GOVERNOR'S MESSAGE.

(Continued from the First Page.)

which it is expected that the first year's cutting will yield to the State a revenue of $52,400.

It thus appears that the State Forest Preserve has been increased by probably a million dollars' worth of lands without any direct appropriation of public money. * * *

"GREATER NEW YORK."

There seems to be considerable public sentiment in favor of a consolidation under one municipal government of the cities of New York and Brooklyn and contiguous territory. Many advantages of such a consolidation to the people of the localities have been urged, and a Commission which was established by direction of the Legislature for the purpose of inquiring into the matter has declared in favor of consolidation. Of course, no legislative measure providing for consolidation should be enacted unless it is clearly the wish of the people in the cities and towns affected that consolidation should take place. The only sure method of determining that sentiment is by submitting the question to a popular vote. This course I recommend to the Legislature.

THE STATE CANALS.

The last season of canal navigation was an unusually prosperous one. The total tonnage carried on all the canals was 4,331,963, which is an increase of 49,964 tons over the traffic of the preceding year. The increase on the Erie Canal alone was 256,894 tons, but this was largely offset by a falling off of 172,171 tons of freight carried on the Champlain Canal, occasioned by the diminishing shipments of iron ore, lumber and coal. * * *

During the season of canal navigation the whole number of bushels of grain received at the port of New York was 108,962,706, of which the canals carried 43,076,900, or slightly over 39½ per cent. in 1892, while the total receipts at New York during the canal season were greater than those of 1893, the proportion carried by the canals was only 29 per cent., or 10½ per cent. less. The increase in favor of the season just closed was because of higher railroad freight rates, which turned more traffic to the canals and made the season a profitable one to boat-owners.

The cost of superintendence, ordinary repairs and maintenance of the canals during the last fiscal year was $726,057.47. This is the lowest expenditure for these purposes in seven years. In addition the last Legislature appropriated $750,000 for improvements. These are now under way and will increase the efficiency of the canals. * * *

PROMOTING USEFULNESS OF CANALS.

I have alluded in other official papers to the necessity of maintaining the efficiency of the canal system and extending its usefulness wherever practicable. The Erie Canal was built three-quarters of a century ago to divert the flood of agricultural wealth of the West from outlets to the sea by way of Canada or the Mississippi River. That policy poured the treasures of the new country at the feet of New York and built up great cities.

As much now as ever before in her history does the State of New York need the maintenance of substantial waterways. No narrow or short-sighted policy should permit this tide of commerce between West and East to be turned away from New York. To-day Canada aspires to compete with us for the traffic of the Great Lakes. She has already hpent upward of $40,000,000 in improving and building canals and in deepening channels. She is constructing a new canal through her territory at the Sault Ste. Marie, and is making a channel fourteen feet deep all the way from Lake Superior through the Welland Canal and St. Lawrence River to the sea. When that is completed a 2,000-ton boat can go from Duluth to Montreal, Halifax or Liverpool.

TO MEET CANADIAN CANAL COMPETITION.

To meet this competition the United States Government is making a twenty feet channel through the lakes to Buffalo. When that is completed a 2,000-ton boat can come as far as Buffalo, and from that point freight must find a cheap and easy outlet to the seaboard. Here is where New York's interest lies, and where the necessity of utilizing the advantages of the Erie Canal is vital.

Think for a moment of the vast wealth centred now in the territory surrounding the great Lakes. * * * The great wheat fields of the world are there, great areas of timbered land, immense deposits of iron, copper and the precious metals. The cities of this region must eventually be the greatest centres of wealth and population in the country, and the natural pathway of their products and those of the vast country beyond them must ever be through the Great Lakes to the East. Railroads alone cannot carry all the products of this region; development would be checked if dependence was alone upon them. But railways and waterways together, not antagonistic but mutually essential, will, year by year, carry increasing burdens from these treasuries of wealth to the seaboard, and take back the products which our industries or commerce supply in return.

LAKE COMMERCE FIGURES.

The figures of the lake commerce are already startling. In 1889 the tonnage is said to have been ten millions greater than the combined entries and clearances of all the seaports of the United States and three millions greater than the combined entries and clearances of Liverpool and London. Statesmanship should be short-sighted which would fail to take considerable account of facts in outlining or establishing a policy of State development. How to attract to and through our own State this enormous traffic should be the subject of careful solicitude.

MAKING ERIE A SHIP CANAL.

To establish a ship canal is, in the opinion of most persons who have given the suggestion careful consideration, both impracticable and unwise. The most practical suggestions are contained in plans for increasing the tonnage of the Erie Canal. * * *

It has seemed to me that the most practical plan for immediately increasing the tonnage of the Erie Canal is that which would supply a speedier and more economical motive power. Mules and horses now propel canal-boats at a rate of about two miles an hour, while steam propelled boats at the rate of about three miles. The banks of the canal will stand a speed of about four miles an hour.

