

On motion,
The Senate adjourned until to-morrow morning, 10 o'clock.

FRIDAY, December 22, 1854.

The Senate met pursuant to adjournment.

The Rev. Mr. Turner officiated as Chaplain.

A quorum being present, the Journal of yesterday was read and approved.

The following Bills and Resolutions which had passed the Senate, were transmitted to the House, viz :

A bill to be entitled An act to amend an act to permanently fix the Election Precincts in Columbia County, and to repeal certain acts therein named, approved January 8th, 1853 ;

A bill to be entitled An act to prevent white persons from gaming with negroes or other persons of color ;

A bill to be entitled An act for the relief of J. M. Landrum ;

House bill to be entitled An act to authorize Oliver H. Hearn to build a Toll Bridge across the Ocilla River ;

House bill to authorize William A. Gainer to build a Toll Bridge across Bear Creek ;

Resolutions in relation to mail route from Tallahassee via Sopchoppy to White Bluff or Pickettsville ;

Resolutions in relation to the Improvement of St. John's Bar.

Pursuant to previous notice, Mr. Filor introduced a bill to be entitled An act explanatory of the several acts in relation to the migration of free negroes or free persons of color into Key West ;

Said bill was placed among the Orders of the Day.

Mr. Filor, from the Committee on Engrossed Bills, made the following report :

The Committee on Engrossed Bills beg leave respectfully to report the following Bills as correctly engrossed :

A bill to be entitled An act to authorize Samuel D. Howse, of Marion County, to assume the management of his own estate.

A bill to be entitled An act to remove the obstructions to the Navigation of the Suwannee River.

Respectfully submitted,

JAMES FILOR,

Chairman.

Which was read, and the Bills placed among the Orders of the Day.

The following message was received from the House of Representatives :

HOUSE OF REPRESENTATIVES, }
December 22, 1854. }

Hon. President of the Senate :

SIR :—The following Bills and Resolutions have passed the House, viz :

Senate bill to be entitled An act to authorize the drainage of the Alachua Savannah, without amendment ;

Senate bill to be entitled An act to authorize Thomas H. Willis, of Leon County, a minor, to assume the management of his own estate, without amendment ;

Senate bill to be entitled An act to authorize William Webb to establish a ferry across Escambia Bay,

With the following amendment, in which the concurrence of the Senate is respectfully requested, viz :

Between the words " Commissioners " and " and " in the seventh line of the second Section, insert the words " of Escambia County ; "

A bill to be entitled An act for the relief of John Sapp, of Madison County ;

A bill to be entitled An act in relation to Pilotage at the Port of Bayport ;

Resolution requesting an order from the Secretary of War to the Indian Agent in Florida for the delivery of a negro man belonging to B. M. Dell, of Florida ; and

Resolution authorizing the Governor to compensate James D. Westcott for services in the Supreme Court of the United States, and for other purposes.

Very Respectfully,

HUGH A. CORLEY,

Clerk Ho. Reps.

Which was read.

The House bills were placed among the Orders of the Day, and Senate Bills ordered to be Enrolled.

ORDERS OF THE DAY.

A bill to be entitled An act to empower the County Commissioners of Wakulla County to levy a Tax for the purpose of building a Court House in said County ;

Was read the first time, and ordered for a second reading on to-morrow.

A bill to be entitled An act to amend and revive the several Acts in reference to re-establishing the records of the Counties of Gadsden and Jackson ;

Was read the second time.

Mr. Eppes moved its reference to the Committee on the Judiciary ;

Which was lost.

On motion of Mr. Provence, the Senate resolved itself into a Committee of the Whole on said bill, Mr. Provence in the Chair.

After some time spent therein, the Committee rose, and reported the bill back with amendments and asked to be discharged.

The report of the Committee was concurred, in and on motion of Mr' Eppes said bill was laid upon the table.

House bill to be entitled An act for the relief of William R. Hayward and others;

Was read the second time, and on motion it was referred to the Committee on Claims and Accounts.

A bill to be entitled An act granting the right of appeal from the Judges and orders of the Board of County Commissioners to the Circuit Court;

Was read the second time, and ordered to be engrossed for a third reading on to-morrow.

A bill to be entitled An act to abolish the office of State Engineer and Geologist;

Was read the second time, and ordered to be engrossed for a third reading on to-morrow.

A bill to be entitled An act in relation to the institution of suits before Justices of the Peace in Santa Rosa County;

Was read the second time and ordered to be engrossed for a third reading on to-morrow.

House resolution in relation to extra compensation of the Clerk in the office of Comptroller of Public Accounts;

Was read the first time, and ordered for a second reading on to-morrow.

House bill to be entitled An act to organize the County of Volusia;

Was read the third time, and upon the question of its passage, the vote was:

Yeas—Mr. President, Messrs. Bird, Criglar, Eppes, Filor, Gillis, Hopkins, Myrick, Nicholson, Provence, Smith, Tracy and Wynn—13.

Nays—Mr. Brinson—1.

So the bill passed, title as stated.

Ordered that the same be certified to the House of Representatives.

House bill to be entitled An act to permanently locate the Court House of Hernando County;

Was read the third time, and upon the question of its passage the vote was:

Yeas—Mr. President, Messrs. Bird, Brinson, Criglar, Eppes, Filor, Gillis, Hopkins, Myrick, Nicholson, Provence, Smith and Wynn—13.

Nays—None.

So said bill passed.

On motion of Mr. Brinson, the title of said bill was amended to read as follows, viz: "a bill to be entitled An act to permanently locate the County Site of Hernando County."

Ordered that the same be certified to the House of Representatives.

House bill to be entitled An act for the relief of the Town of Quincy;

Was read the third time, and upon the question of its passage, the vote was:

Yeas—Mr. President, Messrs. Bird, Brinson, Cone, Criglar, Eppes, Filor, Gillis, Hawes, Hopkins, Myrick, Nicholson, Tracy and Wynn—14.

