their confidence.

As the proceedings before the Board are without precedent, it is not singular that erroneous impressions prevail as to its powers and the form the application and decision should take in behalf of a prisoner. The common mistake is to conceive that the Board has the functions of a court of review, where the errors of the several courts of the Commonwealth may be revised and corrected. This was manifestly never the intention of those who framed the Constitution and the position of the Board, only one of whom must necessarily be learned in the law. It is a misapprehension also, to suppose that it is incumbent upon the board to listen to exhaustive and elaborate arguments for and against an application, when all the testimony marshaled on the trial is again reviewed. If this practice should obtain, as the applications increase, the professional fees of lawyers, and the expense of preparing the applications, would be increased. Money would remain and be used at home, to the mutual advantage of both borrower and lender.

MUNICIPAL INDEBTEDNESS AND TAXATION.

The creation and increase of indebtedness by the municipalities of this Commonwealth the past few years, have justly excited the apprehensions of tax payers, and greatly augmented their burdens. So obvious has this evil become, that a provision was inserted in the new Constitution to check it, and at the last session, I approved an act for that purpose. While the letter of the Constitution may be open to technical criticism, its spirit and intention is in my judgment clear, that no city should be indebted to the extent that the Constitution exceeded three per cent. in the aggregate, to exceed three per cent. of the assessed value of the property therein. If additional legislation is necessary, compliance with the spirit of the Constitution and protection to overburdened tax-payers, demand we should permit no evasion of its wise and beneficent provisions.

POLL TAX.

The payment of a State and county tax is one of the qualifications of voters under our Constitution. Formerly the State imposed a tax upon trades, occupations and professions which was repealed, and the right to levy a similar tax for county and municipal purposes exists. It is imposition in some counties and municipalities is nominal, in others it is levied at the full cash value of the property, and is a serious burden upon mechanics and workmen, whose only property is the receipt of their labor, and tends to prevent their exercising their franchise by excessive taxation, or that the tax imposed thereby be unequal. This qualification tax of voters should be uniform, and I therefore suggest the repeal of all laws authorizing the levying of taxes upon trades, occupations and professions, and that a county poll tax be substituted therefor at a rate reasonable as to be within the ability of all to pay.

NATIONAL GUARD.

Assurances were given in my last annual message that the National Guard, during the ensuing year, would display unusual interest in the service and be more observant of its discipline, because of the recognition accorded them by the Legislature in making some provision for their support, and the decided improvement in the condition of the troops at the fall inspection justified this prediction. The report of the Adjutant General contains many interesting details of efforts made by the guard to increase their efficiency and merit the confidence of our citizens. The requirements of the service are rigorously exacted of every command, and the inspections were conducted with great care and with a view to have every company attain to the high standard fixed by the State. The number of divisions have been reduced from twenty-one to ten, the troops of each division occupy contiguous territory and can be easily and expeditiously mustered. The officers in command are soldiers of experience in field and camp, and the rank and file are well instructed in the duties of the service and familiar with and respectful of its discipline.

The conduct of the several commands, on occasions of public parades, have been in general unexceptionably good, and when a sterner duty was required of them, the response was prompt and warranted the belief that they could be relied upon in any emergency. Officers are held to a strict accountability for arms and munitions of war in the custody of their commands, and it cannot be too urgently impressed upon the minds of the troops of the National Guard, that in no exigency can the arms of the State be used except in the hands of her uniformed and regularly enrolled soldiers under the command of their proper officers, acting by the direction of competent authority.

LAWLESSNESS.

The people of free governments are always unwilling to contribute largely to the maintenance of armies, and are ever jealous of military power, but experience has likewise demonstrated how impotent and unsafe it is for a State to have no disciplined or efficient force strong enough to compel obedience to its authority, when the law and its officers are contemned and opposed with violence by large bodies of men. Pennsylvania has, at times, been constrained to the painful necessity of employing troops to enforce compliance with law and the wisdom of providing for like contingencies can no longer be doubted. Men smugling under a sense of wrong, or corporations in pursuit of what they conceive to be their rights sometimes seek their remedy through violence and in disregard of the law and its process. No government can tolerate this mode of redress and exist. The supremacy of the

law must be unquestioned and justice obtained through the proper and established channels in its most proper manner by the people themselves. Bodies of men or corporations have no constitutional rights than individuals, and they cannot be permitted to use their aggregate strength to procure what is denied to the individual, and what through weakness he could not obtain. All alike must resort to the law and abide by its decree, and if there are any who refuse and seek to accomplish their ends in an illegal way, the Executive power must enforce obedience to authority without fear or favor, and for this purpose the Constitution wisely provides a body of citizen soldiers. But if there are grave emergencies when it becomes necessary to use troops to secure peace and respect for law, it certainly never was intended that the National Guard should constitute a State police force to perform the duties imposed upon the local civil authorities, and that upon every breach of order its aid could be invoked to suppress the affray.