It seemed to me, after personal observation of present methods, that electricity might be applied as a motive power with a considerable saving in cost and a considerable increase in speed. Experiments in this direction were authorized by the last Legislature upon my recommendation, and seem to have demonstrated clearly the feasibility of using electricity as a motive power on the canals.

The only question still to be determined is that of cost, and the estimates are quite favorable to a considerable reduction from the cost of propulsion by steam. Just how much of a reduction could be obtained it is, of course, impossible to say definitely, but very conservative estimates make the saving in cost of transportation at least 25 per cent., and the increase in speed at least 20 per cent.

BENEFITS OF CANAL TROLLEY.

If these results could be attained the benefit to the canal would be immediately greater than the benefit which would flow from all the proposed enlargements, and need not cost the State a penny.

Boatmen could make many more trips in a season, fewer employees would be needed on each boat, no money would be required for horses and mules, the large space occupied by steam boiler and engine would be saved for freight, and danger from fire and explosion would be avoided. At the same time the increased tonnage and business of the canals would provide more employment and more remunerative occupation for boatmen. * * *

This plan need not interfere, either, with any proper enlargement or deepening of the canal. Indeed, if the plan is found to operate satisfactorily, the next logical and necessary step would probably be to so improve the canal as to enable the use of larger boats. But for the present I am quite convinced that the proper course is to give electric propulsion a fair trial, and if it accomplishes what is claimed for it, a new era of activity and prosperity should begin for our canals. * * *

ROAD IMPROVEMENT.

The road legislation enacted by the last Legislature has served a useful purpose in stimulating interest in the subject of good roads. It provided, in substance for the so-called optional county-road system, and agitation for the adoption of its provisions by Boards of Supervisors has gone on in many counties and is likely to be more effective as Supervisors are chosen for two years instead of one, as formerly. * * *

RECOMMENDS BLANKET BALLOT.

Repeated experience with the recently enacted ballot law has suggested several desirable changes to promote simplicity in voting. The most important change needed is one to avoid the multiplicity of ballots placed in the hands of the voter. The present system leads to confusion, mistakes and annoyance. I recommend the adoption of a so-called "blanket" ballot, with the names upon it so arranged and printed that the elector can easily vote for the candidates of his choice.

FOR NON-PARTISAN ELECTION BOARDS.

Laws governing the selection of election inspectors and regulating their duties need strengthening in the interest of honest elections. These statutes are not only weak in some important respects, but they are not uniform throughout the State, so far at least as regards the selection of the inspectors. I suggest the propriety of a law which shall apply uniformly throughout the State and shall, if deemed best, provide for a non-partisan board of election inspectors in each election district.

I renew my recommendation of last year in favor of requiring personal registration all over the State as a means of determining those who are entitled to vote.

GRAVESEND SCANDAL.

The necessity for such a law has been recently demonstrated in a striking way in the alleged election outrages in the town of Gravesend.

The registration there was said to be largely in excess of the number of legal voters, and the charge was that fraudulent votes were to be, or have, cast in large numbers by persons assuming the names falsely on the registry. This would be a scandalous condition of affairs in any community, yet there is ample evidence that it occasionally prevails, and it is always possible under the law, as it stands to-day in rural districts, that it may prevail. I would also suggest the propriety of requiring the publication of the registry lists in cities prior to the election. This would be an additional precaution against fraudulent voting. Such a requirement has for years existed in New York City and has been proved a wise safeguard.

I renew the recommendations contained in my last annual message as to the use of money in elections. * * * The extension to political agents and committees of the law requiring certified statements of campaign receipts and expenditures, and such legislation as will make proof of bribery on the part of candidates or their political agents or committees sufficient cause for forfeiture of office.)

THE CIVIL-SERVICE LAW.

An endeavor has been made to carry out the full spirit and letter of the Civil-Service law during the year, and with good results. As the law stands to-day, however, it would seem to be incapable of enforcement, should appointments be made in violation of its provisions. To guard against such a failure, I suggest amendments which will (1) compel the Civil-Service Commission to certify to the State Comptroller all appointments made in pursuance of law, (2) prohibit the Comptroller from paying salaries to any persons whose appointment is not so certified to, and (3) give to all lawfully appointed persons opportunity to compel the Civil-Service Commission by mandamus proceedings to certify their appointments to the Comptroller, in case of failure or defiance on the part of the Commission to thus certify.

STATE CARE OF THE INSANE.

When in 1890 the bill was passed establishing the policy of State care of the dependent insane, the enactment came only after a thorough discussion throughout the State and in the Legislature. * * *

Now, it is safe to say, few citizens would wish a return to the old county system.