Nays—None.

So the bill passed—title as stated.

Ordered that the same be certified to the House of Representatives. An Act of the Sixth General Assembly, to alter and amend the Fourteenth and Twenty-third Clauses of the Third Article, and the Thirteenth and Sixteenth Clauses of the Fifth Article of the Constitution of this State;

Was read three times as on its third reading.

On motion, a call of the Senate was ordered.

On motion of Mr. Myrick, further proceedings under the call were dispensed with, and leave given to absent Senators to record their votes on this bill at a future day, should they desire to do so.

Upon the question of its passage, the vote was:

Yeas—Mr. President, Messrs. Bird, Cone, Eppes, Filor, Hopkins, Myrick and Smith—8.

Nays—Messrs. Brinson, Criglar, Gillis, Hawes, Long, Nicholson, Provence, Tracy and Wynn—9.

So said Bill was lost, not having received a constitutional majority.

Ordered that the same be certified to the House of Representatives.

House Resolutions asking that Tampa be made a Port of Entry;

Were read the second time.

On motion of Mr. Provence, said Resolutions were amended as follows:

Strike out "a Port of Entry," in the first Resolution, and substitute "a Port of Collection and Inspection."

Also, the title of the Resolutions was amended so as to read, "Resolutions asking that Tampa be made a Port of Collection and Inspection."

The Resolutions as amended were ordered to be read a third time on to-morrow.

House Resolutions authorizing the Governor to turn over sixty Muskets and accoutrements to the Florida Independent Blues, and others;

Were read the second time, and ordered to be read a third time on to-morrow.

House Bill to be entitled An Act in relation to Pilotage at the Port of Bayport;

Was read the first time, and ordered to be read a second time on to-morrow.

On motion, the rule was waived, and Mr. Long, from the Judiciary Committee, made the following Report:

The Judiciary Committee to whom was referred so much of the Governor's Message as referred to the "State Library," having had the same under consideration, have instructed the undersigned to report the following bill.

The Committee accord with the sentiments of his Excellency, that if the Library is worth anything, it is worth preservation; and the Committee being impressed with a conviction of the importance of economy in the expenditures of the Government, have ascertained that the duty can be performed by the Secretary of State, without interfering with his official duties, and for a much smaller compensation than would probably be necessary to engage the services of a competent person having no other employment requiring his presence about the Capitol. The Committee have learned as a fact, and take pleasure in mentioning the same, that the zeal and energy of the present Secretary of State in enlarging said Library, has been very remarkable, and has been the means of greatly enlarging the same within the last two years. His zeal and judgment in this respect, point him out as particularly well qualified to take charge of the subject in future.

Respectfully submitted.

M. A. LONG,

Chairman Judiciary Committee.

Which was received and read, and the accompanying Bill placed among the orders of the day.

The following Message was received from his Excellency the Governor:

EXECUTIVE CHAMBER, }
TALLAHASSEE, December 22, 1854. }

Hon. H. V. SNELL,

President of the Senate:

SIR:—I have the honor now to transmit the report made to me by the Board of Internal Improvement, accompanied by a bill which they prepared, designed to carry into execution the system which they have recommended.

It will be seen that the system recommended embraces every section of the State, and is one on which it is believed every interest can harmonize. The provision made for securing the construction of the work, although not exactly that recommended in my annual message, is perhaps better, and may prove more certain to secure the object desired. The importance of the work contemplated, the great labor bestowed on the subject by the Board, and the ability with

which they have enforced their views and recommendations, will doubtless secure for their action the careful consideration of the General Assembly.

Respectfully,

JAMES E. BROOME

REPORT OF THE BOARD.

The Board of Internal Improvement beg leave respectfully to report, that in obedience to the call of the State Engineer, they assembled at Tallahassee on the 4th day of December.

Many of the topics brought under consideration, and which did not seem to call for legislative interference, they have acted upon by resolutions, containing the suggestions of the Board, addressed, through the President of the Board, to the various Officers or Departments charged by law with the respective subjects. Among these, are recommendations regarding steps for a more speedy confirmation of Swamp selections; for a classification of these selections, in lists descriptive of the several characters and grade of land and growth; for an application of the appropriations made by Congress for improving St. Johns River, under directions of the Governor of this State; for the extension of the reconnoissance lately begun by the State Engineer West of the Apalachicola River; and for a reconnoissance of the Haulover between Matanzas and Halifax Rivers.

The subject which chiefly employed the attention of the Board, referred to a general system of improvements for the State, which, while developing into prosperous growth its great natural resources, and giving fair opportunity to every section to bring into activity its peculiar advantages, would draw together in closer union and fraternity the extremes of the State; and in accomplishing this, the Board has still kept in view the duty to make, as nearly as possible, equal distribution to every part, of the aids which can be rendered from the general fund.

There is no portion of the Union more advantageously located, by geographical position, for profitable investment in Railroad enterprises, than Florida; nor is there one upon the development and population of which such improvements would tell with a more sensible effect. Our climate is unequalled in the Union for its moderate and equable temperature and general healthfulness. Every portion of our soil is suited to some industry, productive of wealth; extensive forests, abounding in valuable woods; unlimited natural pasturage, capable of supporting numerous herds of cattle and horses, throughout all the seasons, without the aid of the agriculturist; and extensive belts of agricultural lands, of fertile and durable quality, bearing, in large comparative yield, the richest staples—Upland and Sea Island Cottons, Sugar, and fruits of all the latitudes. We have an extensive sea coast, abounding with valuable fisheries, and indented with the finest commercial harbors which the South affords, both Atlantic and

Gulf. Yet, with all these blessings from nature, our progress and development has been very tardy.

