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I WOULD RATHER BE RIGHT THAN PRESIDENT.—HENRY CLAY.

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THE WAR FOR THE UNION.

HISTORY OF THE OPERATIONS AND
METHOD OF BUSINESS OF THE PRO-
VOST-MARSHAL'S OFFICE IN THE
17TH DIST., PA., SINCE ITS
ESTABLISHMENT IN 1863.

[Continued.]

SUBSTITUTES.

In detailing the operation of substitu-
tion, it is not necessary for me to mention
various expedients resorted to in dif-
ferent localities by means of which some
men were induced to enter the army as
substitutes for their relatives, friends,
neighbors, or for whatever principal seem-
ed most liberal in offering compensation.
I shall be my object more particularly to
show the manner of dealing with this class
of individuals, from the time they pre-
sented themselves for examination until
they had been delivered at general regiments
as soldiers of the United States.
After a short experience, the Board
of Enrollment were convinced that per-
forming their duty to the Government in
any case, it was necessary that persons
presenting themselves as substitutes
should always be regarded with more or
less suspicion; and instead of observing
the legal maxim which instructs us to
consider every man innocent until proven
guilty, it was policy if not duty in these
cases to interpret it conversely. So nu-
merous and glaring were the frauds per-
petrated by substitutes and persons having
them in charge to secure their acceptance
in service, that it became sometimes a
matter of grave doubt with consoli-
dated officers whether duty to the Govern-
ment did not require them to reject
such persons, unless they could pro-
duce satisfactory evidence that their in-
tentions were honorable.

When the substitute had been care-
fully and rigidly examined, on his oath, by
the Board of Enrollment, and they
were satisfied in regard to his age, nation-
ality, and purpose, he was then subjected
to the Surgeon to an examination of his
person, not less rigid than the one thro-
ugh which he had just passed. It was thought
proper, and was in accordance with in-
structions, to raise the standard in phys-
ical qualifications for a substitute a little
higher than that of either a drafted man or
volunteer, so that while the Government
was not very frequently was de-
ceived by this class of persons in many
cases, it at least should not be weakened
in the acceptance of men into its service
physically competent to perform mili-
tary duty. After a substitute had passed
the examinations and was ascertained to
be well qualified in every respect to do
the duty of a soldier, he was mustered
into the service by administering to him
the usual oath employed for that purpose.
The case of substitutes, I see no dis-
tinction between an enlistment and a mus-
tering, or, rather, I think there is no enlist-
ment, unless the agreement between him
and his principal might be considered as

such. This, however, does not appear to have
been a binding force upon him that
enlistment by a recruiting officer does
not constitute a volunteer. The latter binds
him in military law to perform his part
of the contract, while it does not effect the
enlistment in this way, until the man
has been mustered. The former would
be no effect, only as a civil contract be-
tween the principal and substitute, the
military law not taking cognizance of it
until after the man had been mus-
tered.

This is the distinction which I have
served in receiving and mustering into
service those who enter the army as sub-
stitutes for individuals, and those who go
voluntarily or substitutes for communi-
ties.
From this time until they are forward-
ed to general rendezvous, their treatment
is exactly the same as I have before de-
scribed in reference to drafted men, with
the single exception that like their exam-
inations, the guard maintained over them
was more rigid than that exercised over any
other class of soldiers. The suspicion that
attaches to them upon their examina-
tion entrance into the office for examina-
tion does not leave them until they have
been delivered safely at the proper re-
giments.

prejudgments of this nature have disap-
peared, and that part of the law which at
present authorizes the employment of sub-
stitutes, with the limitations therein im-
posed, is acknowledged to be a wise and
politic provision. Prominent in importance
among the enactments in reference to the
employment of substitutes, is the fourth
section of the Amendatory Act approved
February 24, 1864. In accordance with
its provisions, scores of men have been
added to our armies in times of their
greatest depletion, who have gone as sub-
stitutes for enrolled men previous to draft,
and whose principals have never been
drafted.

VOLUNTEERS.

