

(Continued from first page.)

LAWLESSNESS.

ment of industry. In this respect our educational system is wholly deficient. It turns out lawyers, doctors, preachers and professional men in superabundance, while there is a startling dearth of intelligent farmers, manufacturers, miners and mechanics. A few of the States have started forward in the cause of industrial education, by introducing into their public schools, and providing museums and schools of design. The large and varied industries of Pennsylvania demand a similar liberality. The Centennial year has brought us the opportunity, and placed the material for beginning at our disposal. The Geological Survey of the State has collected a "mass of specimens, which is now hid away in boxes and wholly useless of being a source of instruction to the people." The Pennsylvania Museum and School of Industrial Art, modeled after the celebrated South Kensington Museum of London, has secured Memorial Hall in which to form an art library; special collections, illustrative of industrial processes; and a thorough system of instruction in the arts of design as applied to manufactures, accompanied by general and technical lectures. In this, they are about to place the nucleus of a collection gathered in the rich field of the Centennial Exposition, intended to promote the improvement of American industrial art. I trust these efforts will not escape your notice. Some means ought to be devised to make available the rich collection of the Geological Survey. And you will no doubt seriously consider whether in the case of the Museum and Industrial School, the State ought not to extend a hand to place upon a firm foundation a work of so much public utility.

HISTORICAL PUBLICATIONS.

The Centennial celebration has attracted particular attention to State history with the gratifying result that this Commonwealth has not been behind others in providing liberally for the preservation of its true sources. The twenty-nine volumes of Records and Archives (1681-1790) published under the supervision of the late Samuel Hazard, the five volumes of Bates' History of Pennsylvania Volunteers (1861-1865) and the more recent publication of four volumes of a second series of Archives, contain a large body of valuable materials, by that means, placed beyond the possibility of destruction. The labors of the Historical Society of Pennsylvania in this direction, are worthy of especial notice. Its well managed publication fund has contributed to historical resources, the Correspondence of Penn and Logan; the History, by Aerialis, or our Swedish settlers upon the Delaware before the time of Penn; Heckewelder's Indian Nations, and the Historical Map of Pennsylvania, published in 1875.

GEOLOGICAL SURVEY.

The Board of Commissioners of the Second Geological Survey of Pennsylvania will inform you of the progress of the work, and the funds deemed necessary to complete it. Some surprise may be expressed that the amount should so far exceed the original estimates and the additional sums already appropriated. But the work is, no doubt, being thoroughly and economically done, and, if finished, will be of invaluable service to the government and people. Having been begun, the Survey ought certainly to be satisfactorily completed. With the present trained corps of surveyors and assistants, the work can be done less expensively and more perfectly than if discontinued and commenced anew after the lapse of some years. The Board proposed some modification in the law controlling the distribution of their reports, and ask for some disposal of the specimens collected by the Survey. I trust you will see the wisdom of granting their request and providing a suitable place for the display of the collections. The propriety of extending State aid to the United States' Coast Survey, in its triangulations of the State, has already been referred to in former messages. At the present rate of progress it will take, perhaps, twenty years to complete it. An appropriation of three thousand dollars would enable it to be pushed forward with great rapidity, and materially aid the surveyors in their labor.

NATIONAL GUARD.

A much larger militia than the present force has always existed on paper, but the people of the State, before this year, were never able to judge of its real strength and availability. The policy of the present administration has been to cut out all inefficient organizations, and while reducing the cost and nominal numbers, to increase the effectiveness of this necessary department. The aim has been to make a small, compact, efficient body of troops that could be quickly called together, and confidently relied upon in an emergency. The prompt response of the soldiers on several important occasions, and the numbers that assembled in the Centennial encampment and participated in the parade, are evidences of the success of the policy adopted. Out of a muster roll of 870 officers and 8,996 enlisted men, 7,301, rank and file, took part in the military demonstrations of the Centennial year. Considering the voluntary character of the service, and that the men bore all the expenses, except transportation, the exigencies of business, sickness and other causes of enforced absence, the large attendance is in itself a most convincing proof of the spirit and patriotism of the troops.