One of the inevitable results of the new system of State care was that the Central State Board should be endowed with reasonably broad powers of supervision and regulation. * * * It was inevitable also that the creation of such a central board with broad powers should lead to more or less conflict between it and the local boards of managers which were established for each hospital, and whose official life, in most cases, considerably antedated that of the State Commission. That conflict was quite marked and spirited immediately after the adoption of the State Care act, but subsequently subsided after the courts had upheld the powers assumed by the Commission. It has arisen again, however, within the last two months, and there seems to exist to-day anything but a cordial feeling of co-operation between the State Commission in Lunacy and the local boards of hospital managers. The immediate source of trouble seems to be in the matter of expenditure of State money. * * * The system as carried out provides that the officers of each State hospital shall submit to the State Commission in Lunacy monthly itemized estimates prepared in minute detail of all the expenses of the institution. These estimates are revised by the Commission as to quantities and prices and are then forwarded to the Comptroller, who thereupon remits to the treasurer of the hospital the amount of the estimates as revised, less the amount of funds which the hospital has on hand. * * * No supplies are authorized to be purchased by the State Commission, nor are directions required to be given as to where supplies should be bought—these are matters left under the law entirely with the local managers or superintendents, and a proper administration of the law would permit no interference in this direction except by refusal to accept estimates which are in excess of fair market prices, or supplies which are below fair standard quality. * * *

HOW ASYLUM ABUSES OCCUR.

The local managers are men of standing in their communities, many of them well known throughout the State, and the interests of the State may well be considered quite as safe in their hands as in those of a central commission at Albany. But the trouble with the old system has been that the local managers have been inclined to leave responsibilities of this sort to the officers of the institutions, and by reason of this neglect grave abuse and scandals have occurred. * * *

It was largely the recent disclosure of extravagant methods of management that emphasized the necessity of a careful system of State audit.

I have endeavored by bringing local managers together with the State Commissioners to ascertain where the causes for grievances lay and to bring about their correction so far as the administration of the law was at fault. These conferences have disproven many published allegations, and I am confident that as soon as the new system is fully understood it will prove satisfactory to the people. At the same time the existence of the local boards of managers will serve a useful purpose in checking any arbitrary tendencies on the part of the State Commission.

Certainly in carrying on so noble a State charity there should be no unnecessary friction among public officers. Neither personal nor political considerations should find any place in the discharge of this official obligation. For this reason we should not only establish sufficient safeguards around the administration of the law, but encourage harmonious enforcement of its provisions by administrative officers. * * *

NEW YORK AND THE WORLD'S FAIR.

The representation of the State at the World's Fair was between its dignity and supremacy. The New York exhibits were exceedingly creditable and as a whole surpassed in variety and excellence those of any other State.

It is gratifying to announce upon the authority of the State Commissioners that a considerable balance will remain to the credit of both Boards after all bills outstanding are paid. Inasmuch as the State exhibits at the Fair are well worth preserving, I suggest that this unexpended balance, or so much of it as may be necessary, be appropriated for fitting up the new vacant and unfinished rooms in the top of the Capitol as a museum for these exhibits. There they can be preserved and seen by thousands of visitors to the Capitol who did not have the opportunity of seeing them in Chicago.

INTERNATIONAL EXPOSITIONS.

My attention has been officially called to the California Midwinter International Exposition which is to be held in San Francisco from Jan. 1 to June 30 of the present year, and I have been requested to name a day during the exposition season which may be set apart to be celebrated as the special day of New York State. I have declined to assume this responsibility until it was determined whether the Legislature would give the exposition official recognition, and the matter is respectfully referred to your consideration.

My attention has also been officially called to the Antwerp International Exposition, which is to be held at Antwerp between May and November this year. I am informed that the United States are to have a separate exhibition building in which spaces will be reserved for individual State exhibits. The question is respectfully submitted whether such representation on behalf of this State shall be authorized.

AGRICULTURAL INTERESTS.

Pursuant to the suggestion contained in my annual message of the Legislature last year established a State Department of Agriculture. The wisdom of that action has already been vindicated by the success which met the Department's efforts in connection with the dairy exhibits of New York at the World's Fair in Chicago. In 1876, at the Centennial Exposition, Canada won the awards of excellence for her dairy products, and ever since Canadian farmers have benefited by that advertisement and advantage at the expense of New York farmers. Now, however, it has been demonstrated in international competition that New York butter and cheese lead all the rest, and this demonstration should mean largely increased sales and higher prices for our dairy farmers.

What the State has done for the intelligent promotion of dairy farming can be done for other kinds of agriculture. * * *

ANTI-OLEOMARGARINE LAWS.

