

# GOVERNOR BRINGS MORE FORCE TO THE ENACTMENT OF HOUSING CODE FOR STATE AT LARGE

Would Make Farm Life More Attractive, Thereby Holding to Agricultural Pursuits Many Boys Who Now Drift to the Cities; Cities Should Have More Opportunity For Home Rule and Suggests Municipal Commission to Outline Needed Legislation; Waterways of the State Should Be Surveyed as Possible Auxiliaries to Railroads as Transportation Agents

(Continued From First Page)

ment of conditions in the State at large and lines that do not doubt will meet with popular, if not legislative approval.

The Governor's message in full is as follows:

GENTLEMEN OF THE SENATE AND HOUSE OF REPRESENTATIVES OF PENNSYLVANIA: In compliance with the law I beg to make report to you of the administration of the business of this Commonwealth and to suggest such matters for your consideration as experience and a study of the needs of our Commonwealth seem to require.

Since last year met, the business of the Commonwealth has been carefully, economically and conscientiously attended to. The several departments have been devoting their best efforts to serve in compliance with law the whole people. Funds you appropriated, less the amount deducted by the Executive in order to keep the total appropriation within the revenues, have been devoted to the purposes you directed and the heads of the several departments have in general rendered a commendable service to our people. It may be safely stated that the business of the State has received most prompt and capable attention. We have steadily held to the ideal that government should be an agency of service. We have given much time to the important matter of knowing at first hand the needs of our eight millions of people. These needs are multi-faceted and extremely complex. Our people have developed so many and so varied fields of endeavor that the task of meeting in an effective way the needs of our great citizenry is an arduous one. To this service many departments are by the Assembly set up in the administrative work of the Commonwealth and the task of coordinating and interpreting these departments is increasingly difficult.

This increase in the complexity of administrative service has been met by the Economic and Efficiency Board, together with many groups of influential and thoughtful citizens who have the welfare of our people at heart, and many helpful suggestions have been formulated to aid in making for a larger degree of effective service.

Our greatest asset is our people. That they may be kept in health, properly housed, wisely educated, happily employed, morally safeguarded and spiritually free are essentials to every great enterprise that they wish to undertake. What ever laws or administrative agencies in Pennsylvania must secure the largest measure of social justice and give the loftiest humanitarian wisdom to the needs of the remotest child, to the needs of the humblest individual. The encircling concern of the government must embrace with impartial care all our people and the welfare of each should be the development of that finest fruit of government — the spirit of good will and of cordial co-operation in which each plans for all and all plan for each.

We guarantee in the most sacred covenant — our Constitution — "peace, safety and happiness," to all within our borders. I shall be happy to co-operate with you at all times in securing for our people such laws and no others as will make real in a definite way this sacred obligation to our people.

To achieve in a commanding way the greatest good for our citizens will require at your hands and mine lofty wisdom, courage and the best of our possibilities and opportunities. I give an unswerving devotion to the welfare of the people of Pennsylvania. I wish again to record my opinion that we are over-zealous to enact our social, political and economic laws by statutes. We must address ourselves to the vastly more important duty of educating our people into an increasing respect for liberty, respect for law, and devotion to our national spirit. The quality of our life is the assured measure of our strength and efficiency. We must never harm some for the advancement of others. We must sit in the councils of the State solely to secure rights and to safeguard our common good, and to defend our common good against the baneful influences and agencies whose secret purpose is to use the government for unworthy and unfair ends instead of serving the government for the welfare of the Commonwealth and the uplift and advancement of its citizens. We are before you many more than I shall speedily outgrow. The remedy is to repeal much of that no longer helpful and to enact only those laws which are clearly humane and equitable and just as to their permanency in the guidance of our people and in the unfolding of a steadily advancing Commonwealth. When laws check or cheat a people's legitimate advance they should be repealed and none like them enacted. I urge you, therefore, as the conservators of the people, to scrutinize all proposed legislation with care and enact only the few vitally necessary measures that will unquestionably promote the welfare of our great people.

From a careful study of our needs and a wide canvass of our people's wishes I am constrained to urge upon you certain matters of great moment and to request that they be given thoughtful consideration which their importance may to you seem proper and necessary.

