

History of the
SECRETARY OF THE
COMMONWEALTH,
THE PENNSYLVANIA DEPARTMENT OF
STATE
&
THE GREAT SEAL OF THE COMMONWEALTH



Edward G. Rendell
Governor

Pedro A. Cortés
Secretary of the Commonwealth

Department of State Senior Staff

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Table of Contents

The Secretary of the Commonwealth and The Department of State

Chapter I - Origins of the Office	4
Chapter II - Legal Foundations of the Secretary of the Commonwealth and The Department of State	16
Chapter III - The Administrative Code of 1929	22
Chapter IV - 1919-1929: Establishing the Bureau Structure	26
Chapter V- Today's Secretary of the Commonwealth and the Department of State	28
Appendix A: The Secretaries of the Commonwealth	45
Appendix B: Notable Secretaries of the Commonwealth	48
Appendix C: Great Seal of the Commonwealth of Pennsylvania	54
References	66
Citations to Statutes	68
Notes	69

Chapter I: Origins of the Office

In 1680 William Penn petitioned Charles II of England to grant him land in America in lieu of his father Admiral Sir William Penn's claim of sixteen thousand pounds, consisting to a great extent of money he earned while at sea. The request was for a "tract of land in America, lying north of Maryland, on the east bounded by the Delaware River, on the west limited as Maryland, and northward to extend as far as plantable."¹ On March 4, 1681, King Charles II affixed his signature on the Charter of Pennsylvania. Nearly a month after the signing of the Charter, on April 2, 1681, the King issued a declaration to the planters and inhabitants of the Province stating that William Penn was their absolute Proprietary, and had full jurisdiction over the necessities of government. Several days later, on April 8, William Penn, the Proprietary, issued the following proclamation to the inhabitants of Pennsylvania.

My Friends: I wish you all the happiness here and hereafter. These are to let you know that it hath pleased God, in his providence, to cast you within my lot and care. It is a business that, though I never undertook before, yet God hath given me an understanding of my duty, and an honest mind to do it uprightly. I hope you will not be troubled at your change, and the King's choice, for you are now fixed, at the mercy of no governor who comes to make his fortune great. You shall be governed by

laws of your own making, and live a free, and if you will, a sober and industrious people. I shall not usurp the right of any, or oppress his person. God has furnished me with a better resolution, and given me his grace to keep it. In short, whatever sober and free men can reasonably desire for the security and improvement of their happiness. I shall heartily comply with, and in five months resolve, if it please God, to see you. In the meantime, pray submit to the commands of my deputy, so far as they are consistent with the law, and pay him those dues that formerly you paid to the order of the Governor of New York, for my use and benefit; and so I beseech God to direct you in a way of righteousness, and therein prosper you and your children after you.

William Penn²

Perhaps the time given by William Penn of five months is the first political promise in the history of Pennsylvania. At any rate, it was not given in jest, it was a necessity. William Penn did not arrive in the New World until those five months had passed. As was his policy throughout much of his Proprietorship of Pennsylvania, William Penn retained the title of Governor in name only. The Deputy Governor, or later Lieutenant Governor, took care of the day-to-day functions of the Province. The Deputy referred to in the preceding proclamation was Captain William Markam, a cousin of William Penn. Markham's commission, dated April 10, 1681, contained the following instructions:

1. *To call a council, consisting of nine, he to preside.*
2. *To read his letter and the King's declaration to the inhabitants, and to take their acknowledgment of his authority and propriety.*
3. *To settle boundaries between Penn and his neighbors; to survey, set out, rent, or sell lands according to instructions given.*
4. *To erect courts, appoint sheriffs, justices of the peace etc.*
5. *To call to his aid any of the inhabitants, for the legal suppression of tumult etc.*³

Within this list of directions are the functions, albeit in very simple form, of all the current departments in the Commonwealth of Pennsylvania.