The means employed to procure volun-
teers were principally of a pecuniary na-
ture, accompanied most generally by the
apprehensions of conscription. In the
early part of 1864, the Government of-
fered a premium in money to such per-
sons as should present either veteran or
new recruits who upon examination should
be accepted and mustered into the service.
This incentive to volunteering, or rather
the procurement of volunteers, had a very
good effect, and was the means of fur-
nishing to our armies many of the very
best quality of soldiers.

The great inducement, however, to men
entering the service as volunteers was that
of bounty. In addition to the monthly
pay of the soldier, and the very liberal
bounty offered him by the Government,
nearly every sub-district increased this
amount by local taxation or subscription,
until it reached a sum not a little tempt-
ing to a great majority of the people, and
much above that which many of them
might hope to possess through the ordi-
nary avenues of labor. The prospects of
obtaining a little fortune in this way, even
at the risk of life in the service, was more
pleasing for the poor man to contemplate
than the idea of being drafted and forced
to incur these perils without any pecuni-
ary compensation, and with perhaps the
additional regret of being hurried from a
family who were destitute of the neces-
saries of life or of the means of procuring
them.

When the war had been raging for two
or three years, that impulsive patriotism
which was so prevalent at its commence-
ment, and which told so plainly how little
of its desolations and sufferings we then
comprehended, had settled down in the
mind of the nation to stern resolve and
cold calculation. Motive, that potent
agent in the affairs of men, became more
apparent in every movement of the people,
and while their purpose to suppress the
rebellion was no less fixed and unalterable
now than at first, they yet demanded that
reason and judgment should no longer be
sacrificed to impulse.

They deplored the existence of war and
the suffering it entailed, but while sensi-
tive to these, they felt it not inconsistent
with duty and the purest patriotism to
accept the pecuniary compensation proffered
them by the national and municipal
authorities, as an equivalent for the perils
they were likely to incur in entering the
army. Thus the bounties became in
course of time, and as the war progressed,
a much more important consideration in
the minds of volunteers; and it was through
this means, perhaps, more than any other,
that men were induced to enter the service
in this capacity.

The manner of examining volunteers
by the Surgeon was the same precisely as
that practised in the examination of drafted
men and substitutes, with perhaps the
single exception that it was more rigid
than the former and less so than the latter.

The enlistment of volunteers was most
generally done by persons whom the Gov-
ernor of the State had commissioned
recruiting officers. Under nearly if not
all the calls for men made by the Presi-
dent of the United States, the different
State Executives were permitted to raise
a part or the whole of the force levied up-
on them, by forming new organizations. In
this case, volunteering was much more
rapid and active than when the recruits
were compelled to enter veteran compa-
nies and regiments in which, most likely,
the officers would be unknown to them,
and where they imagined often that they
would not be treated with impartiality.

When men had been enlisted by these
recruiting officers, they were brought to
these headquarters, subjected to a careful
physical examination, and if found qual-
ified to endure the life and perform the
duties of the soldier, they were mustered
into the service, either singly or in squads,
by administering to them with uplifted
hand the accustomed oath.

The recruit having entered the service
of the United States and received the
clothing to which he was entitled, the
manner of providing for him was exactly
the same whether he be a volunteer,
drafted man or substitute; and as this
has already been noticed in the case of
the second of these classes, I shall not
revert to it again in this connection.

The manner of forwarding and credit-
ing this class of recruits differs from those
already spoken of only in the unimportant
item of some entries on their descriptive
rolls in the column of "remarks," that
they may furnish more plainly all neces-
sary information in ascertaining to what
sub-district the men should properly be
credited.

The volunteer soldier, which every mili-
tary nation acknowledges the best in the
world, has preponderated largely over
every other class in the composition of
American armies. Our Government being
essentially democratic in its constitution,
and designed to be so in its administration,
the people, to sustain, defend, and perpet-
uate that which is their own work, come
naturally from the peaceful shades of a
citizen to the sometimes warlike and per-
ilous life of the citizen soldier. The ideal
volunteer soldier is not driven by any
fear of conscription into the service of
his country; he does not follow in the
long and perilous march of her armies
through any sordid or selfish motive, for
plunder and gain; but his own voluntary
choice, induced by the purest and most
exalted patriotism, leads him in her
defence to the field of carnage, if need be
to die for her cause. Thousands of these
noble volunteer private soldiers have
fallen in the late war for the Union, while
other thousands lived through the dark
nights of despair and storms of death-hail,
to be examples of patriotism for us all to
the latest posterity.