### Natural Resources and Their Development

Pennsylvania topographically is unique. Her great rivers pay no homage to her mighty mountains. They sweep unchecked and directly to the sea, carving a landscape so rich, so varied, so beautiful that it may be fairly said that ours is the scenic State of the Republic, and our people love it. The Divine Spirit wrought with beauty in his soul and happiness in his heart when he carved from the void this wonderful, this glorious land. Here he stored with bounteous blessings unmeasured good. Our natural resources are rich and varied beyond

the imagination of man. We must make all this contribute in the loftiest way to the well-being of the people now here and to those who in the endless procession of time shall walk our ways after us. Moreover, the prevailing winds and the proximity of mountain and sea give us annually copious rainfall which ought to be husbanded and refined into all possible good. We have taken away the great forests, symbolic of our name. We have allowed this natural reservoir of our rains all too speedily to be replaced with fire-swept wastes that add to the menace of our people and our industries, and that leave arid what might otherwise be fertile reaches of great productivity. Instead of a steady and dependable flow of water in our streams we have the destructive flood and famished land. The toll of life and property is increasingly heavy and we have not applied "safety first" principles to our conservation problem.

I should like to see this Legislature take the initial steps in a great constructive service to our people:

- (a) By providing for a topographical and geological survey of our State.
- (b) By taking the initiative in impounding flood waters and securing a steady flow throughout the season for the benefit of our people and of our industries.
- (c) By securing at the source of our streams largely increased areas of water-sheds from which to obtain potable water for our increasing millions.
- (d) By inquiring into the feasibility of irrigation and the supplying at minimum cost of water power at its source to the great utility and industrial agencies that would welcome this power and that would distribute it for the welfare of our people.
- (e) By beginning now the construction of some of these great reservoirs such as the Pymatungung Dam and others in the Allegheny range.
- (f) By considering freely and fairly the utilization of our waterways as the basis of great systems of water transportation such as prevail in many of the most advanced industrial communities of the world.
- (g) By planting on our forest reserves seedlings that will in time give our people the protection and the revenue a forest will assuredly give.

(h) By organizing upon a scale commensurate with its importance the force that has to do with the prevention of forest fires, the burning of game and fish, and the encouragement of our people to live a part of each year out under the sky near to nature upon lands made rich in welcome and beneficence to our people.

(i) By computing the decrease in our mineral resources and determining our obligation to posterity in the taxation to be laid now upon this diminishing asset of our people.

(j) By cooperating with the national government in local municipalities to make our navigable streams heavy with the traffic from our mills and mines, our long and short lines, thus linking Pennsylvania directly with the work markets.

(k) By encouraging great industries to establish themselves in increasing numbers in Pennsylvania with the assurance that the Commonwealth will by its constructive service make this the greatest industrial Commonwealth in the Union.

(l) By making liberal provision for our farmers and farm life to welfare and to the increasing attractiveness and remunerative to till our soil, to grow our food, to make life in rural places as wholesomely attractive and as enjoyable as a wise people should.

(m) By increasingly liberal provision for education and equalizing its benefits to all our children.

(n) By safeguarding public health and decreasing the ravages of disease and the loss by premature death in this Commonwealth.