This suspension of growth has been owing only to our failure in availing ourselves, with due diligence, of another and marked natural advantage—that of our geographical position. With one shore upon the broad Atlantic, confronting the great marts of distribution and consumption for Southern and Western staples, and on the other the greatest basin of commercial supply which the globe presents; these two seas divided by an interval so narrow, compared with the States North of us, that we may claim to hold from nature the key of connection between them; with one of the finest harbors of the Atlantic upon one side, and with a series of noble bays and harbors upon the Gulf, each more or less convenient to one or other important stream of trade or travel; we have only to open suitable avenues of connection to draw through the State the greatest tide of commercial intercourse the world has ever seen, and to bring our State into the relation of a center to the social and commercial connection of a large portion of the Union; rendering it thus an inviting field for the enterprising of all classes—agricultural, commercial and mechanic.

That the avenues necessary to this purpose have not heretofore been opened, has been owing to the limited resources of cash capital at the command of our people, and the inability of the State to contribute to their construction. The time has come now when, in the opinion of the Board, it is in our power to stimulate an early construction of the necessary works, and we owe it to ourselves to put the State at once upon its career of progress.

The means at the disposal of the State consist of 500,000 acres of land, selected at an early date, in bodies of 320 acres, and their proceeds; and an amount of Swamp Lands, likely to reach the quantity of 10,000,000 of acres. A portion of the lands of the last description are not of present value, but other portions will have large value for agricultural purposes and for lumber and naval stores, when penetrated by railroads, or reduced to agricultural adaptation by drainage.

We have thought it best to recommend the concentration of these means upon a system of improvement having reference to the wants of general commerce as well as local necessity; for the growth of the State in population and wealth being thus most rapidly developed, the means necessary for local connections and improvements would very soon be produced.

The system we recommend for aid consists of a Railroad between the waters of Escambia Bay and the St. John's River at Jacksonville, with an extension from suitable points on the line, to the waters of St. Andrew's Bay in West Florida, and the St. Mark's River in Middle Florida; and from Amelia Island, on the Atlantic, to the waters of Tampa Bay in South Florida, with an extension to Cedar Key in East Florida; and to connect the country east of the St. John's with the system, and thus to comprehend that section more

fully in its benefits, we recommend also the construction of a Canal to connect Indian River with the St. John's.

These improvements, with roads from Macon in the direction of Cedar Key and from Montgomery to Pensacola, and to some other more eastern point of our system, will complete all the desirable lines for a prosperous system.

It will be found by reference to the map, that every County in the State will be more or less within convenient reach of the system of roads. So far as the State may afford aid for these improvements, the benefits will have been as equally dispensed to the different sections as would be easily practicable; and to each section of the State is afforded an opportunity to develop the growth of a harbor of commerce within its own limits.

In adopting a system, it was necessary to ascertain if we possessed within our own borders, suitable harbors, upon the two seas, for the accommodation of the commerce which would pass over our roads; for otherwise, it would be necessary to point our improvements to suitable connexions with the system of our neighboring States.

Upon the Atlantic we possess the harbor of Fernandina. This is proved, by the Hydrographical Surveys made under authority of the United States' Government, to be one of the finest harbors for the purposes of commerce which is to be found South of the Chesapeake Bay. The harbor is perfectly and closely land-locked, with an average depth of 35 to 40 feet, entirely without shoals, an anchorage with good holding ground extensive enough for the largest possible commerce, and having a frontage of over two miles, along the whole extent of which Wharves of 20 to 50 feet will reach a depth of 25 to 35 feet of water. It is on a Sea Island, and thus secure of health; being very similar in its climate to that of St. Augustine.—The depth upon the bar is thus given in a late report of the Topographical Engineer bureau to Congress, viz: "The bar of this river affords 13½ feet at the lowest water, and from 20 to 22 feet during Spring tides."

To show the sufficiency of this harbor for all the purposes of domestic and foreign trade, it will be found by a reference to Lloyd's list for the year 1853, that there are only thirty-three vessels out of ten thousand four hundred and thirty recorded in that office, that draw twenty feet or more. The following is a list of these thirty-three vessels, showing their burden and draft:

5	Vessels	are	600	tons	burden	and	draw	20	feet
14	"	"	700	"	"	"	"	20	"
6	"	"	800	"	"	"	"	20	"
1	"	"	900	"	"	"	"	20	"
2	"	"	1000	"	"	"	"	20	"
4	"	"	700	"	"	"	"	21	"
1	"	"	800	"	"	"	"	22	"

As compared with the neighboring harbors of Savannah and

Charleston, the harbor of Fernandina is much superior. At Charleston, the depth on the main ship channel does not exceed ten and a half feet, at low water; and at Savannah vessels cannot reach the city with more than eight feet draft at low water. Vessels drawing 17 feet can receive cargoes 12 miles or more below the city, from lighters, and proceed to sea at high water, but this mode of conducting commerce is attended with great inconvenience and expense.—Neither of these ports have a frontage at all comparable to Fernandina. From Fernandina vessels drawing twenty feet can load at the wharf, and proceed to sea with any wind and without towage, for the wharves are not more than three miles distant from the open sea.

Besides this, we believe that Coal, a necessary element in the supporting means of an extensive commerce, can be delivered at any of our ports from the mines, for a cost not exceeding that at any other Southern sea-port.

Upon the Gulf side, we have the noble bays of Pensacola, St. Andrews, and Tampa; besides many others of sufficient capacity for the accommodation of any amount of Gulf trade.

We have felt justified, therefore, in resting our system upon ports located within our own limits.

The next point to which the attention of the Board was directed, concerned the ability of the system to maintain itself.

Throwing out of view the large local support which the roads will derive from the domestic productions and commerce of the State, we propose to regard them in their relation to the general needs of commerce in the transport of persons and commodities.