In no event and under no circumstances should a military force be used until the power of the civil authorities is exhausted and the outbreak serious, and the safety of such magnitude that these officers would be powerless to overcome it. Two sufficient reasons will at once suggest themselves for this policy. Our people are sensitive, and to a less successful interference by any authority that essays to take the place of their local or home rule, especially if this interference comes from the State and unnecessary transportation; and again, the cost of transportation and subsistence of troops involves the State in immense expense. The civil officers in any section of the State who, through inattention, neglect, fear or any other than an irresistible cause, fail to apprehend or make an effort to apprehend those who transgress the law and break the peace, are liable to the outrage of law, and should be punished for their delinquency, and citizens who supinely witness this failure to perform their duty are morally if not criminally responsible for any fatal results that follow. A determination to act with promptitude and vigor, exhibited at the beginning of these disorders, would often intimidate those concerned therein, and cause them to abandon their unlawful enterprises. Therefore, if through any carelessness or neglect of duty on the part of the local authorities the State is compelled to adopt the costly procedure of moving troops to subdue those engaged in a riot, I respectfully submit whether the county or counties where this disturbance took place should not be made to defray the expense. No man should be allowed to argue with which these views are presented to you, for it is of vital importance that the civil authorities and the whole body of our people should have a proper understanding of the uses for which the National Guard are intended, so that by no misapprehension of duty the safety of citizens or the honor of the State may be imperiled.

HOPE AT ARMISTICE MINES.

The unfortunate and prolonged conflict in Westmoreland county, between the Italian and English miners, who are the Italian but their lives and a number were wounded, is a sad illustration of the fatal consequences of a want of decision and energy, when a spirit of lawlessness or disposition to riot discover themselves. The contest between the miners was protracted over a period of weeks, with almost daily use of fire arms. During all this time, life and property were greatly imperiled, and the peace of the county was broken, women and children were driven from their homes, and yet inquiry fails to reveal the fact, that a single warrant was issued for the arrest of any of the parties implicated. There is nothing to show any efficient interference on the part of the local authorities to check these unlawful proceedings, and there is no evidence that any regular or efficient investigation in regard to these troubles was had, until long after the cessation of hostilities. I feel confident that prompt action on the part of the authorities in the vicinity would have speedily terminated, if not entirely prevented the disturbance.

STATE ARSENAL.

Under authority conferred by the last Legislature, the old arsenal, formerly situated on the Capitol hill, was torn down and removed, and the grounds shaped into a more symmetrical form. An eight-acre site was reserved for the purpose, and a short distance from the city, and the erection of a building thereon commenced without delay. This structure now nearly finished, is handsome and substantial, and admirably suited to the uses for which it is intended. It has superior facilities for the storage of arms and munitions of war in large or small quantities, contains blacksmith and carpenter shops, and the necessary work shops, and an arsenal can all be done within its walls.

FISH.

A growing interest in the cultivation of fish by artificial means is manifested throughout the country and it is a pleasure to note that our people are devoting themselves to the investigation of this novel and important subject in a manner that will establish the success or failure of the experiment in the various waters of the State. The labors of the Commissioners of Fisheries, and the assistance of the public charity, is a decided success. During the past year they have placed in the various streams that empty into the sea, 367,000 California and 137,000 Kennebec salmon. These streams were selected because it is the habit of the salmon to migrate to and from the sea. If it is found that these fish will return to these rivers the State will be amply repaid for the entire expense incurred in aid of fish culture. Under the superintendence of the commissioners 35,000 salmon trout were distributed in different bodies of water where the chances for procuring food and the indulgence of their peculiar habits were most promising. These fish are rapid in their growth, increase very fast, attain a large size, and are a delicate article of food. A general distribution was also made of a large number of black bass, a very prolific, choice and beautiful fish, that grows and multiplies with marvellous rapidity in our streams. The hatching of fish was resumed last spring, and 3,000,000 of young fish were turned into the Susquehanna. The Commonwealth appropriated a fund to be expended jointly with the fish commissioners of New Jersey, in hatching shad to be placed in the Delaware. The Legislature of New Jersey, I regret to say, failed to make a similar appropriation, and in consequence no shad were hatched for that river. There are no obstacles whatever to the success of the shad in the Delaware, as they come in from the sea, the river is well and particularly adapted to their growth, and the proper co-operation the supply of shad may be

immensably increased; and I trust, therefore, that our sister State will continue with our co-operation in replenishing the river.

The success of the fish-ery at the Columbia does not correspond with the public expectation, and some fears are entertained that the dam may prove an insuperable barrier to the ascent of the shad. Alterations in the fish way have been made with very little additional cost that will prove an efficient test of the possibility of the dam, and if it is discovered that the shad will not or cannot make the transit, some other channel will have to be opened to enable the fish to ascend, for now that it is demonstrated