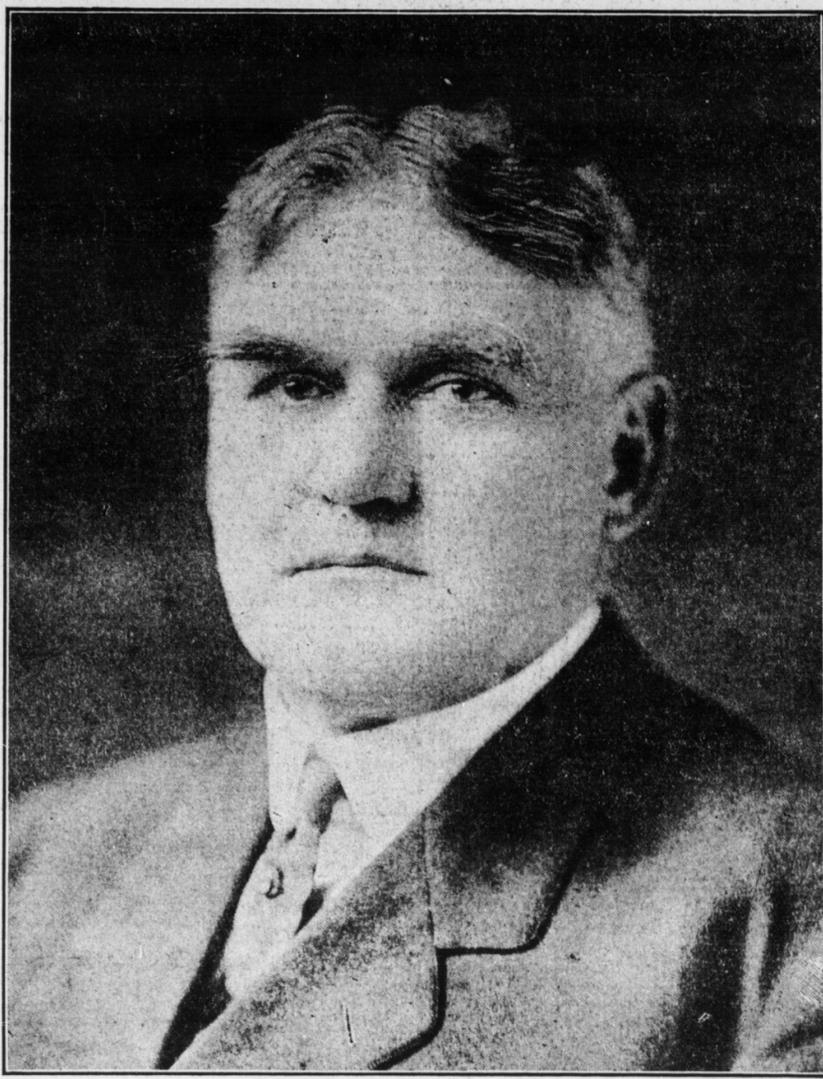
(o) By demanding that the cost of production shall include reasonable compensation for death or accident, and such additional elements of relief as industry can support and as social justice may make manifest from time to time.

(p) And in action laying now deep and well the foundation for a realizable good to our people.

We cannot lay all this lightly aside with the unreflective thought that is visionary and impracticable. It is really possible. It is within our attainment. It cannot, of course, be done now. But it can be accepted as a goal to which step by step in successive sessions covering many years we can finally arrive. I ask only that the whole subject be thoroughly considered and such beginnings made as will prove an earnest purpose. It is essential to the welfare and future growth of the Commonwealth. Every sane husbandman, every sane corporationist, every sane worker stands ready for the realization of its purpose. Why should not the Commonwealth? We are educational agents to-day. Others will follow us. What we do will in a definite way influence those that succeed us. What we fail to do creates the duties of our successors and hampers the Commonwealth. Let there be an end to sporadic, tentative and unprogressive enactments, and let us turn to the great duty of safeguarding and advancing the welfare of our people and the prestige of our beloved State.

### Local Option

I have steadily stood for the enactment of a County Local Option Law, and hope you share with me the importance of giving to the people the right to decide for themselves whether or not they wish to have licenses for the sale of intoxicants granted in their several counties. No Federal body can so well administer the license laws of the State as can the



GOVERNOR MARTIN G. BRUMBAUGH

## High Lights in the Governor's Message

"Whatever laws or administrative agencies operate in Pennsylvania must secure the largest measure of social justice and give the loftiest humanitarian guidance and support to our people."

"I shall be happy to co-operate with you at all times in securing for our people such laws and no others as will make real in a definite way this sacred obligation to the people."

Expresses the opinion that the State is "over-lawed" and urges that many statutes be repealed and that few new laws be enacted.

Urges that a topographical and geological survey of the State be made with the object of obtaining accurate data for a campaign covering many years for the conservation and development of the water supply and water power of Pennsylvania.

Inquire into feasibility of strong water for irrigation and industrial purposes, and studying possibility of using streams for navigation purposes outlined.

Recommends measures for protection of game and fish and the planting of seedlings to reforest State lands and tracts now lying waste.

Would make liberal provisions for farms and farm life in order to make agriculture attractive and the continued upbuilding of the public schools.

Demands that cost of production shall include reasonable compensation for death or accident and such additional elements of relief as industry can support and as social justice may manifest.

Renews his recommendation that county unit local option bill be enacted. Condemns efforts to drastically amend or revise compensation, child labor and other social welfare legislation until laws recently passed can be tested fully.