1. In respect to travel. The destination of the streams of travel between the Atlantic and Gulf of Mexico is to Cuba, to the Pacific over the various crossings of the Isthmus, to Texas, to New Orleans, Mobile and Apalachicola, the three leading American ports on the Gulf. The crossings to the Pacific, are made and to be made at Chagres, at Honduras, and at Tehuantepec. It is capable of demonstration that the most comfortable and cheapest transport, and in nearly every material instance, the *shortest* and *quickest*, from the Atlantic to either of these points—Cuba, Chagres, Honduras, Tehuantepec, Texas, or the Northern Gulf ports, can be made through Florida, using one or other of the ports on the Gulf reached by our system, for debarkation, according to the point of destination. So of course, with the returning tides to the Atlantic.

2. In respect to trade. The Gulf of Mexico is a common basin or expansion forming, through its tributary rivers, and its connections, the natural receptacle for the products of the largest area of producing country that is to be found anywhere in the same space upon the globe. The population which is to occupy the Valleys of the upper and lower Mississippi, of the Ohio, of the Amazon and its tributaries, and the surface of Texas, Mexico, Central America, Cuba and the other West Indies, must, in process of time, reach inconceivable numbers, producing an amount of annual wealth beyond any-

thing heretofore known; most of which must pour into this common basin.

When to this is added the vast productions of the Pacific Countries, which, by Canal or roads, must seek the Atlantic through the same basin, there is no appreciating the value of the commerce which it will supply. For a large part of this commerce—much more of it than our system can accommodate—the transit through Florida will be more convenient and more cheap, than by sea, or over any land line outside of our limits.

It is an undoubted truth that commerce will settle itself in those channels which offer the cheapest, and at the same time, quickest transport, other considerations affecting commercial value being equal. Tried by this test, it is certain that a great and enriching portion of the vast trade with the Gulf of Mexico must pass over our lines. The Board do not wish to swell their report, by entering upon detailed comparisons with other water and land routes, but they are satisfied that the position they assume will bear the most rigid scrutiny.

No inconsiderable circumstance in determining the advantage of our routes for conducting the business of the Gulf basin is, that none of the points at which the produce now collects are suited for a large foreign commerce. Galveston admits less than 12 feet, the Mississippi only about 13 feet, and not more than 10 feet can be carried to Mobile at high water.

The difficulty of conducting foreign commerce from New Orleans, may be illustrated by the facts stated in a memorial to Congress by the Chamber of Commerce a few years since. It is therein stated that “within the last few weeks nearly forty ships have been aground on the bar, for various periods, from two days to *eight weeks*, some of which were compelled to throw portions of their cargoes overboard, and others to discharge cargo into lighters before they could be got through the Channel, occasioning heavy expense to the goods, and great straining and injury, besides involving pecuniary losses which cannot be estimated at less than \$500,000.”

At the time of the grounding of the steamer Georgia, Capt. Porter, U. S. N., prepared a draft “representing the appearance of the bar of the Mississippi River, May 16, 1852,” which was published by order of the Chamber of Commerce of New Orleans. The explanation printed with the draft stated as follows:

VESSELS ON NEW ORLEANS BAR.

	Tons.	Bales Cotton.	Value.	Detained.
Middlesex,	1430	4500	\$160,000	40 days.
Desdemona,	625	2200	80,000	35 “
Winchester,	1475	5800	205,000	83 “
Progress,	1400	4300	105,000	45 “
Goodwin,	600	800	60,000	8 “
Montreuil,	600	2000	70,000	7 “

	Tons.	Bales Cotton.	Value.	Detained.
Brought forward,	-	-	\$725,000	
Liberty,	740	2000	70,000	5 days.
Str. Georgia,	2500			
Total Cargoes,	-	-	\$795,000	
Value of Vessels,	-	-	705,000	

Or aggregate value of property detained \$1,500,000

It is added in a note to the above table that "many other vessels than those above were aground at the same time, awaiting a swell from South-easterly gales."

Nor is Mobile better circumstanced for heavy commerce. In a memorial from the mayor and citizens of Mobile, lately presented to Congress, it is stated that vessels of heavy draft have to lie 28 miles below the city and are loaded and discharged there, by means of lighters. This charge of lighterage only is shown to have amounted to \$227,000 on the commerce of the previous season. This is not the greatest loss. The memorial enters into a calculation to show the damages done goods and produce by the necessary transshipments, and concludes that cotton at Mobile is injured to the amount of one eighth per cent per pound in comparison with shipments to New Orleans, which, on the crop of the previous year, made a loss of \$167,230,—which added to the lighterage, makes an aggregate loss on foreign commerce from this cause of \$394,628. The injury to domestic trade is put at \$107,791 more, thus swelling the annual injury in conducting commerce at Mobile, from deficiency of harbor, to \$502,599; a sum sufficient to have transferred the cotton shipped from Mobile, from her wharf, to Fernandina.

Besides which, the interruption of business by a climactic mortality at Mobile and New Orleans, from which Fernandina would be exempt, must more or less affect the cost of facio:age, freight and facilities of business.

The effect of our improvements will be, practically, to furnish the Gulf with a good Atlantic port by an extended wharf, and it is not doubted, that in progress of time, the Gulf ports will find their interest in a common resort to Fernandina as their seaport for foreign trade.

The Board then feel warranted in the belief that the system proposed is capable of sustaining itself profitably.

The next subject which occupied their attention, related to the mode in which aid should be given to these works.

After considering the several modes in which aid had been given by other States, and the various forms in which our lands might be made available for the purpose, we concluded to recommend that companies constructing these lines, be authorized to issue bonds to the extent of ten thousand (\$10,000) dollars per mile,

the interest on which might be guaranteed by an alien upon the Internal Improvement fund, upon the condition that the bonds should pass only in payment for iron, and equipment, after the road bed and wooden superstructure was prepared for the iron: the whole debt thus created constituting a first lien upon the Road.

We have proposed to throw around the State fund every possible security consistent with the efficiency of the plan, and have recommended conditions on the part of the Companies, which will give to the State the most ample assurance that the Roads will subserve the general public utility.