The first General Assembly of the province was convened on December 4, 1682, and was presided over by Penn. The session lasted four days and enacted three laws. The first was an act for the union of the Province and Territories; the second was an act of naturalization; the third was the great law or code of laws, embracing most of the laws of England, and several others suggested later. Penn's First Frame of Government set forth the only government to exist at the time that was not based ultimately on hereditary rule. That Penn really had the best interests of the people at heart is proven by this segment of the Preface to the First Frame of Government.

...to support power in reverence with the people, and to secure the people from the abuse of power; that they may be free by their just obedience, and the magistrates honourable for their just administration: for liberty without obedience is confusion, and obedience without liberty is slavery.⁴

Also contained in the First Frame of Government was a provision for the Provincial Council to be divided into four committees. These committees can be construed to be the first departments of the provincial government. Each had specific areas of concern, and each reported to, and was ultimately responsible to, the Proprietary. The committees were detailed in the thirteenth section of the first frame of government.

Thirteenth, *That for the better management of the powers and trust aforesaid, the Provincial Council shall from time to time divide itself into four distinct and proper committees, for the more easy administration of the affairs of the province...first, a committee of plantations, to situate and settle cities, ports, market towns and high-ways, and to hear and decide all suits and controversies relating to plantations. Secondly, a committee of justice and safety, to secure the peace of the province and punish the male-administration of those who subvert justice to the prejudice of the publick or private interest. Thirdly, a committee of trade and treasury, who shall regulate all trade and commerce according to the law, encourage manufacture and country growth, and defray the publick charge of the province. And fourthly, a committee of manners, educa-*

tion, and the arts, that all wicked and scandalous living may be prevented, and that youth may be successfully trained up in virtue and useful knowledge and ar^{ts}... ⁵

These four committees correspond to major departments currently operating in the Commonwealth of Pennsylvania. The first committee, roughly corresponding to the contemporary Department of State, was of extreme importance to the colonial government, especially considering William Penn's ongoing land dispute with Lord Baltimore over the boundary between Pennsylvania and Lord Baltimore's colony of Maryland.

Before leaving for England in 1684 to attend to the problems with Lord Baltimore, among other things, Penn wrote a second frame of government, which was adopted on April 2, 1683. Penn also saw to the election of the Provincial Council, a necessity for maintenance of executive power, before he left, thereby providing for the administration of the government in his absence. Among the many appointments Penn made before he left, Thomas Lloyd, a Quaker from Wales, was made President of the Provincial Council, and also the first Keeper of the Great Seal, a duty that today rests with the Secretary of the Commonwealth.

Perhaps the most important of the appointments Penn made before his departure was that of Secretary of the Province and territories. Captain William Markham's appointment to this post marked the first official appointment of a Secretary of the Province. Obviously, Markham's duties had always been done, but until Markham's appointment, no one was actually designated to do them. The historic date of Markham's commission is March 28, 1685, although his commission was retroactive to the date Penn left the Province. The following quotation is taken from a meeting of the Provincial Council, dated March 28, 1685. It details the final confirmation of William Markham as Secretary of the Province.

A letter from Proprietary Penn was read, authorizing the President & Provll Council to Constitute Capt. Wm. Markham Secretary of the Province & Territories, and also the Propors Secretary, and to make Voyd all other Commissions, if any be. . . In compliance with the Govrs Instructions, Ordered that a Commission be drawne to commissionate Capt. Wm. Markham, Secretary of the Province & Territories, and also Secretary to the Propor and Governor.⁶

Since Markham's time, the colony has become a commonwealth and the Office of the Secretary of the Commonwealth is now part of the Department of State. Markham's commission as the first Secretary

of the Province began a long line of distinguished public officials serving in succession to the present-day Secretary of the Commonwealth, Pedro A. Cortés.

When William Markham was promoted to Lieutenant Governor, Patrick Robinson became the second Secretary of the Province,⁷ but officially assuming a position in government was not a rapid process in colonial Pennsylvania. Communication between the colony and Great Britain was slow and mail was sometimes lost at sea. In practice, new appointees took office long before Penn could officially approve them. In the case of Patrick Robinson, fully two and a half years passed between the time of his appointment in 1695 and his actual commission on May 10, 1698.