Urges enactment of housing code. Says it is not his "function to find money to maintain the people's business; but it is my duty to insist that you make adequate provision to meet the expenditures you authorize."

Urges that the school appropriation be increased to \$9,000,000 a year, and liberal support for the various branches of educational development required to meet modern needs.

Recommends that automobile license fees be devoted to highway purposes but that they be separate and in addition to legislative appropriations; asks appropriation for abolition of toll roads.

Suggests State aid for State highway construction through boroughs. Urges that problem of getting farm products to market be considered and that the State co-operate with the federal authorities in improvement of agricultural conditions.

Scientific management and exercise of care in State appropriations are recommended in administering the charities of the State.

Suggests commission to study needs of cities, with idea of more home rule and business administration of municipal affairs.

Mine cave-in problem drawn to attention of legislature. "Too much of time of executive is taken up with claims and demands of 'office seekers,'" should have civil service.

Strongly urges Capitol Park extension development and markers for Camp Curtin and other historic spots.

people themselves. In this proposition is the essence of our democracy. Have we not already had ample evidence under the wisdom of our judiciary of having this unwelcome task imposed upon it? What to-day is in many counties the controlling influence in the election of judges? It is this extra-judicial function. This is working increasing harm to these officials upon whom we have rested the final determination of the sacred rights of our people. It should not be a political issue. The sooner our politics are rid of the license question the better for Pennsylvania. Every consideration looking to the good of our workers and to the general acceptance of the thoughtful men connected officially with our great industries. Many of our largest industrial and transportation agencies have for years maintained some form of relief in case of accident or death. These have found the new laws a help and have cordially accepted the action of the State in making general and uniform the humane treatment of workers. The Compensation Law for workmen, the Child Labor Law, the restriction of the hours of labor for women, the increased safeguarding of workers from accident, the establishment of free employment agencies, the protection of our food supply, and the continued activity in adjusting the differences arising between employer and employe by arbitration and mediation have all been cordially commended. These enactments should have time to work themselves fully

character so essential to an advancing democracy. Any enactment that violates this sacred right should be steadily opposed. We should favor a gradual and reasonable reduction of the hours of labor and plan to make the leisure of our people a means of healthful, happy recreation and of educative uplift. If in your wisdom you can evolve a means of lessening poverty you will add to the humanity of the Commonwealth and enlarge the whole field of industry and social justice. The laws promotive of social justice enacted by the Assembly in 1915 have been put into operation to the good of our workers and to the general acceptance of the thoughtful men connected officially with our great industries. Many of our largest industrial and transportation agencies have for years maintained some form of relief in case of accident or death. These have found the new laws a help and have cordially accepted the action of the State in making general and uniform the humane treatment of workers. The Compensation Law for workmen, the Child Labor Law, the restriction of the hours of labor for women, the increased safeguarding of workers from accident, the establishment of free employment agencies, the protection of our food supply, and the continued activity in adjusting the differences arising between employer and employe by arbitration and mediation have all been cordially commended. These enactments should have time to work themselves fully

into our industrial life and no drastic or radical changes or additions should be now made. Let labor by co-operation and good will help make it possible for our great industries to grow and develop and thus provide further relief to toilers. Let us be certain to do only that which will attract others to this State and which will ensure to all profitable employment. Manufacturing employs fully forty per cent. of our people. To maintain stable and just relations in industry is of the greatest moment to the permanent progress of our people. It is this quality of service that heartens patriots, advances the prestige of the State and gives to our people the quality of service the government should steadily seek to provide.

### Housing Code

We are properly concerned in conserving the health of our people. We have organized and maintained a great and efficient Department of Health. We have also erected and do maintain many institutions to care for sick, suffering and impaired people, but why should we expend such large sums to cure the suffering or to care for the helpless when it is in our power to prevent much of all this? I have long entertained the wish to see Pennsylvania take the lead in enacting a Housing Code that would regulate in some degree the type of house in which our people who toil must live and in which children are born and women must work. Surely

Workmen's Compensation and Labor Statutes Enacted in 1915 Should Be Permitted to Stand Without Drastic Change Until Given Fair Tryout in Practice; Too Many Laws; Some of Them Should Be Wiped Off the State Books; Automobile License Funds Should Go to State Highway Department, but Be Separate From Appropriations Made For Good Road Purposes

the duty of the Commonwealth is to guarantee a decent habitation for its people. With no intention to urge any drastic or burdensome code I do most earnestly urge you to give the people a house in which to live that is sanitary and environmentally will promote health and happiness and not breed disease and discord. We are not Americanizing our new-comers; we are giving them a chance to live in what is often termed the "black spots" where they fall to obtain that home life so essential to the making of a true American citizen.