In considering the subject, various modes came under review.—Whatever practicable aid was *necessary* to insure the construction of the Roads, a wise policy would justify; for the rapid enhancement of the general wealth and population certain to follow their construction, would be ample recompense for the surrender of the whole fund. A single bridge is being built at Montreal at a greater cost (to-wit: seven millions of dollars,) than the whole amount of our aid, for the sole purpose of making unbroken connection with the Lakes.—But we were desirous, if possible, of saving to the State the fund, for future public use, if a sufficient stimulus to the construction of the Roads could be afforded without parting with it.

1. A gratuity or bonus of the lands to the Companies.

This mode of aid has not been unusual.

New York granted as a bonus or gift from the State, \$3,000,000 to the Erie R. R. Co.

Mississippi, by legislative act, granted to a Company by way of bonus, a Railroad completed from Jackson to Brandon, (14½ miles,) with the cars, locomotives, fixtures, depots, town lots, &c., attached to the road, sixty choice and picked negroes, the two per cent. fund then on hand, being about \$12,000; and that which might afterwards be received, to induce an extension of the road to the Alabama line.

Texas made a direct grant of nearly twelve millions of acres of land to the Pacific R. R. Co.

Illinois gave as a bonus to the Central R. R. Co., works upon which the State had expended two millions of dollars.

The State of Maryland made a bonus of \$1,000,000, and the City of Baltimore, a further bonus of \$850,000 to the Baltimore and Susquehanna R. R. Co., as an inducement to agree to a consolidation into the Northern Central R. R. of Maryland, "for the better business advantages of Baltimore."

Even private companies make such aids in pursuing their own interest.

The Michigan Central R. R. Co. offered a bonus of two hundred thousand dollars to the Canada R. R. Co. if they would complete their road at a certain time.

Not deeming this mode of aid necessary, the Board did not adopt

It. This, however, may be an appropriate place to say that they recommend the grant of alternate sections where the Roads pass through State Lands, to the extent usually granted by Congress, and with such limitations as will prevent any title passing until the Roads are made.

The principle upon which this rests is of consideration for benefit rendered to the general value of the State Lands, by the enterprise and hazards of private investment.

The State Fund will be more than recompensed by the making of the Roads, if this grant should help to induce their construction. Whatever increases the *general prosperity*, and opens new avenues of industry, enhances the general value of property; but Roads have, besides, a direct and powerful influence upon the value of real estate.

In 1841, when Boston commenced her Railroad enterprises, the total assessment of property value in that city was ninety-eight millions, one hundred and six thousand, six hundred dollars. In 1850, when the Railroads were in operation, it was two hundred and sixty millions, six hundred and forty-six thousand, eight hundred and forty-four dollars; and this was produced by Roads the total cost of which was thirty millions, two hundred and forty-four thousand, nine hundred and twenty-six dollars.

In Mobile, the assessed value of property rose *five millions* in one year, after the Mobile and Ohio Road was commenced.

In New York City, in the period of five years, from 1845 to 1850, the value of real estate fell from two hundred and fifty-one millions to two hundred and forty-nine millions. Since then, the Erie Railroad has been completed, and the assessed value of real estate for 1853, showed an increase of sixty-two millions over the assessment of the previous year, or above seventeen per cent. The ratio of increase in real and personal property was about equal.

In Louisville, in 1848, the value of property was a little over fourteen millions. During that year, she commenced a system of Roads. In 1853, (five years after,) the assessed value of property had risen to thirty millions.

In the last annual report of the Pacific Railroad Company in Missouri, they say:

"It seems here a proper place to observe that, in its effects upon the price of lands adjacent to the line, the Railroad is accomplishing quite as much as was ever predicted or promised. The value has been at least trebled. Lands which recently were held at one dollar and fifty cents, are now held at ten dollars per acre. Those which were held at thirty dollars, have been sold at one hundred dollars. Those which were but lately bought for three hundred dollars, have been sold for one thousand dollars. There can hardly be a doubt that the enhanced value of lands through the district of country in which our Road is laid, already considerably exceeds the esti-

ated costs of the work, as far as located. Another perceptible effect is a renewed spirit of industry and enterprise, and the development of our resources: In the interior, it has attracted new settlers, and occasioned the entry of large quantities of public land."

An instance is lately stated in the United States Economist, as being within the knowledge of the editor, of a person who invested his earnings for some time in land, in Illinois, which he offered in the end for twenty thousand dollars, but without success. The Central Railroad passed through it, and he was hesitating at an offer of one hundred and twenty thousand dollars.

These are a few instances, out of similar thousands, in illustration of the effects of Railroads upon the value of lands in their vicinity.

The Board, therefore, thought that the enhanced value to the fund, by the construction of these Roads, would well justify the contribution proposed under this head; and it may be well to reserve to the State the power to do the same in the case of future charters, not falling within the system now proposed.

2. By subscription to the Stock of the Companies.

This was deemed unadvisable, for various reasons. To place the State and individual stockholders upon a just equality, it would be necessary to pay for the Stock in cash, and it was not believed a sufficient amount of cash capital could be derived from the lands to afford any useful aid to the Companies at present. Besides this, if the ultimate avails of the land should prove inadequate to cover the amount of Bonds issued to raise the cash for subscription; the State, under the inhibitions of the Constitution, would have no means nor resources from which to supply the deficiency, and would thus be exposed to damage of repute. It was also a cause of objection, that if the State were able to subscribe enough to afford effective aid, she would necessarily acquire a large share in the direction and management of the work, and such connection of political agencies with works of this nature, has heretofore proved so objectionable as to cripple their credit. The wastefulness of political agencies in the management of public works, is very strongly exhibited by a table of receipts and expenditures on the public works in Pennsylvania, compared for a series of years. The table was presented by a member of the Legislature of that State, at its last session, and shows how *expenditures grow* under political management:

	Receipts.	Expenditures.
1846.....	\$1,034,815.....	\$499,970
1847.....	1,230,422.....	532,728
1848.....	1,184,245.....	793,308
1849.....	1,238,720.....	730,528
1850.....	1,345,501.....	839,418
1851.....	1,234,062.....	894,451
1852.....	1,452,417.....	1,036,497
1853.....	1,303,541.....	1,158,104

3. By loan of credit, or what is tantamount, guarantee of the bonds of the Company.

This is the most usual mode of aid, by States, to Companies undertaking important public works.