The year has afforded an excellent opportunity of comparing the militia system of Pennsylvania and its results with those of other States. Costing the State much less in proportion to its size, I think it may be safely asserted that it is very much superior to any other in the proportion of effective troops, and especially in the feelings of professional pride and patriotism that it tends to develop. Every year, the decided improvement of the National Guard has attested the wisdom of the change in the law, and the salutary influence of the support and encouragement of the people. It is to be hoped that the valuable services of the troops in preserving the peace of the State, and the soldierly qualities shown on inspection, in encampment and on parade, will keep alive public interest, and remove all feeling that the system is one of merely ostentatious display.

Although the peace of the Commonwealth during the year has been unbroken, I feel it my duty to call your attention to the plan for providing against future contingencies set forth in my last annual message. Such emergencies from time to time may be considered inevitable, and in spite of the fact that much has been done within the past year to break them up and discourage their formation, organizations may continue to exist whose lawlessness will require more than ordinary measures to repress. To devise such measures will be a matter of ordinary wisdom, and to provide them, a precaution of common prudence. Theoretically the sheriff is clothed with the power of the county. A pleasing, delusive phrase "which keeps the word of promise to the ear and breaks it to the hope." The *posse comitatus* is the remedy of a warlike age. In these days of extended industries and complicated social relations, with all their pacific influences, it is painfully inefficient. At all times the fears, and frequently the prejudices of a community in which disturbances occur, prevent the decisive action of the sheriff. It is at the best opposing mob to mob. Resistance to law, or systematic violations of it by large bodies of men, can only be suppressed by an organized force. Such a force the State has in its militia. But to be effectual, the demonstration of military power should be overwhelming and therefore large. A hundred policemen or constables organized under the command of the sheriff might supply the place of a regiment of soldiers. The frequent use of troops has ever been distasteful to a free people, and while casting an unpleasant duty and delicate responsibility upon the Executive, and causing loss to a large number of peaceful citizens called away from their usual avocations, entails, likewise, an enormous cost upon the tax payers of the State. And there is always more danger of bloodshed in employing troops than in the use of civil power. For these reasons, which have acquired additional prominence in the light of the unusual military expenses of 1875, I am constrained to press upon you what seems to be an adequate remedy.

The sheriff is the representative and instrument of executive authority in the county. In the discharge of his responsibility, the Executive has a large, well disciplined body of militia at his command, while the sheriff is left with one or two constables and the rude machinery of the *posse comitatus*. It is true, he can call upon the Executive for assistance. But for the reasons set forth above, it is advisable that the necessary support should be of a civil rather than of a military character, and promptness is always essential in dealing with lawless men. The proposition I have to submit to your honorable bodies, is the passage of a law which will enable the sheriff, in troublous times, to organize a force commensurate with the opposition to be overcome. A force that may be called into being at the beginning of an exigency, continued while it lasts, and disbanded at its close. If, when the sheriff calls for aid to suppress riots and unlawful assemblies, or to protect the people from systematic murder, arson and intimidation, the proper authority could empower him to enroll a constabulary sworn into the service of, and paid by, the county, many disturbances which now demand the intervention of the military could be settled by civil process. Troops would then be necessary only on the gravest occasions. But such crises would only occur after an honest effort had been made to suppress the outbreak by the local authorities, and not, as now, after a few spasmodic efforts which are supposed to exhaust a power which is in fact scarcely seen and never felt.

It is the more important that your attention shall be given to this because of the growth of lawlessness in our national life. We rejoice in the fact that we are a law abiding people, and we have, in truth, a substantial basis for our pride. But there is in every civilized society a lawless element, and courts and police are at once the guards and measure of its force. During the past decade these lawless characters have been receiving a dangerous education. They have seen, throughout a large section of the country, systematic intimidation in which the perpetrators of murder, arson and innumerable crimes against persons and property, have escaped with impunity, and, in too many instances, accomplished their ends. They are incited by the probability of like immunity and the hopes of like success to pursue the same method. As a counterpoise to the dangerous education of the times, I earnestly advise the formation of a civil system which will convince the lawless classes of the futility of all such attempts. A power that will be prompt and effective, that can be directed at once to the threatened locality and crush insurrection before it gains standing and momentum.

PENITENTIARIES AND PRISONS.