DESERTERS.

The most numerous class of deserters
in this District has been that of men who
never reported in obedience to notice of
draft. The number of those who left
their commands in the field or camp is
comparatively small, while those who
really never entered the service have been
swelled by successive drafts to the pro-
portions almost of a little army. Every
locality was for a time infested by these
skulkers from duty, until the Government,
with a more fixed purpose and determina-
tion, directed its energies to their arrest
and punishment.

In some of the more disloyal portions
of the District, where they were encour-
aged by their numerical strength and by
the private counsel of influential men, they
leagueed themselves together for purposes
offensive and defensive in case any attempt
should be made to bring them to justice.
Their rash and imprudent demon-
strations of resistance only resulted in
their own injury, for it became a neces-
sity on one or two occasions to awe them
into submission by maiming or mortally
wounding some of their number. To
avoid as far as possible, however, any
unnecessary loss of life, strategy and
tactics by surprise were resorted to when
the deserters seemed determined in their
resistance, and generally this mode of
procedure was attended with greater suc-
cess than the employment of force could
have been.

Deserters were arrested in this District
principally by detachments of the Veteran
Reserve Corps under the command of
deputy provost marshals, and special
agents, who were men well acquainted
with the people and natural configuration
of their respective counties. It would
sometimes become necessary to employ as
guides the citizens of the immediate
neighborhood in which the deserter resided
or was harbored, and occasionally one
or two persons of the same township
would arrest their own neighbor and bring
him in, to secure their exemption, or the
release of one whom they deemed more
worthy than he, and who had been de-
tained in custody because of his failure
to report.

It would be impossible for me to detail
the exact manner of making arrests, fur-
ther than I have already done in giving
the agents by means of whom this was
accomplished; for in every case there
arose circumstances which necessarily
modified the method of procedure and
left it to the judgment of the guard as
to what manner of strategy he should em-
ploy to most certainly secure success.

I have been constantly in receipt of
descriptive lists of deserters from the
army, transmitted me from the Bureau of
the Provost Marshal General at Washing-
ton, which lists were at once distributed
by mail to the deputy provost marshals
and detachments of the Veteran Reserve
Corps, stationed at the different strategic
points in the District. Many deserters
and stragglers have thus been ferreted out
and brought to justice almost before they
were aware of any efforts being made for
their apprehension, and some even while
they yet imagined the fact of their deser-
tion a profound secret.

The manner of disposing of deserters
after they had been arrested and brought
to these headquarters was very simple.
Their description, date of desertion and
date of arrest were entered into a Record
Book kept for that purpose, after they
had been carefully examined by the
Board of Enrollment and ascertained
without doubt to be deserters. They were
then placed in the barracks under rigid
guard or locked into the county jail, as
the enormity or suspicious nature of their
case might seem to demand. Here they
were kept in strict custody, being sub-
sisted in the same way as volunteers and
drafted men, until such time as they could
be turned over to the Provost Marshal of
the Post at Harrisburg, Penna., either for
punishment or to be forwarded to their
respective organizations, or for both.

In forwarding deserters, descriptive rolls
or lists were made out in duplicate, and
the provisions of paragraph 40 in Revised
Regulations for the Provost Marshal Gen-
eral's Bureau, strictly adhered to.

When the Government first began the

arrest of deserters, the reward offered for
their apprehension and delivery to Pro-
vost Marshals was so small as to be very
little inducement to any person to engage
in so unpleasant a business. When in the
course of time, however, the country became
infested and almost flooded with strag-
glers and deserters, and the Government
saw more plainly the necessity of securing
and remanding them back to their com-
mands in the field, orders more stringent
and rewards more liberal were promul-
gated to accomplish their arrest.