In Tennessee, the State loans the bonds of the State to the amount of ten thousand dollars for every mile of road graded by private subscription, and one hundred thousand dollars additional for every important bridge.

In Missouri, the State bonds were loaned to Companies at a single session to the amount of eight millions and a half of dollars.

In Virginia, at a single session, (1850-1,) the State guaranteed bonds of Rail Road Companies of a million dollars, besides large similar aids before and since. In the case of a single Company, she has made loans and guarantees exceeding three and a half millions of dollars.

In Maryland, the State loaned its credit to Railroad Companies to an amount exceeding five millions of dollars.

North Carolina has endorsed the bonds of the Wilmington and Raleigh Company and others to a large amount—nearly a million in one case, (the Raleigh and Gaston R. R.)

South Carolina guaranteed the bonds of the Blue Ridge Company for a million and a quarter of dollars.

Massachusetts aided the Western Railroad Company to the amount of four millions of dollars; and for the Hoosac Tunnel, costing three millions, guaranteed bonds for two millions of dollars.

Cities even, and private companies, do the same for the stimulating of such works.

The city of Portland, in Maine, with a population at the time not reaching twenty thousand, loaned the credit of the city to a Railroad Company connecting with Montreal for one and a half million of dollars.

Various towns in Maine loaned their credit to the Kennebec and Portland R. R. Co., to the amount of near a million of dollars.

Cincinnati, in Ohio, loaned the credit of the city to various Companies on one day to the amount of a million. She also loaned her credit to the St. Louis and Cincinnati Railroad Company for six hundred thousand dollars.

Baltimore lately endorsed the bonds of the Baltimore and Ohio Railroad Company for five million of dollars.

The same city also endorsed the bonds of the Connellsville R. R. Company for the amount of a million of Dollars. She also loaned her bonds to the North-western Railroad Company, (in Virginia,) for one million and a half of dollars, and the Baltimore and Ohio R. R. Co. loaned its credit by guaranteeing bonds for the same Company for one million of dollars.

The city of Knoxville, in Tennessee, guaranteed bonds of the East Tennessee and Virginia Railroad to a considerable amount.

This form presents a better mode of aid from the State Lands, be-

cause it makes the road intervene between the creditor and the fund, and affords a larger basis for aid than the mode of subscription.

But the Board settled finally upon a mode of aid forming a modification of the last mentioned, and affording a larger basis for aid to the Companies, namely:

4. A guarantee of only the *interest* of the bonds, and a requirement from the Company to deposit with the Trustees of the Internal Improvement Fund, annually, a sufficient amount to compose a sinking fund, that will cover the principal of the bonds at maturity. A semi-annual payment of half of one per cent. will do this in the case of thirty-five year bonds at seven per cent.

To accomplish this purpose, it is recommended that the lands be vested in a Board of Trustees, consisting of the Governor, Comptroller, Treasurer and Attorney General, and shall compose a property, to be called the Internal Improvement Fund. That this Board take in charge the care of the lands, affix prices, make sales, adopt suitable plans for drainage without encroaching upon the cash funds, invest the proceeds of the lands in safe and proper securities, invest also the sinking fund, direct the payment of interest as it falls due, and perform such other duties as may be proper to be committed to them.

When twenty miles of road on any part of the routes indicated has been graded, and the cross ties prepared and delivered on the ground, it is recommended that the Company be authorized to issue coupon bonds running thirty five years, and bearing an interest not exceeding seven per cent., to the amount of ten thousand dollars per mile, in payment for iron and equipment, and not to be valid if applied to any other use; and that the Trustees of the Internal Improvement Fund be authorized to certify upon said bond that the interest will be paid as due, out of the funds in their trust, if not provided for by the Company, and when the iron has been laid on the first twenty miles, and a further length of ten miles has been graded, and the cross ties delivered, a further issue of bonds in same ratio to be made, and so on in successive Sections of ten miles.

To ensure the due attention of the Company to the payment of the interest, it should be made the duty of the President and Board of Directors, under suitable penalties, to present a sworn statement every six months of the gross receipts of the part of the road completed, and the expenses of working and maintaining it, and to pay into the Treasury of the State, subject to the order of the Trustees, the amount of interest payable upon the bonds issued, if the net receipts will pay the said interest, besides dividing six per cent. among the Stockholders, upon the amount paid in by them. But if the net receipts do not amount to so much, then the Company should be required to pay in fifty per cent., or one half of the net earnings, the remainder to be divided among the Stockholders. This arrangement is made to encourage Stock subscriptions, by enabling persons of limited estate to take and hold Stock, as well as to favor the Coun-

ties in the subscriptions hereafter recommended to be authorized.— In case the Internal Improvement Fund should be required to pay for any deficiency of interest, the Company should be required to deliver to the Trustees stock in the Road to an equal amount.

To guard the fund from being called upon to pay interest before the iron is laid, the Company should be required to deposit the first semi-annual instalment of interest at the time of receiving the bonds, and should be obligated to lay the iron upon the sections for which the bonds are issued within the current six months.

To guard the Internal Improvement Fund from loss, the bonds so issued should constitute a first lien upon the road, equipment, depots, warehouses, workshops and franchise, with suitable provisions for enforcing the lien in case of default.

To render the roads of certain usefulness to the State, the leading particulars in their construction should be specified, ensuring first class roads; and a uniform gauge and arrangement for through-trains, should be required.