### Finances

We have kept the expenses of government well within the amount provided by the Assembly. There has been a difficult task in view of the greatly increased cost of almost every item of purchase by the Commonwealth. Your Executive was obliged to disallow many items of appropriation which were wholly worthy but which in the aggregate exceeded the income of the State. The Assembly again makes appropriation in excess of our predictable revenues based upon present revenue laws, it will be incumbent upon you to provide the necessary revenues to pay the sum you have appropriated. It ought not to be necessary for the Executive to bear the responsibility and censure of denying worthy objects of State-aid the full sum the Legislature gives them. It is my opinion that, with no hardship upon any one you can add substantially to the income of the State and I urge you to give the matter the greatest care and attention. It is not my function to find the money to maintain the people's business, but it is my duty to insist that you make adequate provision to meet the expenditures you authorize. The Tax Commission in 1911 and in 1912 made reports of importance, and it may be that you will find therein a more equitable and practical means of placing our finances upon a basis that will insure the prompt payment of our obligations.

### Public Education

Under the School Code Pennsylvania is rapidly realizing her true place in the educational work of the Nation. This great enactment has in the main banished ignorance, is increasing the average intelligence of our people, in laying the foundations for good citizenship. The school has yet more to do. It must not only train our youth to live co-operatively for the good of society, but also to live competitively in our great industries. Vocational education should be added to liberal training. Vocational education is a source of satisfaction and a liberal progress to note the establishment of agricultural and other vocational schools throughout the Commonwealth. We have recently had a more complete survey placed upon our educational system. If we are to be prepared in any adequate way as a nation to maintain peace and command respect we must train all our children, speedily and effectively into the real spirit of Americanism. To do this, and to do it in an increasingly complex population, is an arduous but necessary duty. Our appropriations for the schools have not kept pace with the increase and complex quality of our school problem. The burden is falling increasingly heavy upon our local school districts to maintain an adequate school system. I urge you in justice to the whole spirit of our progress to appropriate nine millions of dollars per year for our public schools.

The continuation school established for the children under sixteen at work in Pennsylvania has done good work and liberal provision should be made to maintain these special maidens of industry and to give these young toilers a more valuable service to industry and at the same time acquire the fundamental training for good citizenship.

The institutions of higher learning, liberal and professional, receiving financial aid from the State ought in some effective and practical way give to the people larger measures of service. This most important measure, that of enabling the humblest citizen to have the help of the skilled professor, bringing the great gifts of research to the home of the citizen — is one that should receive careful and considerate treatment. The State Board of Education is following the unfolding of our educational system with care and interest. Law directed, submit to you, suggestions of moment in advancing the welfare of our schools, and the progressive development of an educational policy worthy of our great people.

### Highways

The last Legislature appropriated three millions of dollars per year for maintenance and construction of State highways. It did not give in addition to this sum the fees obtained from the sale of automobile licenses. The license fees almost equal in amount to the total sum given for highways, were included in and made part of the three million fund. These license fees have gone into the public treasury. They should have gone exclusively and promptly to the maintenance of highways. That is the purpose of the license fee. It is what the people expect shall be done with the money thus received. I ask you to set aside the income from license fees as a separate fund to be used exclusively for maintenance upon the 10,200 miles of State highways. I also urge you in addition to this to appropriate six millions of dollars per year for new construction. The demand for better highways is State-wide and insistent. The people want them and insist. They are willing to pay for them. Fully two years will elapse before a loan — if approved — can be negotiated and funds made available. We cannot wait two years to begin the serious work of building many miles of hard surfaced, dustless roads. The Highway Department is fully organized to enter upon the needed work and awaits only your favorable action upon the matter. The money will be economically and carefully applied to the erection of permanent roads throughout the State. I cannot too earnestly urge this reasonable demand of our people.

