My friend Mr. Stratton is a collector of South Caroliniana, having gathered together in the last forty years one of the best collections thereof in existence. After a busy day in a business office he entertains himself binding his own pamphlets. Sometimes to show his friends what an artist he is in that line he will bind up a pamphlet for a friend. This is one he has just bound for me. It was received through the mail this morning.

May 11, 1923.

H.B. Harley, Jr.
ANNUAL MESSAGE
of
WILSON G. HARVEY
GOVERNOR
To the General Assembly
of South Carolina

Regular (75th) Session, Beginning
January 9, 1923
ANNUAL MESSAGE

of

WILSON G. HARVEY
GOVERNOR

To the General Assembly
of South Carolina

Regular (75th), Session, Beginning
January 9, 1923
ANNUAL MESSAGE

Gentlemen of the General Assembly:

In accordance with the requirements of Section 15, Article 4, of the State Constitution I am addressing to you a message in regard to the financial and other conditions of the State, and the measures which I am about to recommend for your consideration are, in my opinion, both necessary and expedient. You have voluntarily assumed Legislative responsibility, and the people have entrusted their public matters to your keeping, and I would be recreant to what I believe to be my duty, did I not, at least, give expression to some of the opinions held by me on some of the measures and conditions which now obtain. I am actuated in so doing without prejudice to men or policies, and I lay before your Honorable body, without pride of opinion, some of the views held by one who has been given a brief experience with and a scant opportunity for official observation of our State affairs. May I not express the hope that in the consideration of these matters, you will view them from the standpoint of the State. I fear we have heretofore indulged too freely in special legislation, and that our people are inclined to subordinate the State to the interests of forty-six separate counties. It has been demonstrated that mankind is dependent on mankind, and counties are not and should not be separate legislative units. States are co-dependent, and even nations must subordinate their methods and interests to other nations. Let us realize that individuals, localities and sections must relinquish some of their localized desires for the welfare of their neighbors. Sectional rights end where injury to the whole begins.

So many interests suggest themselves that only salient subjects can be given consideration. The question of Education is paramount—its necessity is recognized and acknowledged. Let no niggardly treatment mark your dealings with so fundamental a subject. The facilities of our common schools with broadened opportunities should be furnished at whatever cost and sacrifice to the people. Ways and means must be provided whereby the necessary enlargement of the work of the institutions of higher learning may be accomplished. Our rising generations demand that you give them a square deal in the
matter of education. Money so expended is but an investment which will yield big dividends to the State. Emphasis is laid on the fact that much of the increase asked for Education is for tangible assets—buildings and other improvements—expenditures which will show in visible property.

May you direct your efforts to the elimination in the near future of the direct tax levy on property for State purposes. Much has already been most successfully done in this direction. By a reclassification process (through a Constitutional amendment) many sources of wealth, now hidden and lost, will become tax contributors and relieve realty from the burden of present tax exactions. Realty should ultimately be taxed for local purposes only, and this will lead to safe and more equitable assessments and remove the subject as a bone of state contention. The money necessary for State purposes will, I trust, in course of time be wholly derived from special taxes. A rich field is offered for providing revenue by taxation on incomes, inheritance, hydro electric power, luxuries, corporations and sales as circumstances and conditions warrant, and as this and subsequent general assemblies may deem wise and expedient.

It is hardly necessary for me to caution against too drastic action in regard to corporate or financial interests. They should be made to bear their just and fair proportions, and subtle influences should not deter those charged with the responsibility for raising revenue from exacting from these interests every dollar which they should rightly pay into the State's treasury. It must be remembered, however, that industrial development is the basis of our growth as a State, and nothing should be done which would give the impression that capital entering our State would not be fairly treated.

We enjoy exceptional advantages in the cordial relations which exist between Capital and Labor, and the broad spirit of our capitalists and peculiarly wise leadership of our working men are to be earnestly fostered and maintained.

It is not practicable for me at this juncture to deal with road-building. Unquestionably the initial steps leading to a bond issue should be made at once, for it will take approximately two years for the plan to become operative. As representatives of the people, you must realize that all local interests cannot be provided for at once. Sacrifices must be made. A
give-and-take policy must be pursued. Provision for a hard-surface roadway from one county seat to some other county seat must be made. Any roadway other than a hard surface must be regarded as temporary, not economic and unsatisfactory. The unprovided for road will be taken care of later. We must have a broad vision; we must make a start; we must no longer lag behind our sister States.