The State of New York has expended a great deal of money to protect the dairy interest from competition with spurious butter. Our laws on the subject are very strong, absolutely prohibiting the manufacture and sale of oleomargarine or any substitute colored in semblance or imitation of butter within the State. Notwithstanding these stringent laws, persons have been engaged more extensively during the last six months than ever before in flooding the State with their products, openly defying the law and claiming the right to sell their goods under the interstate commerce decisions in original and unbroken packages. While this might be conceded if oleomargarine were sold as a product pure and simple, the question presents a different phase in the form in which oleomargarine is dished up upon the market. As made, oleomargarine is a colorless substance of about the appearance of lard. As sold, it is colored in semblance and imitation of dairy butter. * * *

It has been held in New York and other States, notably in Pennsylvania and New Jersey, that the statutes prohibiting the sale of such products were plainly within the police powers of the State in protecting its citizens from fraud, and also in the interests of the public health. It will be some time before this question can properly be passed upon by the Supreme Court of the United States, and in the meantime I suggest that the Legislature petition Congress to provide by statute that all such products coming from one State into another shall, immediately upon their arrival into the State, become subject to the State laws. This was done after the Kansas decisions in reference to liquor, resulting in the passage of what is known as the Wilson act, which simply covers the sale of liquors. It should be extended to all food products. * * *

"HARVEST DAY" HOLIDAY.

The growing importance of the agricultural interests of the State and the splendid record which they made in the exhibits at the World's Fair suggest the propriety of a new holiday, to be known as Harvest Day, or a day set apart for congratulation and for the social festivities attending the season of harvest. Such a holiday might be of decided benefit to farmers and others if proper provision for its observance could be made. I commend the subject to the Commissioner of Agriculture, in connection with the State Fair at Syracuse.

STATE TOPOGRAPHIC SURVEY.

The work on the State topographic survey has progressed satisfactorily during the past year under the joint supervision of the State Engineer and Surveyor and the United States Geological Survey. Under the arrangement entered into between the United States and New York state authorities in pursuance of legislative action last Spring, the State is to pay half the expense. * * *

Something less than 10,000 miles, or about one-fifth the area of the State, has been surveyed and this work and the Federal Government's half * * * mapped. The cost of the complete survey is estimated at $250,000, of which the State will be called upon to pay about $200,000, in addition to what has already been appropriated.

HONORS TO UNION SOLDIERS.

The formal dedication of the monuments erected at Gettysburg to the memory of the New York soldiers who took part in that battle occurred on the first, second and third days of July last, and, through the generous provision of the Legislature, was attended by more than 7,000 surviving veterans of the New York commands in the battle. * * *

Following the precedent set in consecrating the National battlefield at Gettysburg, the last Legislature also made provision for the appointment of commissioners to act in co-operation with National Commissioners in ascertaining and marking the positions occupied by each New York regiment, battery or independent organization participating in the battle of Chickamauga or Chattanooga. * * * I thoroughly sympathize with these efforts to commemorate the sacrifices of our country's defenders, and I trust that the State of New York will not be backward in doing its full share in this good work.

LABOR INTERESTS.

On account of the many men out of employment by reason of the industrial depression all authorized public works have been pushed ahead, giving occupation to thousands of persons who would otherwise have been idle. I cannot urge too strongly upon the attention of the Legislature that all new appropriations for State public works be enacted as early in the session as practicable, so that in its legitimate field the State may do what it can for the relief of the unemployed.

This will be a Winter of suffering and distress for many families, and while much of the relief must necessarily under our form of government come from the charity of individuals, the State can do much to assist by requiring the prompt undertaking of all necessary public construction work. A generous recognition by the Legislature of its power in this direction is demanded by existing industrial conditions.

"SWEAT SHOPS" ABATED.

The provisions of law enacted during the past two years regulating the manufacture of clothing in tenement-houses and sweat-shops have been vigorously enforced, with the result that the worst shops of the so-called "sweating" system have been eradicated. * * *

Partial statistics for the city of New York during 1893 show that there have been erected fifty-nine factory buildings, containing 453 separate shops, on the sites of tenements formerly swarming with people engaged in the making of clothing in bedrooms and kitchens.

Three hundred and seventy-one tenements have been cleared entirely of "sweaters," and are now used only for living purposes, and eighty-five tenements have been cleared of rabbets and remodeled into shop buildings. In the aggregate this has improved the conditions under which 17,147 people manufactured clothing in the city of New York. * * *

FEWER STRIKES AND LOCKOUTS.

Fewer labor strikes and lockouts have taken place during the last year than for several years past. In many instances, notably in the recent strike of the Lehigh Valley Railroad employees, the efforts of the State Board of Mediation and Arbitration have been instrumental in amicably adjusting differences between employers and employees.

INDUSTRIAL CLASSIFICATION OF INHABITANTS.