At the last session of the Legislature your attention was called to the overcrowded condition of the Eastern Penitentiary, at Philadelphia. No action was taken thereon, and during the year the inspectors were seriously embarrassed to provide for the criminals consigned thereto. The institution has 580, cells, and there are now in confinement 944 convicts. Of this number 235 are confined on sentences under two years, and 709 for two years and over. The law requires that each prisoner shall be kept singly and separately at labor in the cells or workshops of said prison. The Constitution prevents the inspectors from contracting for additional buildings without previous authority of law. They are therefore placed under the necessity of violating the statute in one respect, by refusing to receive prisoners, except as vacancies occur, or disregard the law as to the mode of confinement, in order to receive those sent there by the courts. I respectfully urge upon you that it is time to relieve these gentlemen, whose admirable management of the penitentiary is a matter of notice at home and abroad, from this unpleasant dilemma, and enable them to carry out the law in its letter and spirit, and thereby secure the advantages of the system of discipline, which are now in a great measure lost. The remedy is to be found, either in building another penitentiary, or in extending the accommodations of those already in existence, and perhaps in reduc-

ing the number of convicts authorized to be sent to the State institutions. In the course of time other State prisons will be required, since it is generally agreed that there is a limit in size and numbers beyond which a penitentiary ought not to go. It is not advisable, nor is it necessary, at the present time to incur that expense. I, therefore, recommend that authority be given to the inspectors of the Eastern Penitentiary, and funds be appropriated, to enlarge the accommodations of that institution to 780 cells. I also recommend that the law authorizing the courts to send to the penitentiary persons sentenced to imprisonment at labor, by separate and solitary confinement, for any period not less than one year, be modified, so as to permit those only to be sent there who are sentenced to not less than two years' imprisonment as above. The increased capacity would at once give relief, and operation of the proposed amendment, within the year, remove the pressure from the institution.

Such a course would also tend to induce the counties to erect proper and substantial prisons. Many counties now have such prisons, and a glance at the reports of the inspectors will show that fewer criminals are sent from these counties to penitentiaries than from others. The counties whose jails are reported first-class by the Board of Public Charities, are Armstrong, Clarion, Clearfield, Lehigh and Potter. In Berks, Blair, Bradford, Butler, Cambria, Cameron, Carbon, Centre, Chester, Clinton, Crawford, Cumberland, Dauphin, Delaware, Fayette, Juniata, Lancaster, Luzerne, Lycoming, Northampton, Perry, Philadelphia, Schuylkill, Susquehanna, Warren, Wayne, Washington and York, the same authority report the jails good and substantial, although some are small. A few counties, Greene, Monroe and Northumberland, are now building new ones. Any legislation tending to hasten the action of the balance will be to the benefit of the counties and the State. The reformation of persons convicted of crimes of a venial character will be sooner attained in a community where they are known, and when they are spared the deeper disgrace of penitentiary imprisonment and separated from the hardened and desperate characters who will be turned over to the care of the State. Whatever actions taken, should be taken at once. The trouble is constantly increasing, and measures should be devised immediately to relieve the penitentiaries from the pressure of an over population, which impairs their efficiency and endangers the security and safety of their inmates.

BOARD OF PUBLIC CHARITIES.

The annual report of the Board of Public Charities will place before you much valuable statistical and other information in regard to the condition of the various charitable, reformatory and penal institutions of the State. Much has been accomplished during the past year in the correction of abuses still lingering in some of the county institutions, by the assistance rendered by wise counsel and judicious encouragement to those who are endeavoring to improve the condition of the unfortunates intrusted to their care, and by a careful and discriminating oversight of the manner in which the funds of the State and appropriated to public charities, and expended by them. A marked improvement is observable in the general attention paid by the local managements of almost all grades of institutions coming under the jurisdiction of the Board of Public Charities, to a strict economy and a care over the various classes of inmates more in accordance with the advanced views of our modern civilization. The benefits of an intelligent, experienced and disinterested supervision, such as is afforded by the Board of Public Charities, which were very imperfectly understood at first, have come to be more and more appreciated by the local managements of public institutions, and it is a matter of sincere congratulation that a growing spirit of confidence and co-operation is clearly perceptible as the work of the Board extends itself. The cost of managing such a State agency, trifling as it is, becomes wholly insignificant when compared with the large saving of public appropriation, and the constant improvement of the State's care of the defective and criminal classes within its borders.