The advent of the noble women of South Carolina upon the stage of activity must bring forcibly to our attention those measures which peculiarly concern them and their interests. The marriage health license bill, equal guardianship and other vital measures are being adopted by the progressive States of the Union. Women should be placed on boards of education, penal and correctional institutions, and such other recognition should be shown them as will bring this big force into a realization that they are in fact accepted into the body politic of the State.

**APPROPRIATIONS RECOMMENDED**

The budget for the fiscal year ending December 31, 1923, which will soon be placed on your desk, carries my recommendations for direct appropriations in the sum of Seven Million Two Hundred Fifteen Thousand Nine Hundred Ninety Dollars and Fifty-four Cents ($7,215,990.54). This amount is recommended for the following general purposes:

<table>
<thead>
<tr>
<th>Department</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Legislative Department</td>
<td>$104,446.10</td>
</tr>
<tr>
<td>Judicial Department</td>
<td>162,963.66</td>
</tr>
<tr>
<td>Education (Public Schools, Colleges and Special Schools)</td>
<td>3,493,137.83</td>
</tr>
<tr>
<td>Charitable and Correctional Work</td>
<td>1,144,975.89</td>
</tr>
<tr>
<td>Confederate Pensions and Aid</td>
<td>543,600.00</td>
</tr>
<tr>
<td>Agricultural Work</td>
<td>407,093.55</td>
</tr>
<tr>
<td>Public Health</td>
<td>169,664.30</td>
</tr>
<tr>
<td>Interest on Bonded Debt</td>
<td>247,299.12</td>
</tr>
<tr>
<td>Public Roads (Highway Department)</td>
<td>164,894.75</td>
</tr>
<tr>
<td>County Financial Administration</td>
<td>157,933.34</td>
</tr>
<tr>
<td>Elections</td>
<td>10,000.00</td>
</tr>
<tr>
<td>National Guard</td>
<td>29,885.00</td>
</tr>
<tr>
<td>Public Printing</td>
<td>45,000.00</td>
</tr>
<tr>
<td>Contingent Fund</td>
<td>75,000.00</td>
</tr>
<tr>
<td>Executive departments, boards &amp; commissions</td>
<td>460,067.00</td>
</tr>
</tbody>
</table>

Total ........................................... $7,215,990.54
By comparing these several amounts with the appropriations of 1922, it will be seen that for all government purposes except education, I have recommended a total sum of money which represents a decrease of about Eight Thousand Dollars ($8,000.00) under the amount appropriated last year. This is a significant statement, because it must direct your attention to the one big problem of financing public education. The last Legislature appropriated Two Million Three Hundred and Eighty-one Thousand Dollars ($2,381,000.00) for the public schools and institutions of special and higher learning. For these purposes I am recommending appropriations which aggregate Three Million Seven Hundred and Thirty-five Thousand Dollars ($3,735,000.00), or an increase of One Million Three Hundred Fifty-four Thousand Dollars ($1,354,000.00).

I offer no apologies for the increased appropriations which I have recommended for the common schools. From one end of the State to the other the people are demanding that this money be provided at any sacrifice, and the amount proposed is sufficient only to meet present urgent needs. The legislative body, through laws guaranteeing aid to public schools upon certain conditions has virtually made a contract with the citizens of the State and the money necessary to enforce these laws must be appropriated or the contract will be abrogated by the State and faith broken with its taxpayers. The State colleges are overcrowded and boys and girls are being denied admission for lack of physical accommodations. It is imperative that these conditions be remedied. Winthrop College, the best institution of its kind in the South, is in distressing need of appropriations to extend and complete existing buildings; Clemson College, which has done so much for our agriculture, has been run too long on an inadequate, out-of-date system of finance, and it must receive direct appropriations; the Citadel, one of the first ten military schools in America, requires additional appropriations in order to make the new plant best serve its purpose; and the University, the capstone of our public educational system, has long enough been a football for demagogues and politicians. The old buildings at the University are not decently habitable and new accommodations must be provided for present needs. The young women of the State who want a university education have a right to demand living quarters at the University, a right co-equal with the rights of the men
students, and I know a body of strong men like you will approve
my recommendation for the woman's building. The people of
the State who do not pay any taxes stand in greatest need
of the benefits of these institutions of learning, and those who
pay the bulk of our taxes can least afford to complain of the
cost. I appeal to your sense of justice, responsibility and pre-
paredness that my recommendations for these increased appro-
priations be adopted.