The Bureau of Labor Statistics has been engaged during the past year in classifying and tabulating the returns of the State census of 1892 according to the nationality, sex, age and occupation of the 6,513,341 names in the enumeration. This is an important work and provision should be made for its completion. The results will be of particular interest in the complete information they will furnish of the occupations of the people.

THE PUBLIC HEALTH.

The spread of cholera in Western Europe last Spring called for extra work on the part of the State Board of Health to prepare for the reception of the disease should invasion take place. * * * The wisdom of this work has been well shown in greater energy on the part of local health authorities, and while it is a source of congratulation that cholera did not reach this side of the Atlantic, had it done so the readiness in which the most exposed places were found to an assurance that an extended epidemic would not have been prevailed.

The precautions at the Quarantine Station in New York Harbor were equally vigilant and thorough.

The examination of cattle for tuberculosis has been steadily pushed. In all since Jan. 1, 1893, 19,001 head have been examined, and 613 killed to prevent the spread of the disease.

COMMON SCHOOL EDUCATION.

The number of children attending the common schools during the year 1893 was 1,696,558, an increase of 10,125 over the previous year. The number of children of school age was 1,892,388, showing that 809,160 children, nearly half the children of school age, were educated in private or parochial schools or were not in school at all.

The total amount expended for public schools during the year was $23,901,678.72, an increase of $767,176.78 over the amount expended in the previous year. The larger part of this sum, of course, was raised by local taxation. I renew previous recommendations for encouraging by all proper means the efficiency of the common school system.

THE STATE PRISONS AND CONVICT LABOR.

The number of convicts in the three State prisons on Sept. 30, 1893, was 3,491, being 104 less than on the same date of the previous year, and the lowest since 1869. The average cost of care and maintenance for the fiscal year was $137.04 for each convict.

The financial results of the industries in the State prisons were not as satisfactory as usual. This was the result in part of depression in business, which affected the sale of articles manufactured, to the recent legislative restrictions as to the kind of industries which should be permitted, and to the employment of some of the convicts in road building and in the construction of new workshops and other prison buildings.

The main object is, of course, to keep the convicts at work at the same time not to permit their labor to compete with that of free men. There were but 1,396 convicts employed in productive industries on Sept. 30, 1893, compared with 2,162 on the same day in 1892.

This falling off could but affect the prison receipts from industries. At the same time it is gratifying to know that the employment of convict labor in building workshops at Clinton and Auburn prisons has given excellent results in construction and has saved the State about $46,000.

I suggest the propriety of incorporating in all legislative bills making appropriations for the reconstruction or improvement of prison buildings a provision that so far as possible the work shall be performed by convict labor.

Many of the convicts at Clinton Prison have been employed at road-building in the vicinity of the prison. This was in the nature of an experiment, and the warden reports that the results are satisfactory. There were three escapes of convicts, of whom one was recaptured.

WRONGS AT ELMIRA REFORMATORY.

The transfer of prisoners from the Elmira Reformatory to the State prisons is a subject deserving careful consideration. The statute authorizes the managers of the reformatory to transfer temporarily, with the written consent of the Superintendent of Prisons, to either of the State prisons, any prisoner shown to have been at the time of his conviction more than thirty years of age, or to have been previously convicted of crime, and also any apparently incorrigible prisoner whose presence in the reformatory appears to be seriously detrimental to the well-being of that institution.

The managers may also require the return to the reformatory of any such so transferred.

Acting under this authority, the managers have from time to time transferred prisoners in much greater numbers than I think could have been contemplated when the law was enacted, and the transfers do not appear to be made temporarily, but finally, and with the intent that the remaining portion of the terms of those transferred shall be served in the prison.

From reports made to me by the wardens it appears that between Dec. 29, 1890, and July 19, 1893, 150 prisoners were transferred from the Elmira Reformatory to Clinton Prison, and between March 17, 1891, and Sept. 7, 1893, 300 were transferred to Auburn Prison, and up to the first day of October last only one of the whole number had been returned to the reformatory.

INJUSTICE OF REFORMATORY TRANSFERS.

When it is considered that these prisoners are not old offenders, but are undergoing punishment for their first offense, that their terms are mere lads, that the purpose of sending them to the reformatory was to administer a light punishment and if possible to effect their reformation, and that committing them to the State prison practically consigns them to imprisonment for the longer term prescribed by the Penal Code for the offense, the gross injustice of making the transfer under the system now prevailing will be at once apparent.

In my judgment this system should be absolutely abolished, or else so far modified as effectually to prohibit abuse. The charges ought not to be clothed with the arbitrary power of committing to prison for long terms persons sent by the courts to the reformatory for purposes of reformation. Transfers should be made only for good cause and upon application to the court in which the person sought to be transferred was convicted. The statutes governing this subject may be properly adjusted, or else such other legislation be enacted as may be required as may be necessary to prevent injustice. I respectfully recommend such legislation as will correct the evil now existing.