The sum of (\$30) thirty dollars author-
ized in paragraph 35 of the Revised
Regulations for the Provost Marshal
General's Bureau, is sufficient to defray
all ordinary expenses incurred in the
arrest of deserters, besides liberally com-
pensating for time employed and any
hazardous risks which sometimes must be
encountered. I believe this allowance to
have been a strong incentive for the arrest
of scores of deserters, and it is a wise
provision which directs that it shall be
deducted from the pay of the soldier who
deserts, thus compelling him to pay the
reward for his own arrest.

As a general thing, deserters from the
draft, or non-reporting drafted men, are
much more unprincipled and defiant in
their denunciations of the Government,
and more difficult to apprehend, than those
from the army. The latter class of per-
sons possess more apparent honesty of
purpose and real manhood than the for-
mer. They have been in the service of
their country and witnessed the pomp
and power of its armies on occasions cal-
culated to impress them with an abiding
sense of its terrible earnest, and inspire a
belief in the justice of its cause.

Many of them bear honorable scars that
tell of their gallantry and noble daring in
the presence of the foe; and all this sad
experience seems to have awakened and
deepened in them a feeling of awe and
respect for the Government, which has no
ledger in the hearts of the former class.
But men, who have not the disposition to
volunteer their services in the hour of
their country's greatest peril, and who,
having been chosen by the honest in-
strumentality of a draft, prefer by dishon-
orable means to evade the just claims of a
magnanimous Government, rather than do
one single act of loyalty; whose suspicious
deeds and guilty consciences shun the
pure light of day and drive their adherents
into swamps and forests to form a broth-
erhood with beasts and reptiles; men like
these should scarcely longer be called
men, for they have merited an appellation
no less odious than that of deserter.

ACCOUNTS.

The manner I have uniformly pursued
in keeping and settling accounts is very
simple and easy, and will require only a
brief notice. Before forwarding them for
payment at the close of each month, I
make an entry of them in a ledger, prop-
erly ruled, under the general heading of
"Abstract of Indebtedness." This entry
is of such a nature as to furnish at a
single glance all necessary information in
regard to them, until they have been paid
by the proper Disbursing Officer, when it
is completed in such way as to show the
number of the voucher, the name of the
claimant, the nature of the account, its
amount, the date on which it was forward-
ed for payment, the bureau to which it
is sent, the number of the check by which
it is paid, the date of payment by Disbur-
sing Officer, the date of payment to claim-
ant by District Provost Marshal, the
amount received on each account and the
amount deducted as internal revenue tax.

It will be observed that until the ac-
count has been paid, the entry in the
ledger is not complete, but as soon as it
has been settled by the proper Disbur-
sing Officer, the necessary additional in-
formation is placed therein, and accounts
between the Government and claimant, to
employ a familiar expression, are "squared."
At the time I received the appoint-
ment of Provost Marshal and entered up-
on the duties of the office, I found the
finances not a little embarrassed. Ac-
counts of various natures had been allowed
to accumulate, and the time at which they
ought to have been paid having gone by,
their settlement became more difficult than
it would otherwise have been. Especial-
ly was this true in regard to the accounts
of enrolling officers. In many cases their
appointments had never been approved, or
even so much as forwarded to the proper
Bureau for approval. In others, their
oaths of allegiance and office were not on
file, and thus, prevented and barred by a
score of little irregularities or omissions,
their account had not been audited and
settled for several months.

A little close attention to established
rules and the accustomed routine of busi-
ness, however, in this branch as well as
in all others of the department, soon re-
moved every obstacle in the way of a regu-
lar settlement of claims of this and every
other nature.

On several occasions I found it extreme-
ly difficult to determine by any light in
my possession to what bureau or depart-
ment some accounts properly and legiti-
mately belonged. In cases of this nature,
when I hesitated in deciding I frequently
consulted the A. A. Provost Marshal
General of the State before forwarding the
accounts for payment.

In preparing claims for liquidation, I
have always adhered as strictly as possible

to the instructions given in the Revised
Regulations for the Provost Marshal
General's Bureau, and when a case arose
in which they did not apply, or in which
they were not sufficiently definite, I was
guided in my settlement by my own judg-
ment aided by all relevant knowledge I
could acquire.