The appropriations recommended by me for purposes other
than educational are routine and require little explanation. How-
ever I wish to tell you emphatically that there is not a single
department, board or commission in the Government whose
service to the people is not worth a great deal more than the
small amount appropriated for its operation by the General
Assembly. That better results would accrue from certain con-
solidations is true, but the idea that the people are maintaining
useless offices is absurd. We may as well admit the fact that our
taxes can not be reduced without taking away necessary ben-
efits from a needy people. The fruitful mind of the scheming
politician, who seeks personal victory by appealing to the igno-
rant and superstitious, gives voice to the opinion that our taxes
can be reduced by abolishing administrative departments, boards
and commissions. A tax levy of one mill will produce suffi-
cient revenue to finance all of the administrative and executive
departments of the State Government, and if all of these depart-
ments were abolished the citizens would not know the difference
when they pay their annual taxes. The State Tax Commission
during its existence has increased the assessed valuation of
property in the State nearly One Hundred and Forty Million
Dollars ($140,000,000.00) and this has been done by placing
property on the tax books which previously escaped taxation
and by the process of equalization. The Board of Public Wel-
fare, in addition to the fine services rendered by the operation of
our correctional institutions and agencies, has caused the collec-
tion of moneys for the State from pay patients at the Hospital
and tuition fees in the State colleges far in excess of the amount
which the General Assembly annually appropriates for the main-
tenance of this Board. The Budget Commission, which has co-
ordinated our public finance, has through its operation saved to
the taxpayers many times the amount of its small appropria-
tion. The staggering deficits that were common prior to the establishment of the budget system have been completely done away with, and now the State closes its fiscal years with unexpended balances and surpluses instead of deficiencies. Based upon appropriations made in 1922 and the census of 1920, the Tax Commission was operated at a cost of five cents (5c) per capita; the Board of Public Welfare was operated at a cost less than two cents per capita; and the Budget Commission was operated at a cost of less than one-half of one cent per capita. These Boards, manned by skilled and trained officers and employees, who are giving this State a high standard of service at a sacrificing cost, should command your approval, and I urge upon you the importance and necessity of the appropriations recommended for their maintenance.

FINANCE AND TAXATION.

Specific proposals for financing the appropriations which I have recommended are contained in the printed budget. The plan calls for the same property tax as obtained last year. The increased corporation licenses, the inheritance, income and gasoline tax laws which were passed by the last General Assembly have proven to be wise measures and the revenue from these sources will probably increase from year to year. I recommend that adequate appropriations for the enforcement of these laws be allowed.

The additional one and a fourth million dollars which I have recommended for education must be provided, and therefore, new sources must be taxed. Hydro electric power, luxuries, sales and occupation licenses constitute a field from which can be selected the proper means for raising this money. We cannot afford to allow our common schools to be curtailed in the work of preparing our youth for citizenship, nor can we afford to refuse a college education to the boys and girls who are knocking at the doors of our higher institutions. Let him who opposes these measures offer a substitute that is better, or let him accept the responsibility for denying the benefits of education to our young men and women, thereby preventing their greatest usefulness to the State.

It is useless to deal in platitudes about taxation and to try to dismiss the question with a wave of the hand. That our system is obsolete no one will dispute; that the last General
Assembly made a valuable contribution towards improvement, no one will deny, but the truth is that we have been temporizing with the tax malady instead of operating for its permanent cure. In my opinion the chief trouble lies in that provision of the Constitution which requires that all property shall be assessed at a uniform rate of taxation. This iron clad inhibition practically precludes the taxing of intangible property, with the result that by an unwritten understanding such property is not even returned for taxation. I recommend that an amendment to the Constitution which will reserve to the General Assembly the right to segregate and classify all property for the purposes of taxation be submitted to the people. If this can be accomplished, we can then build a system that will meet the conditions of a modern State. It should be stated, however, that it will also be necessary to adjust the three mills tax for schools, so that it will fit the changed conditions.