It will be perceived that under the system proposed there can be no probable ultimate loss to the fund; for the roads and appurtenances would certainly be worth the cost of the iron and equipment provided for them.

Nor would the fund be long inactive if the roads proved profitable; for if the roads were able to pay the sinking fund instalment and the interest upon the bonds, by investing the sinking and Internal Improvement Funds, with their accumulating interest, in the guaranteed bonds, it would not be very long before the fund would be under control of the State. To expedite this result, it might be provided, that after a road shall, for five consecutive years, pay the sinking fund instalment, the interest upon its bonded debt, and a dividend of six per cent. to the Stockholders, the State should be at liberty to apply the accruing interest of the Internal Improvement Fund to other objects, so long as the roads continue to make the same income.

As a further guard to the interest which the State fund will have in the success of the roads, and as well to maintain their profitableness as to make fully tributary to our development the advantageous geographical position of the State, it is recommended that an enactment be made which will secure these routes from the danger of rival lines, by which the trade properly tending towards them might be drawn off. While it would not become us to refuse to commerce a transit through our limits, it is still allowable, in due regard to the best interests of the State, to secure, as far as may be consistent with the general interests and rights of trade, the benefit of our position to the advantage of our own people. Our neighboring State of Georgia has laid down, at the last session of her Legislature, the rule of her government upon this point, in the following words: "There is nothing (says her Committee) illiberal or selfish in the de-

termination of Georgia to seize upon those gifts of nature and a bounteous Providence, which seem to have been so exclusively her own, and by their proper and judicious use to secure for her own people the greatest possible advantage. Such determination is in no wise incompatible with her political or social relations to other States or their inhabitants," and they quote approvingly the remark of Governor Bigler of Pennsylvania, in his last Message to the Legislature, that "where no principle of commerce is violated, it is the right and duty of the State to turn her natural advantages to the promotion of the views and welfare of the State." Without examining into the bearing of these views, we quote them as worthy to be considered.

To induce an early construction of the roads, it might be provided that no Company should be entitled to the guaranteed bonds for any part of their route not constructed within five years from the date of the Act, and the Companies undertaking should be required to commence their work by grading twenty miles within two years.

It will be perceived that the bonds are allowed to bear a maximum interest of seven per cent. Of seventy-six different kinds of Railroad bonds, issued by fifty-two different Companies, thirteen pay an annual interest of six per cent., fifty-five pay seven per cent., seven pay eight per cent., and one pays ten per cent. Most of the Southern and Western Railroad bonds range from seven to ten per cent.

In further aid of the system, the Board recommend that the Counties through which the roads pass be authorized to subscribe for Stock to an amount not exceeding one half the cost of constructing that part of the road which lies within their limits, and that the Towns and Cities at the terminal points, and on the route, be authorized to subscribe in their corporate character, without limit in amount, and with the consent of the Company. Provided, however, in both cases the subscription be sanctioned by the vote of a majority of the legal voters in such Counties, Cities, or Towns, who may vote; and that if bonds are issued for the subscription, the Stock shall not be assignable, except in exchange for the Stock Bonds, until they are cancelled, but shall be held as a collateral security for the discharge of them. If, instead of issuing Bonds, the Counties or Cities prefer to pay in their due instalments as called for, by immediate tax, the holders of the tax receipts, either as original parties or by assignment, should be entitled to receive a share of Stock for every hundred dollars of tax receipt.

This mode of contributing to the construction of Railroads is practised in nearly all the States, especially in the West and South, and has been attended with very favorable effects.

The Railroad Convention of the Southern and Western States, which met in New Orleans in 1852, in which were represented Louisiana, Virginia, Kentucky, Tennessee, Alabama, Florida, Missouri,

Arkansas, Texas, and Georgia, passed unanimously the following, among other Resolutions :

"Resolved, That it is the right of the people, whenever they may deem it proper, to subscribe through their municipal and parochial corporations for the stock of Railroads calculated to advance their interests, and that the Legislatures of the different States ought by law to authorize their cities, parishes and counties to make such subscriptions when desired by the respective inhabitants."

As contrasted with subscriptions made by State loans, this plan is infinitely preferable. It may very well happen that while the contribution for a State loan is general throughout the State, the application of the fund may be very partial in its benefits, and controlled by prevailing influences in a manner utterly valueless to a large portion of the tax payers. Every person who parts with a dollar for any purpose beyond the expenses of administering government, should have a direct equivalent. We cannot expect unanimity in any case of taxation or appropriation; but by County subscription, based upon a popular vote, we are assured the investment is not without local interest to the tax payer who is to meet the liability. The tax payers who are to answer the debt, decide the question of undertaking the debt; and all the property which is to be enhanced in value by the improvement, is brought into fair and equal contribution. It is the only means by which the lands of absentees, and the unsold lands of the United States, so far as they may become private property before the bonds are discharged, can be made to bear its due proportion of the burthen.

The course is clearly a just one. In a recent discussion of the subject by a Journal devoted to Railroad matters, the subject is well presented in the following terms :

"Every person in a community living near a Railroad, is benefitted nearly in proportion to the amount of property he possesses. It is just, therefore, that the benefit and burden should correspond with each other. When a Railroad is built by individual contribution, a few make all the sacrifices, while the great mass reap all the benefit. Now it often happens that those who are the best able to contribute towards a Railroad, do the least. They have an abundance already, and the Road is not necessary to their abundance, or means of comfort or pleasure. They believe the Road must and will be built, whether they take hold or not, and that they can receive all the advantages to be derived from it, without being compelled to make any sacrifice, or incur any risk. The only way to make such men contribute to an enterprise, is to tax their property by the general voice of the community. When, therefore, an entire community are equally benefitted by a Railroad, the most equitable mode of raising the necessary means, is to make every person contribute according to the extent to which he is benefitted."