In dismissing this important subject in
my report, it affords me great pleasure
and satisfaction to refer you to the healthy
financial condition of this office, and to
assure you of the comparative insignif-
cance of the present outstanding debts.

GENERAL RESULTS.

In submitting the results of the opera-
tions of this office with reference to draft-
ing, volunteering, and arresting deserters,
I have deemed it best to make them of
the most general character; and the in-
quirer for details in relation to the efforts
of any particular sub-districts is respect-
fully referred to the proper reports from
these headquarters on file in the bureau
of the Provost Marshal General.

It will be seen by the following exhibit,
that I have not kept separate the various
drafts or even the different calls, but that
all the District quotas which have been
announced since the commencement of
conscription, beginning with the draft of
August, 1863, have been combined, and
the separate results of each draft blended
into one common whole. The table or
statement given here pertains only to
those things which are conceived to be
the chief objects for the accomplishment
of which Provost Marshals' offices were
established—that is, to obtain recruits for
the army, either by draft or as volunteers;
and though there have been other results
of interest springing legitimately from
the operations of this office, they are in
this case discarded as of secondary im-
portance.

EXHIBIT OF RESULTS.

Pennsylvania, 17th Congressional District.	
Number required under all calls.....	7429
Number drafted ".....	9719
Number failed to report ".....	2393
" Held to per. service. ".....	923
" Subs. for drafted men ".....	356
" Paid commutation ".....	1800
Total number obtained ".....	3679
Per. physical disability ".....	1916
All other causes ".....	2379
Total no. exempted ".....	42
Volts accepted & mustered ".....	24
Subs. for enrolled men ".....	24
Deserters from the army.....	92
Deserters from the draft.....	92
Miscellaneous arrests.....	75
Total number arrests made.....	408
Deserters who reported under President's Proc. of March 11, 1865.....	41

Although this exhibit may not be in
every item scrupulously correct, it is
believed to be as close an approximation to
the truth in its general results as is possible
to have it. In attempting to arrive at the
present deficiency of the District from the
data given here, it would be necessary
not only to consider the whole number
obtained by draft, the number of volun-
teers, and the number of substitutes for
enrolled men, but also the veterans or
those soldiers who re-enlisted in the field,
the credits for seamen, and other misce-
laneous credits from various sources; so
that if a calculation for that purpose based
upon the information furnished in the
foregoing exhibit, be undertaken and
completed, its result would most likely
fall far short of the real truth.

With reference to the relation of the
number required and the number drafted,
it must be noted that on different calls
there were different percentages to be
added in drawing, so that the totals in
these columns cannot be expected to sus-
tain to each other the exact proportions
which they might do, had the percentage
been uniform on all drafts. Under the
last calls for men, too, the enrollment of
different sub-districts was exhausted be-
fore obtaining even the real number re-
quired, so that in cases of this nature it
was of course impossible to add any per-
centage.

Many considerations such as I have ad-
verted to here would materially modify the
foregoing exhibit were it designed to show
results in detail, but this not being the
intention, as will readily be perceived by
its general nature, it is respectfully sub-
mitted in its present form.

CONCLUSION.

Having noticed in the course of this
report under the divisions to which they
properly belong, some of the principal
difficulties encountered in the faithful ex-
ecution of the laws which govern the bu-
reau of the Provost Marshal General, I have
no occasion again to recur to them here,
but in closing shall offer in brief one or
two suggestions, the adoption of which, in
my humble opinion, would make the pres-
ent statutes on this subject more com-
plete and efficient.

The conscription law as it now stands,
needs but few modifications to render it
perfect—it creates no privileged class—
allows of no commutation—and requires
but a short term of service. It bears with
it the best possible argument for its own
justification, for it makes conscription the
last resort, and provides liberal means for
avoiding it. The principle adopted in the
14th section of the Amendatory Act, ap-
proved March 3, 1865, though too late to
be of benefit, should never be abandoned.
Had it been in operation two years ago, it
would have saved endless embarrassment
in the administration of the law, filled all
quotas without a draft, and rendered it

unnecessary to incur an enormous load of
municipal debt for bounties, which will in-
jurious affect the people and the Govern-
ment for many years. The lack of this
provision made the law so burdensome
upon poor rural districts that agricultural
industry had necessarily to be suspended
wherever a draft under the last call was
made, and the close of the war alone has
saved the country from suffering a want
of the necessities of life.