**APPROPRIATION BILL.**

The form of the Annual Appropriation Bill is a matter of both legislative and executive concern. The old system of making lump sum appropriations was inadequate because the officers in charge of institutions and departments could not know the intention or will of the General Assembly in making expenditures. The result was that the Legislature felt it its duty to make all appropriations itemized, restricting expenditures to specific things and thereby giving legislative approval to a definite schedule of finance for each department and institution. The authority to provide flexibility sufficient to prevent tieups in the operation of the Government was vested in the Governor, and Chairmen of the Finance and Ways and Means Committees. Under this system, the State has been operated very successfully and I recommended its continuation. There were approximately one thousand (1000) specific appropriations made last year and it was found necessary and expedient to issue only about eighty (80) transfer orders, affecting less than two hundred (200) debits and credits, totalling approximately Three Hundred Thousand Dollars ($300,000.00). With the exception of transfers made for Clemson College and the Department of Education the individual amounts were very small. The Committee above referred to also administered the Civil Contingent Fund and the fiscal year has been closed with a surplus or unexpended
balance to the credit of this appropriation of approximately Forty Thousand Dollars ($40,000.00).

FISCAL YEAR.

The present fiscal year, which runs from January 1 to December 31, is an ill chosen arrangement which works hardships on the officers and employees of the various departments and institutions. The General Assembly is almost solely dependent on the annual reports on the activities of these departments and institutions for valid, intelligent information, yet it convenes before these reports are prepared and adjourns before they are all printed and distributed. The reports ought to be mailed to the members of the Legislature in advance, so that each member would have ample opportunity to study the work of the Government in its various and complex phases and thereby come to the Assembly thoroughly prepared to be a representative of the people in legislation. The scholastic year of the public schools and State colleges must of necessity be July 1 to June 30, for this embraces the period of the actual terms of teaching. The State with its cumbersome fiscal arrangement practically makes it necessary for these institutions to keep records for two different years, one for themselves and one for the State. The Federal fiscal year begins July 1, and many of the State activities are financially aided by Federal appropriations and again it is necessary to keep accounts by different fiscal years. Last, but not least, the present arrangement requires the institutions and departments to run on credit for a period of over two months. It is manifestly unjust to require officers and employees who work for the State at small salaries to go this length of time without any pay. It is equally wrong and unfair to require the institutional heads to take care of hundreds of inmates and at the same time not provide the necessary money. I cannot conceive of a single benefit to be derived from the present plan and I urge upon you the necessity of an amendment to our Constitution which will fix the fiscal year of the State to begin July 1, instead of January 1. The change will not increase taxes, will not cost any money whatsoever, and on the other hand will be a great benefit to all concerned.
BOND ISSUE FOR ROADS.

I believe that the time is ripe for the consideration of a bond issue in an amount sufficient to provide for a system of hard surface roads which will connect every county seat in the State. A bond issue of $50,000,000.00 can be financed in my opinion without entailing any burden on our taxpayers. I am not particularly interested as to the method of raising revenue for the retirement of this proposed debt except to say it should not be retired by a general property tax. The details of this proposal are now being worked out by a committee of representative citizens and I urge upon the General Assembly the importance of submitting the question to the people. There is no reason whatsoever for any alarm to be given by the opponents of progress and good government. If the measure is safe and sane, the people themselves will adopt it, and if it is not, they will reject it.

BIENNIAL SESSIONS.

Under the present system the General Assembly of South Carolina stays in session approximately one sixth of each year. There is a growing opinion among our people that biennial sessions would greatly facilitate the running of our State and that there would be a saving of money and time effected. The annual session and our present financial arrangement cause a confusion in the operation of the Government which cannot be justified. At any rate our Government belongs to the people and since this much discussed question can be solved by a referendum only I recommend the passage of a Joint Resolution submitting the question of biennial sessions of the General Assembly to the people in the next general election.

TERM OF OFFICE OF THE GOVERNOR.

Section 2, Article 4, of the Constitution fixes the term of office of the Governor for a period of two years and specifies that he shall be eligible for reelection. Experience shows that our Governors are always reelected, and the question naturally arises why a term of four years without eligibility for reelection should not be substituted for the present plan. If the Governor were elected for a period of four years he would be in a position to execute the laws of the State with more certainty and greater satisfaction to our people, and he would not be subjected to
political pressure which has a tendency, under the present system, to lower the dignity and importance of his high office. I earnestly recommend that you submit this proposal to the people for their action in the next general election.

**LAW ENFORCEMENT.**

Severity of punishment is not so potent a factor in law enforcement as is the surety of punishment; and second only to the surety of punishment is the expedition with which such punishment is inflicted. Much of the disrespect or contempt unquestionably entertained by persons, particularly those criminally inclined, for the law is the belief that so many loopholes and technicalities exist in the law enforcement procedure that reasonable chances are that the punishment will not be inflicted or at least it can be so long deferred that it holds to the violator but scant mead of fear. Something must be done to tighten up the processes of court procedure and to lessen the unwarranted grounds upon which delays can be secured. All reasonable rights of the individual should be preserved, but the spectacle presented to the public by the conditions of court procedure in the past has been calculated to give the impression that laws and courts were largely made in the interest of law violators rather than for the punishment, swift and sure, of those violating the established laws of the land. It is generally conceded that by process of appeals the date of punishment in criminal cases can be practically deferred indefinitely.