Toll roads no longer are a credit to Pennsylvania. We have taken over as speedily as possible those that

could be purchased at a fair price and within the sum appropriated therefor. I trust you will see your way to make a liberal appropriation for the removal of these antiquated and unsatisfactory burdens upon our people.

The State-aid highways should be developed as rapidly as the several counties will join in this work. There should be ample funds available to carry on co-operative work. It would be no credit to the State if local initiatives were to exceed State provision for this work. There are evidences in many counties of a real purpose to impose heavy obligations to join with the State in building durable roads and surely the State is able and I hope willing to do its full share in this valuable service.

The township roads remain the large mileage of transportation for our people. They are in many places well maintained. In others they are not well maintained. The money paid by direct tax for roads in the several townships and boroughs is manifestly used for other purposes. Each year the work must be repeated. Such a policy has no justification. The whole matter of local road supervision and construction requires radical treatment. A county unit system may be the solution. At all events the vast sum paid to local supervisors and the money given by the State to give this work upon local roads ought to yield a larger return in good, serviceable, permanent highways.

We ought to take note of the enterprise of our people in promoting good roads and in making them available for those roads. Such genuinely helpful activity ought to be sufficient warrant to make the largest possible appropriation to the highway development in the State. The toll system has been tried and found most economic and practical. It needs to be extended rapidly to cover all improved sections of our highways. We earnestly wish to make our highways attractive that our many miles of scenic splendor may be reached and enjoyed by our great people and by thousands of tourists who would be attracted here to their delight and to our advantage were we to make accessible the beauty of our State. The definite and complete paving of these roads, especially to our farm life, cannot too strongly be set forth.

In many cases a State highway passes through an incorporated borough and it has come to our attention that some of these boroughs are unable to make their part of the trunk line as satisfactory for travel as is the highway outside these boroughs. Some boroughs have asked us to expend State funds to carry the improved highway over the borough street. This we are by law prevented from doing. I suggest that you advise the wisdom of such change in the law as will permit the State funds to be used in whole or in part to make these trunk lines of high quality through the boroughs as satisfactory and as complete as the other parts of these trunk lines. I believe these boroughs would welcome this assistance and that the result in general would be greatly benefited.

### Agriculture

Under the Act of 1915, all the departments of the government having to do with the care and cultivation of the soil and the conservation of our great farm life have been placed on a board of seven and a Commissioner whose function is to give effect to all agricultural enactments. On the whole, this has worked well. Time will greatly improve the quality and extent of this service. The Department has steadily in mind a more intensive form of specific service to farmers. We should double the output of the farms of Pennsylvania. Every movement to increase the scientific study of agriculture at our State College and the administrative service by the Department should receive favorable attention. The college and the Department are working together for the good of our farm life. Both these agencies should receive the coordination of their several functions, each doing the service it can best do, and each of vital importance, will in all times serve our farm life in any way possible.

One feature of this service is now of pressing importance, namely, the method of preparing and forwarding farm products to the best markets. There is too much waste upon our farms. Our industrial and urban centers need all the food our farms can produce and the Department of Agriculture wisely envisions the need of a division of markets, whose function will be to give practical and definite information to our farmers in all matters that have to do with the best means of marketing the products of the farm. It is vital to our people that this be done and I urge you to give this matter your favorable attention.

We should also co-operate fully with the national government in all its efforts to improve the agricultural interests of the country. We have kept in close touch with this national service and will continue to support and supplement it at all times.

### Our Charities

Pennsylvania does more humane things for its dependents than does any other State. It can do more, and it should. In any program of social justice we must not only heed the need of our active workers but also the necessity of the great army of our people who by reason of age, disease, poverty or other untoward circumstances require at the hands of a generous people humane treatment. We need more State institutions to care for our dependents. We have, by your direction, secured a site for a new institution to care for our insane in southwestern Pennsylvania. We need now a site for a like institution, together with funds for the erection of proper buildings at both places. I am wholly convinced that we should erect no more wards in which to mass these unfortunate and further add to their distress. Medical treatment has not proven in the light of experience half so corrective as has vocational treatment. It is manifest that these new institutions should be developed on the Cottage System. This should also apply to additional provision for the feeble-minded and in some cases to the criminal classes.

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