REFORMATORY MANAGEMENT.

With my approval the State Board of Charities has been making an investigation of the published charges against the Superintendent of the Elmira Reformatory. Pending the conclusion of that investigation and the report upon it, I refrain from commenting upon the matter.

But the publication of the charges and the investigation by a State Board of Commissioners, who can only report to the Legislature with suggestions and are powerless to enforce any remedies which may be deemed, suggest the propriety of such changes in all the laws governing reformatories as will place the power of removal over superintendents upon the Board of Managers, or else provide for an opportunity to the accused to have a hearing in his own behalf.

The power of appointment to the institution cannot be removed should be lodged where it now is, with the local managers, but it seems to me that there should be some provision to place the power of removal elsewhere.

PREVENTION OF WASTE BY FIRE.

The large increase in losses by fire in the United States and particularly in the State of New York during recent years, is worthy of the serious consideration of the Legislature, to the end that remedies may be devised, if possible, to check this great evil. The average losses by fire in the country during the last five years have been $157,000,000 annually, and the application of the losses for the year just ended will probably show a goodly increased aggregate of waste. Many fire insurance companies have gone out of business and others have been obliged to increase rates.

It is not from the point of view of the insurance companies, however, that I would call your attention to this matter, but it is from the point of view of the general public. Great losses by fire are always to be deplored. They diminish the amount of taxable property, they throw men out of employment, they cripple business, they destroy capital, they wipe out profits, they sacrifice human lives and they impose extra burdens on all property owners by increasing the rates of insurance—for if insurance companies must take greater fire risks the insured will be compelled to pay greater premiums.

It is a somewhat difficult problem to devise the best means of reaching this evil. More stringent building laws have been suggested, as has also the compulsory investigation of fires by properly constituted local officers. It has also been brought to my attention that part of the recent increase in fire losses is attributed to the improper wiring of buildings where electricity is to be used for light or power, and the suggestion has been made that persons installing electric equipments in buildings should be compelled to show licenses certifying to their fitness for the work and issued by a competent board of control, very much in the same manner that steam boiler inspection and certification are now required.

I commend this subject to your attention and trust that some proper measure of legislation may receive your favorable consideration. Certainly it is not a gratifying reflection that in the city of New York there are four times the number of fires that there are in the principal cities of Europe, and more than four times the destruction of property. Yet this comparative statement is said to be accurate.

AMENDMENTS TO THE BANKING LAW.

The conservative management of our State banks was abundantly demonstrated during the financial panic of last year. The proportion of banks under State supervision which suspended was very small. There were instances of reckless management, however, and the question is presented whether the present banking law cannot be strengthened so as to compel even greater conservatism in methods and more rigid inspection by the Banking Department.

Two suggestions in this direction are particularly submitted to your attention. One is that no officer or employee of any bank or other institution subject to the banking laws should be allowed to borrow, directly or indirectly, any of its funds, without first making application to the Board of Directors and obtaining the consent of at least a quorum of the Board. The other suggestion is that banks should be obliged to set aside a certain proportion, say 10 per cent., of their net profits each year as a surplus account until such surplus equals 20 per cent. of the capital stock. * * *

FISH PROPAGATION.

The Legislature of 1892 passed bills providing for two new fish hatcheries, one in Sullivan County and the other in Steuben. It would be needless, however, in my opinion, for the State to establish any more trout hatcheries. We have enough of these already. Trout is particularly a game fish, and public money should rather be used for the propagation of food fish, such as pike, perch and white fish, from the bountiful supply of which greater benefit will accrue to the people of the State. As I said in my last annual message, a policy to conserve sportsmen's interests would not justify large appropriations for fish cultivation from the public treasury. The measure of opportunity is much wider than is prescribed by any such narrow field.

"There are 1,500 square miles of water within the area of our State, capable of producing an unlimited supply of fish food, thus cheapening in large degree the cost of living to the people, creating additional employment and adding to the State's wealth."

In the direction of applying this policy it is worthy of note that of the 50,000,000 young fish raised in the State hatcheries during the last year, the larger proportion was of what might be strictly called food fishes. * * * Eighteen million whitefish were planted in Lake Ontario. * * * The Commissioners should be permitted this year to make a still larger plant, and to continue the work until the lake is thoroughly stocked.

I would suggest the passing of an act providing for the registration of nets and their use throughout the State under proper supervision. The mesh of these nets should be large enough to permit the escape of small fish not yet old enough to breed, and the net should not be used at all during the spawning season. Their use should not be permitted in trout streams, nor in lakes where there are none but game fishes. In this way food fish could be taken where desirable and yet the game fishes be protected. * * *

A small fee should be charged for registering, and for the permit to use, in order to pay the expense of this work, and the registration would give the Commissioners accurate knowledge of the location of every net in the State, together with the name of its owner, and would enable them in a great measure to prevent improper use. This system has worked very successfully in Canada.