It is gratifying to know, however, that our higher court has lately revised its rules by which some of these faulty processes have been obviated.

Section 100, Criminal Code of 1912, page 243, reads as follows:

"In criminal cases, service of notice of appeal in accordance with law, shall operate as a stay of execution of the sentence, until the appeal is finally disposed of."

I recommend that this Section be amended to the effect that no death sentence shall be so stayed unless the Chief Justice and two Associate Justices of the Supreme Court shall order such stay, or why should not the Supreme Court be empowered in cases of appeal to set the date of resentencing instead of remand ing same to the lower (Circuit) Court for that purpose?

I have too high regard for the Judiciary and the lawmaking body of our State to go into details as to the matter of bring-
ing law enforcement more prominently before the public. I content myself with the statement that there is a growing sentiment among the people that definite steps along this line should be taken. There is a feeling that we are being ruled too much by judicial procedure, to the detriment or disadvantage of the people, from which source are derived all laws and justice.

The attention of the General Assembly is called to the hampering restrictions surrounding the enforcement of the prohibition laws. Local sentiment in many instances is against the law. This sentiment reacts and finds its expression in the attitude of local and minor officers of the State who feel that a part of their constituents are passive and still others antagonistic to the law and these officers become indifferent to its enforcement. The indifference goes in some instances to open connivance with the law violators, or at least to a frustration of the law when exercised by State authorities. The result is, in many instances, that local officials do little, if anything, beyond keeping down a few negro violators. These officers claim as an excuse that they are well known to the violators, and that the violators keep them in sight. The law requires, before searches can be made, that warrants be sworn out before a Magistrate in the county. In frequent instances when State constables, unknown to local violators, call on Magistrates for warrants, the Magistrates while introducing the constables to friends, and by dilatory tactics fritter away a sufficient length of time in which to get word to the party to be searched, the obvious result of which is that the dealer has disposed of or hidden away his stock before the constable arrives to make the search. The anomalous situation is thus presented of men who are drawing the taxpayer's money to uphold the law actually using their offices to frustrate the law. Power should be vested in the Governor's office or the Attorney General's office to issue such warrants, or constables bearing direct commissions from the Governor should be allowed to make searches without the red tape of going through a local magistrate. The efficacy of such a procedure would be of inestimable good and create a wholesome respect for the searching squad, and markedly increase the efficiency of their work.

Your attention also is directed to a system now in operation which is subject to grave abuse. I refer to the Rural Police System on the County Highways in its relation to speed-
Some method should be devised by which the holding-up of travelers can only be done by duly authorized officials, and secondly there should be some assurance that the money derived from travelers finds its way into the proper county channels. At times as many as ten to forty holds-up in an afternoon are made. Cases have come to my attention whereby protesting motorists have taken receipts and forwarded the same to this office, and it has been ascertained that the money has not been properly accounted for. This matter should receive your attention.

EXECUTIVE CLEMENCY.

It was not intended that the power of executive clemency should entail upon the Governor a review of a vast number of the criminal cases of the State and a passing upon the justice of the verdicts as rendered by juries. In practice, however, such is the case, and action should be taken whereby the Governor should be relieved of this burden and responsibility. It absorbs his time, preys upon his sympathy, governs perchance his official action in other respects, and makes the high office of Governor dependent in part at least on the support and influence of what may be termed the convict vote. Clemency should be vested in some source not subject to politics or political influence. Only those who have undergone the experience know the mental strain and the sympathetic drain which the present system entails, and how it necessitates the steeling of one's human sympathies and calls for the exercise of all of his will power for what may be considered the public welfare. The system is subject to sad abuse, perverting justice, instilling a disregard for court decrees, and bringing about a contempt for the verdicts of the courts when they can be lightly set aside as the whims or interests of the Executive incumbent may dictate. The serious feature of the situation is that there is apparently such a wide difference of opinion on the part of the courts as to the punishment to be inflicted for crimes of somewhat similar character. There should be more uniformity in the sentences imposed. Some method should be devised whereby gross incongruities in punishments for the same standard of crimes are not possible. This discrimination, evincing apparent injustices, presented in an ex parte way cannot fail to impress the Chief Executive and renders harder his task of refusing clemency or tends to justify him in granting clemency. The judges should by frequent conferences and under-
standings make their sentences more uniform. As Governor I have also taken the position that the Governor's office could not recognize "understandings" effected by the Solicitor and defendants' counsel whereby they would later appeal to the Executive for clemency.