But in the present condition of the State, the occasion for such aids is unusually imperative. We have as yet but limited accumulations of money capital, but there is large value in landed and other property, which is unproductive for want of the very advantages that Railroads will afford. The plan offers a means by which this inactive capital may be developed into usefulness.

Every protection to the Counties, from being overburthened, is secured, by limiting the authority to works comprehended in this system, and by confining the subscription to half the cost of construction within their respective limits.

Nor is there danger of inconsiderate action. For, by requiring the Commissioners to levy an annual tax to meet the liability, the voters will duly reflect before assuming a burthen which is to bear at once upon their means.

Nor will the benefits be unworthy the sacrifice. The increased value of property consequent upon the improvement, will be more than the liability; and the stock received in lieu will, by its dividends and value, balance the bonds and interest as soon as the work is in useful operation. The very expense saved annually in transportation of the exports and imports of a County, would generally be more than the outlay for the interest of a subscription, even in cases where the maximum subscription allowed by the Act was made.

The Board believe that the adoption of the system they recommend, will result in the early construction of all the roads contemplated by it.

With the concurrence of the Committees on Internal Improvement of the two Houses of the General Assembly, the Board have prepared a Bill that will carry out the views they present, which bill has been examined and approved by the Attorney General, and which is respectfully submitted as a part of their report.

In conclusion, we recommend that the Board, being no longer necessary, if the proposed plan is adopted, be abolished as a Board, the State Engineer only being retained; and the Board take the occasion to express their high satisfaction with the manner in which this officer has discharged his duties, and as his labors will be much increased by the plan proposed, they doubt not that his continued usefulness will secure him a permanent public favor.

DAVID L. YULEE,
JAMES T. ARCHER,
RICHARD H. LONG.
A. S. BALDWIN,
JOHN C. PELOT.

Which was read, and on motion of Mr. Brinson, two hundred and fifty copies of said Message, and accompanying Report and Bill, were ordered to be printed.

On motion of Mr. Eppes, the order to print the above Message Report and Bill was re-considered.

On motion, the rule was waived, and the President introduced a Bill in relation to Internal Improvement, sent to the Senate by his Excellency the Governor.

Mr. Bird moved that seventy-five copies of said Bill, and five hundred copies of the Message and Report of the Board of Internal Improvement, be printed;

Upon which the yeas and nays were called for by Messrs. Myrick and Provence, and were:

Yeas—Mr. President, Messrs. Bird, Cone, Filor, Hawes, Long and Provence—7.

Nays—Messrs. Brinson, Eppes, Gillis, Hopkins, Myrick, Nicholson, Smith, Tracy and Wynn—9.

So said motion was lost.

Mr. Brinson moved that seventy-five copies of said Bill, and two hundred and fifty copies of the Message and Report of the Board of Internal Improvement, be printed;

Upon which the yeas and nays were called for by Messrs. Myrick and Provence, and were:

Yeas—Mr. President, Messrs. Bird, Brinson, Cone, Eppes, Filor, Hawes, Hopkins, Long, Nicholson, Provence, Smith, Tracy and Wynn—14.

Nays—Messrs. Gillis and Myrick—2.

So said motion was adopted.

Mr. Provence moved that a Committee of three be appointed to contract with a printer for printing the above order;

Which motion was lost.

House Bill to be entitled An Act for the relief of John Sapp, of Madison County;

Was read the first time, and ordered to be read a second time on to-morrow.

House Resolution requesting an order from the Secretary of War, to the Indian Agent in Florida, for the delivery of a negro man belonging to B. M. Dell, of Florida;

Was read the first time, and ordered to be read a second time on to-morrow.

House Resolution authorizing the Governor to compensate James D. Westcott for services in the Supreme Court of the United States, and for other purposes;

Was read the first time, the rule waived, read the second time, and on motion referred to the Committee on Federal Relations.

House amendment to Senate bill entitled An act to authorize William Webb to establish a Ferry across Escambia Bay;

Was read and concurred in by the Senate.

Ordered that the same be certified to the House of Representatives.

Engrossed bill to be entitled An act to authorize Samuel D. Howse of Marion County, to assume the management of his own estate;

Was read the third time, and upon the question of its passage, the vote was:

Yeas—Mr. President, Messrs. Bird, Cone, Eppes, Filor, Gillis, Long, Myrick, Nicholson and Tracy—10.

Nays—Messrs. Brinson, Hawes, Hopkins, Provence and Smith—5.

So said bill passed, title as stated.

Ordered that the same be certified to the House of Representatives.

Engrossed bill to be entitled An act to remove the obstructions to the navigation of the Suwannee River;

Was read the third time, and upon the question of its passage the vote was:

Yeas—Mr. President, Messrs. Bird, Brinson, Cone, Eppes, Filor, Hawes, Hopkins, Long, Myrick, Provence, Smith, Tracy and Wynn—14.

Nays—Mr. Gillis—1.

So said bill passed, title as stated.

Ordered that the same be certified to the House of Representatives.

A bill to be entitled An act explanatory of the several acts in relation to the migration of negroes or free persons of color into Key West;

Was read the first time and ordered for a second reading on to-morrow.

A bill to be entitled An act to create a State Librarian;

Was read the first time, and ordered for a second reading on to-morrow.

On motion, the Senate adjourned until to-morrow morning, 10 o'clock.

SATURDAY, December 23, 1854.

The Senate met pursuant to adjournment.

The Rev. Mr. Turner officiated as Chaplain.

On motion, the reading of the Journal was dispensed with.

The concurrence of the Senate in House amendment to Senate Bill entitled, An Act to authorize William Webb to establish a Ferry across the Escambia Bay;

Was transmitted to the House of Representatives.

The following Bills which had passed the Senate, were transmitted to the House of Representatives, viz:

A Bill to be entitled, An Act to authorize Samuel D. Howse, of Marion County, to assume the management of his own estate;