FISH.

The operations in the Fish Department during the year have generally kept abreast of the movement in other States. The Commissioners have employed the means given them, in distributing and cultivating new tribes of fishes, and in purchasing, on reasonable terms, another extensive hatching establishment west of the Allegheny mountains. The State is now in possession of two establishments of the kind. The fishways continue to admit shad in large numbers, but they cannot as yet be said to have reinstated the fisheries above the dam. As there is no physical impediment to the fish passing through them, the failure is ascribed to the natural timidity of the shad, the predatory fishing of the rivermen and the deposit of detrimental substances in the river. The neglect of the local authorities to enforce the appropriate legislation, or, possibly, some inherent defects in the laws, seriously embarrass the effort of the Commission to stock the waters of the State with food fish. The results in other States and the partial successes of the Commission, with all the drawbacks, have fully proven the feasibility of the scheme when properly supported. The importance of an unfailing supply of cheap food calls for an energetic and systematic effort to re-stock the magnificent water courses of the State before the attempt finally abandoned.

INSURANCE.

I desire to repeat and emphasize the encomium of last year passed upon the Insurance Department. The labors of this Department, though arduous and of great service to the people, are of the quiet and unobtrusive kind, which escape publicity and are too often passed over without credit. It performs a work of great utility, not only to the public, but to the responsible companies as well. By exposing fraudulent companies it increases the field for good ones, and saves the public from loss by annually informing them of the character and standing of all insurance companies, foreign and domestic. To do this it must often contend against combinations and cor-

porations that are intent upon private gain at the risk and expense of the people. The Department is a most important one, the interests it serves and protects are vast, and it should receive, at your hands, cordial support and proper attention.

CONSTRUCTION OF PUBLIC BUILDINGS.

The recent holocaust in Brooklyn is a terrible reminder of a subject that has been frequently agitated but never sufficiently investigated. In the lurid glare of that sad experience, the laws relating to the construction of public buildings and places of amusement ought to be examined. If found to be sufficient, measures should be taken to have them vigorously enforced. If found to be deficient, ample provision should at once be made to prevent the recurrence of such frightful calamities. The law should be largely in favor of safety and security even at the expense of private profit and convenience. It generally happens that a great parade is made beforehand of the means of escape until some sacrifice reveals their utter inefficiency. Such matters cannot safely be left to the discretion of individuals but must be controlled by a power having a supreme regard for the public welfare. It is better to err on the side of over-officiousness than that hundreds of our fellow creatures should expiate our irresolution.

NAVIGATION OF OHIO RIVER.

On April 27, 1876, I had the honor to call your attention, in a special communication, to the necessity of legislation by the State of Pennsylvania, to provide for the cession of jurisdiction over land within the limits of this State, required for the sites of locks and dams on the Ohio river, in the prosecution of improving the navigation of said river by the National Government. In accordance therewith, House bill No. 276 was introduced but no final action was taken thereon. The act should be passed promptly, not only out of respect to the National Government which is voluntarily doing a work of great utility to the State, but on account of the great importance of the work itself.

STATUARY.

By the act of Congress of July 2, 1864, the President of the United States was "authorized to invite each and all the States to provide and furnish statues, in marble or bronze, not exceeding two in number, for each State, of deceased persons who have been citizens thereof, and illustrious for their historic renown, or from distinguished civil or military services, such as each State shall determine to be worthy of that national commemoration; and when so furnished, the same shall be placed in the old hall of the House of Representatives, in the Capitol of the United States, which is hereby set apart, or so much thereof as a national statuary hall, for the purpose herein indicated." Several of the States have availed themselves of the invitation and caused to be erected, in the Capitol at Washington, statues of their illustrious citizens. I do not doubt that it will be your pleasure to select from the long list of the famous men of this Commonwealth, two, whose lives and services commemorate great events and great principles, and provide for placing their statues in the National Capitol, to remind observers of the part that Pennsylvania has contributed to the greatness and glory of the nation.