The Board of Pardons as at present constituted is in a measure a relief to the Governor, although their power is merely that of suggesting or recommending and the full responsibility is vested solely in the Governor. I am of the opinion that a Pardoning Board of four men should be appointed by the Supreme Court, and that the action of a majority (3) of the said Board, should be the determining factor in all acts of clemency, and that the Governor should be required within thirty days thereafter to either carry out the action of the Board by issuing the act of clemency or to veto same and to make public his reasons for so doing. Rules should be provided whereby this Board would meet once within every sixty days. The Secretary of the Board of Public Welfare should be the Secretary of this Board and required to secure all the facts of each case. I am in favor of all arguments or reasons for executive clemency being reduced to writing and made a part of the record and the Board should not be influenced except by these statements, which can be investigated as to accuracy. Requests for clemency should be set forth concisely, the reasons justifying them to be carefully perused by the Board and eloquence, personality or other extraneous influences should be prohibited. The Board being appointed by the Supreme Court would be removed as far as possible from the influence of politics. The term of one member should expire each year.

Some provision should also be made for the restoration of citizenship to parties guilty of certain crimes. Under the present policy most of those restored are of the unworthy class. One who has lost his citizenship and is at large goes back to his old haunts and ere long is an eye witness to a crime. Then the lawyers in the case, depending on him as a witness to convict the person under indictment, appeal to the Governor for restoration of citizenship to a man who shows no justification for it except that by reason of having hung around disreputable places he has become immediately connected with another crime, and in order that he may bear testimony the Governor is invoked to give him back his citizenship. The result is that the Governor
is called upon to issue a pardon to one he knows is unworthy, or else allow another criminal to escape conviction by reason of the chief witness being debarred from giving testimony.

THE PENITENTIARY.

The management of the penitentiary should receive your serious consideration. With an enrollment of nearly 500 inmates, comprising many of the worst types of criminals, mingled with which are scores of men who are not really criminally inclined, but are largely the victims of environment and temporary passion, the institution calls for modern methods of dealing with prisoners as well as for fiscal management of a high type. The problem of handling prisoners is not one that should be decided by sentiment, but I believe that the penitentiary should be a place of humane and correctional treatment. Good prisoners should not live in dire fear of opening their mouths on current happenings; on the contrary, however, I find that there are good prisoners who are afraid to tell or speak of daily occurrences for fear that they will be punished therefor. The doings of the officers and employees of such an institution should be a matter of open record, but such is not the case. No record of punishments is made or kept, and there does not appear to be any standard or plan whereby the inmates are to be improved. There is no segregation whatsoever, except as to color and sex and little or no system of improvement. It is only fair to state, however, that in some respects, conditions at the penitentiary are seemingly better than in the past, but there is still room for great improvement.

The present contract with the Fiber Craft Chair Company is not satisfactory to the interest of the State, and it is my opinion that a more remunerative contract can be made. The records kept do not admit of a thorough understanding as to the results. This is a big business enterprise which should be handled in a strictly business manner. The penitentiary furnishes labor, lights, buildings and working space, whereas the chair factory assumes the management, sale of goods, and certain other responsibilities. The present contract can be terminated on reasonable notice and I recommend that this matter be given attention.

I believe that more industries can be established at the penitentiary, some of them involving light work whereby the physically
maimed and elderly prisoners may be given work. It is also worth while to consider the question of paying small sums, say five (5c) or ten (10c) cents a day to the prisoners for work in institutional industries, for this would enable men with families to send a little pittance home for their support. In the case of men without families the money could be held in trust and turned over to them upon the termination of their sentences. All prisoners who are able to work should be, if practicable, taught to do something by which they may earn a living after discharge.

The facilities of the county chain gang for safe-keeping are necessarily not what they should be, and men who have been given long sentences, two years or more, should be sent to the penitentiary. In the counties they are allowed privileges by local authorities which sometimes constitute sources of annoyance to the law abiding citizens. As a general proposition I further recommend that white men be not sent to the county chain gang, but direct to the penitentiary.

ADMINISTRATION BUILDING.