The records of the various Provost
Marshals' offices will show, as a result of
competition in bounties, that rich and
populous districts have filled their quotas
and their resident citizens are all at home,
while in rural districts the able-bodied
men are all gone and the quotas are yet
unfilled. The country has paid a heavy
price for the timidity of its legislators,
which was perhaps as much the fault as
their inexperience.

On behalf of the Government, I would
suggest that volunteers for old organiza-
tions should receive a liberal Govern-
ment bounty, and in all other cases no
bounty of this nature be paid. The effect
of this rule would be to equalize bounties,
and to send a constant stream of volun-
teer recruits into old regiments. They
would come principally from poor rural
districts, which furnish the best men to
the service.

All stringency should plainly appear in
the law, and all possible liberality should
be manifested in its construction. Unfor-
tunately this has not universally been the
case, and the inclination has been too
general to decide all doubtful points in
favor of the Government, sometimes em-
barrassing a liberal provision by a string-
ent or cumbersome regulation. I might
cite, as an instance of this, the rule requir-
ing greater stringency in the examina-
tion of volunteers than conscripts. The
reasoning is, "a volunteer is examined
with reference to his acceptance into the
service by the Government, a conscript is
regarded as already in the service and is
examined with reference to his discharge." It
is certainly very difficult to see why a
volunteer, regularly enlisted by competent
authority and reporting for examination,
is not as much in the service as a drafted
man. I need not say that the above rule,
under which a man as a bountied volunteer
is regarded as a deserter, has always
been regarded as exceedingly unjust, and
politically injurious to the Government;
while, in a military point of view, it could
not but be detrimental to the service.

The knowledge I have acquired, during
the last two years of the rebellion, in re-
gard to the general character of aliens in
this country, leads me to cherish the hope
that future legislation will impose upon
them some of the military burdens which
attach to natural born citizens in time of
war. Were it possible so to modify the
existing laws that foreigners, of whatever
nationality, whether aliens or naturalized
citizens, could be enrolled by the Govern-
ment as a part of the military forces to
suppress civil war or rebellion, originating
in the country where they at the time
reside, it could not but be a wise and
equitable provision.

I cannot conceive wherein it would
necessitate a violation of allegiance to the
nation whence they came, so long as they
are not required to take up arms against
the Government to which they owe fealty
or to engage in a war with any foreign
power, but only to assist in the suppression
of rebellion. It would seem to me that
where aliens are the beneficiaries, in so
many instances, of the protection and
magnanimity of a Government, as they
are of ours, on the score of gratitude,
alone, if no other, they should assist in
maintaining it against the treasonous
assaults of internal foes, when such assis-
tance cannot possibly conflict with their
duty or allegiance to the land of their
birth.

I am, General, very respectfully,
Your obedient servant,
A. M. LLOYD,
Capt. and Provost Marshal 17th Dist. Pa.

WHAT A DEMOCRATIC CONGRESSMAN
COULDN'T SEE.—A Democratic Congress-
man called upon Postmaster General
Dennison and solicited the appointment
of a constituent of similar faith to a Post-
mastership in his District. "What is
he?" blandly asked Gov. Dennison.—
"Why, he is a Union man, and supports
President Johnson's policy," replied the
M. C. "But what was he, and for whom
did he vote in the last Presidential elec-
tion?" further interrogated the postal-
chief. "He voted for McClellan," was the
frank and ready reply. "We are not ap-
pointing any men postmasters who voted
for McClellan," quoth Gov. Dennison, to
the evident disgust of the expectant Con-
gressman, who retired in a bewildered
state of mind, growing out of his effort to
see the precise benefit to his party of its
vigorous support of the President's policy.

A patriotic little chap began his
prayers the other night with "Now I lay
me down to sleep, shouting the battle cry
of freedom."

It is believed that the telegraph
can be constructed through Siberia with
little trouble, because the Poles are already
on the ground.