MUNICIPAL COMMISSION.

The Municipal Commission to devise plan or plans for the better government of the cities of the Commonwealth, created by the act of May, 5, 1876, has been appointed and commenced its labors. The great quantity of material to be digested and the necessity of an exhaustive discussion of the subject will probably delay its report until late in the session. A deep interest has been manifested by the people in the work, and it is hoped that the wisdom and experience of the Commission and of the distinguished citizens whose views will be laid before it, may devise a plan to relieve the cities of the State from their heavy burdens, and suggest a municipal policy which will make impossible the extravagance and mismanagement that have characterized the last decade.

Among the many miscellaneous subjects which will claim your attention during the session, several seem to me of more than ordinary importance. The destruction of the forests of the State, proceeding with an alarming rapidity, and producing many ill consequences, should be neutralized by some legislation for renewing this great source of prosperity and health. The poll tax throughout the State ought to be equalized. The exemption law was passed for the protection of the wife and family of the poor man, against his misfortune or folly. If he can waive it, it is a simple nullity, and a law that is only a mockery to those it pretends to protect had better be removed from the statute book or amended. I suggest that a waiver of the law be made impossible. The conviction is steadily growing among intelligent men, and especially physicians, that a State Board of Health is necessary to the health and happiness of our people. Many epidemics can be prevented and contagious diseases sensibly confined or mitigated, by the observance of a few sanitary precautions which are now ignorantly or wilfully neglected. It is our duty as legislators to secure the lives and health and happiness of our people by all the means that the knowledge and ingenuity of the age place within our reach. A State Board of Health, having general supervision over local boards, investigating systematically and scientifically, and disseminating correct information, would inculcate proper habits among the people and enable intelligent and salutary laws to be framed for the preservation of life and health.

CENTENNIAL.

The Centennial closed amid general commendation. Nothing can be conceived more admirable than the temper in which it was undertaken, and the manner in which it was carried out. In size, interest and attendance, it is admitted to have surpassed all previous exhibitions. Many things contributed to this signal success. The co-operation of other States and the United States and the cordial good will of foreign nations materially aided the enterprise. But the main cause is to be found in the untiring energy and zeal, the prudence,

judgment and ability of the distinguished managers, and in the unexampled liberality and hospitality of the people of Pennsylvania and Philadelphia. Throughout the Exhibition the utmost good order prevailed, and its associations have powerfully strengthened the reciprocal good will of the nations of the earth.

The results have been great and far reaching. It has deepened and widened the public mind at home, and contributed to a better understanding and higher opinion of our nation abroad. It has been an exhibition not only of the material products of our institutions, in the necessities, comforts and luxuries of civilized life so lavishly displayed, but it has also shown the mental characteristics which are at once the source and security of the same institutions, the patriotism and liberality, the love of law and order, and the superior average intelligence of the American people. It has brought the work of our people into comparison with that of civilized nations, and in summing up what we have done has discovered to us the direction in which we must proceed. It has crowned the century with unalloyed satisfaction, and we can enter upon the work of the future with the confidence and hope derived from the progress of the past.

PROGRESS OF THE CENTURY.

The past year was the centennial of the State as well as of the nation. It is natural to review the progress of the century; to trace the rise of the useful and ornamental arts, and to mark the changes that have taken place in society. At the latter part of the eighteenth century the province contained about four hundred thousand inhabitants. The population scarcely extended beyond the Susquehanna, except a few settlements that straggled into the wilderness and held a precarious existence amid hostile tribes of Indians, and the difficulties of communicating with the more populous regions. The people were chiefly engaged in agricultural pursuits; a few in the east were manufacturers and merchants, and the rude distilleries of the west turned the products of that region into merchandise. There were faint traces of the mining, manufacturing and lumber interests of the present day, and only a suspicion existed of the incalculable treasures buried in the earth. The means of disseminating intelligence and knowledge were scanty, and while the higher classes were educated and refined, illiteracy was common among the people. A hundred years have wrought a wonderful change. The population has increased ten fold, the area under cultivation a hundred fold, and wealth almost beyond comparison. Thousands of miles of canals and railroads intersect the Commonwealth. Immense mining, manufacturing, agricultural and carrying enterprises give employment to the toiling millions of the State. All the products of the earth are within our reach; fuel and provisions are brought to our doors; gas and water in our houses, and the news of the world of yesterday is laid on our breakfast tables in the morning. Thousands of schools and colleges are scattered over the State, and the post is burdened daily with millions of letters attesting the general diffusion of knowledge. The people are more intelligent, freer and happier; more cheerful, tolerant and liberal. The charges of modern degeneracy are refuted by the clear testimony of a hundred years. The cant of politics is a willful perversion of the truth of history. Comparing 1876 with 1776 it is apparent that we have advanced not only in population and wealth, but in freedom, intelligence, in morals and in general welfare.