The Sinking Fund Commission now holds a mortgage for $80,000, covering unpaid balance due on purchase price of property in the City of Columbia which formerly belonged to the State Dispensary. It also holds 6-1/3 acres of land within the city limits of Columbia conservatively valued at $20,000, making a total of $100,000. It is constitutionally required that this amount realized shall be turned over to the General School Fund of the State, where it will be frittered away for current expenses. The State is badly in need of an Administration Building to house the departments which cannot now find space in the State Capitol, and it is suggested that an amendment be submitted to the people setting aside the proceeds above mentioned when realized as a nucleus of a fund to construct an Administration Building. This fund, augmented by the amounts which are annually appropriated for rents, would pay for a substantial structure, which is much needed and I hope that this business proposal will secure your immediate approval.

CARE OF OFFICIAL RECORDS.

The State has not made proper provision for the protection and preservation of the official records of the various depart-
ments, and for ten or more years these valuable papers have been dumped into one of the basement rooms of the Capitol. They have been scattered about in a jumbled mass over the floor, and in many cases defaced or destroyed, and why they have not been visited by fire cannot be understood. To temporarily stay this destruction I have expended from the Contingent Fund an amount sufficient to tile a basement room, thus making it semi-fireproof. These important records should be assorted, classified and preserved and I urge upon the General Assembly the necessity of appropriating whatever small fund this work will require.

GOVERNMENT EFFICIENCY AND REORGANIZATION.

The briefness of my term and the many exacting demands on my time made it impossible for me to take up in a definite way the program of government efficiency and reorganization. We have a great State; we have fine institutions and departments, and we have efficient, painstaking public officials, but do we by organization, administration and co-ordination produce the greatest results at the lowest possible cost?

May I contrast our State to the farm-house of a half century ago, answering the needs and necessities of that time and the prevailing conditions of that period. As the years passed it was recognized that the adjacency of the kitchen to the dining room was undesirable and this was remedied; then came the demand for a company parlor, and later the necessity for a bath room, and still later perhaps for another bath, and then for the sleeping porch and the guest chamber, and finally for the garage; and so it is that the old farm-house now has all the equipment of the modern residence, but not so arranged as to be conducive to comfort and economic service. It will cause an uprooting of the older members of the family to be told that there is to be a complete renovation—that under the remodelling this or that will be otherwise than in the past; some disruption of old habits will be brought about; but the younger element will nevertheless demand that modern conditions shall prevail. So it is with our State and local government. Originally a simple plan of government to care for a few offices and to administer the laws of the day, there has been built up a great complex business system handling millions of dollars and covering scores of public activities. One after another a great arm of the service, answering
the demand of society, has been tacked on here and there, overlapping or duplicating some already established department or agency. Other states have long since realized the importance of consolidation and reorganization based upon the simple, direct principle of grouping related activities. Why should we have four or five departments doing financial work? Why should we have three boards of trustees for our charitable and correctional institutions, or why should we have two departments doing agricultural regulatory work? It would be much better, while the public pulse is normal, for this proposition to be considered quietly and conservatively, without the acrimony of a political campaign. If delayed this problem will soon be the subject of rancorous debate which will involve intensity of feeling, personalities and discord, and the desired results will accordingly be hindered and hampered, or result in the other extreme of doing away with existing departments which are necessary.

Reorganization and consolidation will have the unstinted support of our women voters who have come fresh to the scene of public activity. They, even in their inexperience, can detect the glaring flaws in the present system which has been established and supported by men. Why should we who are familiar with the problem be indifferent as to its solution? The women voters, and the public in general, are becoming more insistent that there be a revision which will lead to a consolidated public service and improved methods of administration. I earnestly urge that a conference be held in order that the many phases of the subject can be thoroughly ventilated. Such a conference could well be the forerunner of a constitutional convention.

VICKSBURG MEMORIAL.

I commend to your favorable consideration an appropriation of $1,000,00 to mark the memorial monument at Vicksburg Military Park, Vicksburg, Miss. South Carolina is one of the eleven States which have not done anything in the way of honoring these heroes, notwithstanding that the Park Commission has honored our State by the erection of a monument to, and a statute of, a most distinguished South Carolinian, Lt-Col. Stephen D. Lee, who at the siege of Vicksburg commanded a Brigade, which gallantly repelled one of the most vital attacks of the enemy. Circles have been set apart for each State on
which to erect monuments to its heroes. South Carolina's circle stands unoccupied. Surely we can set aside the modest sum of $1,000.00 to place on the marker the inscription which has been approved by the War Department.