NATIONAL GUARD AND NAVAL MILITIA.

The necessity of a military force is recognized by the laws of the State. Its value depends entirely upon its efficiency. A high standard of discipline and instruction has been prescribed and for the most part maintained, and while constant efforts are made to advance this standard, it may be said that both these establishments are in an eminently satisfactory condition, and worthy of the fostering care of the people. The naval militia is already well equipped. Under recent appropriations the National Guard will soon be thoroughly equipped for any service it may be called upon to perform.

HOME RULE IN CITIES.

I reiterate previous recommendations relative to the government of cities. Under our present system of conferring municipal powers by legislative charter the Legislature must always determine both the extent of those powers and their nature. Any change in these respects must come by charter amendment or by special statute—but it must come through the Legislature. Some charters confer greater powers upon municipalities than others, but all spring from the same source, and any changes, good or bad, must come from the same source.

This system throws great responsibility upon the Legislature. It brings up the question of Home Rule and propriety. Home Rule is a fundamental principle which the people rightly cherish. The distinction, however, is not always drawn, as it should be, between municipal legislation involving the question of State and that involving the question of legislative propriety. It is an invasion of the principle of Home Rule, and the spirit of the Constitution, when the Legislature assumes to take from municipalities the right to choose—either by election or by appointment at the hands of some elective officer or officers—their own local officers for the administration of local affairs.

It is not, however, a violation of the principle of Home Rule when the Legislature transfers, by charter amendment or otherwise, certain powers or duties from one local officer to another or from one set of local officers to another—this is a question of propriety, not of Home Rule. The change may or may not be wise, but it is within the complete province of the Legislature and violates no principle of Home Rule, for it takes away no measure of local authority.

These illustrations serve to indicate a distinction which should always be drawn in considering municipal legislation.

It is contrary to sound principles of legislation to diminish the powers of municipalities, or to foist on them by legislation local officers in whose selection they have no voice, direct or indirect, and against such legislation most good citizens are generally united. Many charter amendments, however, and much local legislation consist in extending existing municipal powers or in redistributing municipal powers and duties, and the propriety of the proposed changes is largely a matter of legislative discretion, to be exercised in accordance with well-recognized principles of legislation. * * * As a general rule, it may be said that local legislation passed in response to the efforts of the members from a locality should be considered as representing the prevailing sentiment of that locality, although experience has shown that this is not a safe rule always to follow. The aim of the Legislature and the Executive should be, in enacting local legislation, to ascertain as accurately as possible, and in every way possible, what the prevailing sentiment of the locality is, and, when ascertained, to follow it, but above all the law-making power should not violate the principle of Home Rule by destroying or usurping legitimate municipal powers.

CONCLUSION.

Although the Legislature and the Executive represent different political convictions and parties, the greater part of their responsibilities and duties involves no political questions or interests, but has to do with giving the people a wise, economical and business-like State government. Permit me to express the hope that we may jointly and harmoniously endeavor to accomplish this object. The great majority of people care nothing for political advantage which is secured by resort to petty legislative or administrative political manœuvring, but judge public officers by their honest discharge of duty and their faithful adherence to the trusts which the people have confided to them. Let us stand upon this high plane of official effort.

ROSWELL P. FLOWER.

Ran Too Fast.

(From Puck.)

Examiner—You want a pension, you say, yet you don't appear to have been wounded, or to have lost a limb.

Applicant—I lost my breath at the battle of Bull Run.

A. E. JAMMES,

903 BROADWAY AND 13 W. 30TH ST.

The following are some extraordinary bargains in Gloves from our entire stock: **Ladies' Glove Warrant** Gloves, 49c.; Gents' Pique, 69c.; Ladies' Pique, 69c.; 12 and 16 button suede, 98c.; and reduced on all other gloves. **Hosiery Sale.** 25c. Fast Seamless, 15c.; worth 50c. high neck, long sleeves Undervests, 19c., reduced from 50c.; celebrated Lavallière Corsets reduced to 75c. (positively worth $1.00). **Hand-embroidered Handkerchiefs Half Prices.** 50c. Handkerchiefs, 12½c.; 39c. Handkerchiefs, 19c.; 25c. Handkerchiefs, 7½c.; 10c. Handkerchiefs, 5c. **In Perfumery we will interest your pockets.** Pear's Soap, 6c.; Lubin's Extracts, 39c.; Farina Cologne, 15c.; Piesse's Brilliantine, 15c.; Piesse's Violet Sachet Powder, 15c.; Real Shell Sterling silver comb, 49c.; **Gold heavy rent value.** Sterling Hat Pins, 9c.; Sterling Thimbles, 14c.; Sterling Rings, 3 for 25c.; Sterling Bookmarks, 29c.; gold Fountain Pens, 35c., gold and diamond rings, 74c., etc., &c.