PERIODICAL DEPRESSIONS.

In common with other commercial nations we have had periods of depression. That these have caused by public and private extravagance and are no proof of the corruption and degeneracy of the times is easily shown. The aggregate taxes of the United States are less than those of any other nation, and the percentage of the cost of collection and the loss to the Treasury through defective laws and dishonest officials is less than theretofore. If the amount per capita is greater than formerly so also the relative proportion of capital to each individual is greater still. Other nations prosper under greater burdens; no good reason can be given for a different result in the United States. That the people spend more and live better is undoubtedly true. Such expenditures are not hurtful unless they impair the principal of the nation's wealth. If the purchase of luxuries is ruinous in itself, then the purchase of anything beyond bread and butter and coarse clothing is ruinous also. Nations, as well as individuals, ought to live within their incomes and save wealth fast enough to employ the natural increase of laborers. Within that limit comforts and luxuries are the just rewards of industry. As the capital accumulated since the war and invested in extending old industries and starting new ones is amply sufficient to employ the labor of the country, the cause of hard times is evidently not the extravagance of the people. The capital of the country has not been wasted in riotous living but is locked up in unprofitable enterprises. Over production, and not over-consumption, is the cause of the stagnation in business. The war, for the time being, changed the entire industrial relations of the country. The demand for some products was enormously increased, and the industries supplying them became very profitable; capital flowed steadily for some years in that direction, and the result was an abnormal growth of those interests at the expense of all others and increased production. When the war ceased there was in certain industries an enormous production that could not be absorbed by a peaceful community. Capital sought, an outlet by projecting new railroad enterprises and other improvements for advance of the natural growth of the country. For awhile there existed a period of intense activity and apparently of extraordinary growth. But capital invested in unduly inflated industries will in time become unremunerative. When that happens those industries and the interests connected with them will wholly or partially fail; the capital, or so much thereof as can be realized, must seek other investments and the labor engaged find other employment. Hard times are the period of inactivity consequent upon the re-adjustment of these relations. Any legislation tending to make this re-

adjustment easy and expeditious will have the effect of preventing panics. Instead of simply attempting reductions, which, even if advisable, would not have accomplished the object intended, Congress should have devised measures to release capital from temporarily unproductive enterprises, to assist labor in changing to other fields of operations, and to foster, encourage and protect the neglected industries of the country. Such legislation would go to the root of the matter. For such legislation we must depend almost entirely upon the National Government. It would not be proper for me to refer to the subject except that our State policy must also accord with correct principles. By encouraging the closer cooperation of capital and labor, by creating new industries and diversified interests, so that proportionately large amounts of capital will not be suddenly transferred from one to the other, and by establishing saving funds, such as have been recommended, whereby the savings of the laboring classes will be made absolutely secure, much can be done to prevent hard times and mitigate their evils when they come.

CONCLUSION.

On the whole, a candid review of the situation will justify our hopes and awaken our gratitude. No man can regard the satisfactory growth of his State without feelings of pride and thankfulness. No man, certainly, can undertake to legislate for so many millions and such vast interests without a sense of dependence and accountability to God, who has guided the Commonwealth to greatness and prosperity, through the vicissitudes of a hundred years. Invoking His blessing and guidance, let us then address ourselves to the task of retracing past errors, perfecting past efforts and devising just and salutary laws to assist the people in their further progress.

JOHN F. HARTMAN.

EXECUTIVE CHAMBER,
HARRISBURG, January 3, 1877.

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