FORESTRY.

Moved by a recognition of our dwindling forests, an industry which now brings annually into our State from $15,000,000.00 to $20,000,000.00, with all the attendant beneficial effects, I called together some of the public spirited citizens of the State to give proper consideration to this question which affects the future welfare of South Carolina. Space does not admit of an argument here touching on the importance of this subject to future generations. Shall we for a few paltry thousand dollars neglect measures to insure proper reforestation. It is stated by forestry experts that if our 10,000,000.00 or 12,000,000.00 acres of land now in timber and cut-over woodlands were properly protected and utilized for the growing of timber, the annual growth in the State could be made to equal or exceed the annual lumber cut, and our forestry industry could be perpetuated. I urge upon the General Assembly fire protection, game protection from forest fires, utilization of forest resources, less destructive lumbering methods, and such other plans and policies which will tend to the great economic advantage of the people of South Carolina.

SINKING FUND INSURANCE.

The insurance of public property by the Sinking Fund Commission, while written at a lower rate than the tariff rate, shows a profit for the past year of $88,000.00. The total assets of the insurance fund are now in excess of a half million dollars. This work has advanced beyond the experimental stage, and as an economic measure is a proven success and deserves the support of the General Assembly.

THE FEE SYSTEM.

The system of compensating certain county officers by the retention of some or all fees collected by them is a pernicious practice that has no place in a democratic government. The evils and injustices of this system are so patent that recounting them is not necessary. That all moneys collected by any office
should go into the general fund of the treasury has long been conceded the firm and safe basis upon which a government, state, county or municipal, can be efficiently operated. I recommend the passage of a general law or the adoption of an amendment to the Constitution which will protect our taxpayers from the operation of such a system.

STATE HOSPITAL.

In view of the recent investigation by a Special Committee and the published report as to the conditions at the State Hospital, I abstain from further mention beyond urging that this institution be relieved of those inmates who rightfully belong to the State Training School for the Feeble Minded by providing accommodations in that institution for them.

BATTLESHIP SILVER SERVICE.

Through the assistance of the Daughters of the American Revolution in this State the silver service of the battleship South Carolina has been placed in the custody of the State, and I gave my official receipt to the Navy Department for this service. Inasmuch as I had no desirable agency for keeping valuable treasures I turned the service over to the State Regent of the Daughters of the American Revolution who in turn have designated the Rebecca Mott Chapter of Charleston as temporary custodian. I hold the receipt of the State Regent for this silver service, and it is for your honorable body to determine its further disposition.

CONSTITUTIONAL CONVENTION.

The social, economic and industrial growth and development of this State in the past twenty-five years have been so remarkable that to say that we have outgrown the organic law of this State is a statement that will be generally admitted by all students of our government. Today we have a complex society which has demanded of the State many and varied kinds of service, the natural result being that we have a government whose organization and activities were not contemplated or even dreamed of by the framers of the Constitution of 1895. We have reached the point where changes in our organic law
are absolutely necessary to the progress of this Commonwealth. It must have occurred to you that during this Message, in which I have tried to bring to your attention beneficial legislation for the State, that a large number of the measures cannot be enacted except through constitutional amendments, and I recommend that this question be submitted to our people for their action.

SUNDAY SESSIONS OF THE LEGISLATURE.

It is sincerely hoped that the continuation of Sunday sessions will be precluded by this General Assembly. While Lieutenant Governor I vacated my position as presiding officer of the Senate as a protest against this policy, which I considered an offense to the sentiment of a Christian people, a violation of the law, and not conducive to safe or sane legislation. After frittering away hours and days of legislative time the attempt to pass important legislation in the early morning of the Sabbath is inexcusable and will not be tolerated by the public. As Governor of the State I do not hesitate to say I would not receive for consideration any bill or measure passed by the General Assembly under such conditions.

CONCLUSION.

In conclusion may I say to you as the representatives of the people, that my experience as Chief Magistrate is one I value and shall always cherish. From practically every side I have received only kindness and consideration. With few exceptions all officials have given earnest cooperation. The people have been most considerate of me, and I hope that my efforts to bring the law into respect and govern the people as a whole with an eye single to the public good have met the approval of our people. I reluctantly sever my official relations with my fellow workers—State, County and local—and I relinquish regretfully an office fraught with so much service to so fine a people. May God direct your deliberations to the benefit of the State.

WILSON G. HARVEY, Governor.