Savings Banks.

Dry Dock Savings Institution,

341 AND 343 BOWERY.

The trustees have declared a dividend for the six months ending Dec. 31, 1893, on all deposits entitled thereto under the by-laws at the rate of 4 per cent. per annum on sums of $500 and under, and on the excess of $500, not exceeding $3,000, at the rate of 3 per cent. per annum, payable on and after Jan. 15, 1894.

JOHN TIEBOUT, President.
CHARLES MIEHLING, Secretary.

Auction Sales.

I. SILBERSTEIN, AUCTIONEER, SELLS to-day, at 12.30 P. M., 50,000 bottles Wines and Brandies of all sorts without reserve. By order R. LIFSCHITZ, 88 Canal st.

1893. *1893.*

THE WORLD'S RECORD-BREAKING YEAR.

Greater Circulation and More Advertisements Than in Any Other Year of Its Existence.

Total Number of Complete Worlds Circulated in 1893,
146,310,965.
Next Best Year,
139,262,685.

1893
AVERAGE CIRCULATION:
400,851
PER DAY.
NEXT BEST YEAR.
380,499
PER DAY.

Total Number of Advertisements Printed in 1893,
896,514.
Next Best Year,
890,975.

A GAIN OF **7,048,280** OVER TOTAL CIRCULATION AND **20,352** GAIN PER DAY.

On Nov. 8 THE WORLD circulated 629,176 complete copies, beating all previous single-day records.

IN 1893 The World Printed 182,771 more advertisements than any other New York Newspaper.

IN 1893 The World PRINTED 27,993 more *Help Wanted Advertisements* than the Herald, Times, Tribune, Sun and all the other New York newspapers combined.

In 1893 193,528 more answers to advts. were received at The World office than in any previous year.

IN 1893 The World Printed its 100-Page Anniversary Number—Biggest Newspaper Ever Issued.

The World's Growth in Circulation and Advertising Shown by Years:

Average Circulation per Day.	
1883	33,521
1884	77,922
1885	140,387
1886	192,126
1887	228,465
1888	285,447
1889	333,990
1890	316,636
1891	316,541
1892	380,499
1893	**400,851**

Total No. Worlds Circulated.	
1883	12,235,238
1884	28,519,785
1885	51,241,267
1886	70,126,041
1887	83,389,828
1888	104,473,650
1889	121,906,360
1890	115,572,210
1891	115,537,825
1892	139,262,685
1893	**146,310,965**

Total No. of Advts. Printed.	
1883	86,577
1884	258,782
1885	448,793
1886	525,024
1887	602,391
1888	651,941
1889	702,849
1890	782,794
1891	783,606
1892	890,975
1893	**896,514**

OFFICIAL TESTIMONY.

Fac-Simile Letter from State Authorities Designating The World as the Most Widely Circulated Newspaper in New York County.

STATE OF NEW YORK · SECRETARY OF STATE · EXCELSIOR

State of New York,
Office of the Secretary of State,
Albany.

(Dictated)

March 1, 1893.

To the Business Manager
of The World,
New York City.

Dear Sir:

Your statement of the circulation of The World and of The Evening World is received, and under the provisions of section 5 of Chapter 680, Laws of 1892, a certified copy of the proclamation by the Governor calling a special election to be held in the 9th Senate District in the County of New York is enclosed herewith.

You will please publish the same once a week from now until the date of election in each of said newspapers.

Yours respectfully,

Th. E. Benedict
Deputy Secretary of State.

THE LAW.

CHAPTER 680.

An act in relation to the elections, constituting chapter 6 of the general laws.

SECTION 5.

* * * * * * *

The Secretary of State shall forthwith, upon the filing in his office of the Governor's proclamation ordering a special election, make and transmit to each County Clerk a like notice of the officers to be voted for at such special election in such county or any part thereof and cause such proclamation to be published in the newspapers in such county having the **LARGEST CIRCULATION THEREIN**, at least once a week until such election shall be held. * *

The following is the letter of inquiry sent by the State Department to all newspapers in New York County before the above award was made:

STATE OF NEW YORK, OFFICE OF THE SECRETARY OF STATE, ALBANY, February 24, 1893.

Dear Sir: This office is required by statute to send out for publication a notice to two papers in New York County having the **largest circulation therein.** Will you please to indicate to us your circulation in New York County? An early answer is requested.

Respectfully yours, TH. E. BENEDICT, Deputy Secretary of State.