The same time lag between the assumption of the office and the formal commissioning of the office occurred with the third Secretary of the Province, James Logan. Logan took over when Patrick Robinson left office in 1700, but was not officially declared Secretary until April 21, 1702. The following excerpt from the Provincial Minutes of 1722 both establishes the year Logan assumed the office from Robinson and indicates how inexact colonial record-keeping could be. Asked by the Provincial Council to clarify when he assumed

CHAPTER MDXXXII: AN ACT TO ENJOIN CERTAIN DUTIES ON THE SECRETARY OF THE COMMONWEALTH, AND FOR OTHER PURPOSES.

[Section I.] [Section I. P.L.] *Be it enacted by the Senate and House of Representatives of the Commonwealth of Pennsylvania, in General Assembly met, and it is hereby enacted by the authority of the same, That the following duties be enjoined by the Secretary of the Commonwealth, in addition to those provided in the constitution. First: He shall keep the Great and less seal of the state, and affix them, respectively, as the case may require, to all public instruments to which the attestation of the governor's signature now is or shall hereafter be required by law. Second: He shall collect and pay over to the state treasurer, quarterly, the fees usually collected by the secretary of the late supreme executive council. Third: All bonds and recognizances, which now are, or heretofore shall be, by law directed to be given to this commonwealth, for the faithful discharge of any office, commission or public trust, shall be taken by the Secretary in the name of the Commonwealth, for the uses in the same respectively expressed; the sureties therein to be approved by the governor, except in the cases of bonds and recognizances given by sheriffs and coroners and their sureties, which shall be in double the amount heretofore by law required, and the competency of the sureties shall be submitted to the justices of the courts of common pleas for their respective counties, or to any two or more of them, for that purpose convened for their approbation, which approbation, being confirmed by the governor; bonds or recognizances,*

*duties, together with the several particulars for which those several charges are made, in order that the same be laid before the next general assembly.*¹⁸

These laws provide evidence that the Department of State has been an integrated part of Pennsylvania government since the earliest years of the nation and that the Department has always reported to the Secretary of the Commonwealth. They also show that, from the very beginning, the Department of State has been responsible for a variety of different governmental tasks.

Chapter IV: 1919-1929: Establishing the Bureau Structure

Although the Department of State had been functioning since the early 1790s, the first organization of the Department occurred in 1919 with the passage of Pamphlet Law 6 (P.L. 6). This law divided the Department of the Secretary of the Commonwealth into six bureaus: the Executive Bureau, the Corporation Bureau, the Commission Bureau, the Election and Legislative Bureau, the Requisition and Warrant Bureau, and the Registration Bureau. Over time, the bureau structure of the Department has remained, but the bureaus themselves have been reorganized and redefined several times. ²²

The Administrative Code of 1923 (A.C 1923) abolished bureaus as defined in P.L. 6 and empowered the Secretary of the Commonwealth to establish any new bureaus or divisions that were deemed necessary. Incidentally, the same legislation changed the name of the Department from the Department of the Secretary of the Commonwealth to the Department of State. ²³

The Administrative Code of 1929 (A.C. 1929) once again redefined the organization of the executive branch of Pennsylvania's government, including the creation and organization of divisions and bureaus within individual agencies. ²⁴

Most of the functions performed by the bureaus outlined in the Administrative Code of 1929 are still performed by the Department of State. However, mergers and reorganizations over the years have brought about substantial changes. Today the Department of State includes: the Bureau of Charitable Organizations; the Bureau of Finance and Operations; the Bureau of Enforcement and Investigation; the Corporation Bureau; the Bureau of Professional and Occupational Affairs; the Bureau of Commissions, Elections, and Legislation; and the State Athletic Commission.

**Today's Secretary of the
Commonwealth &
Department of State**

under his signature.

All commissions, appointments, and proclamations issued by the Governor are countersigned and recorded by the Secretary of the Commonwealth. All search warrants, respites, pardons, remittances of fines and forfeitures, as well as commutations of sentences, are recorded by the Secretary of the Commonwealth. Upon request and payment of fees as fixed by law, the Secretary furnishes certificates of matters of public record in the Department.

Bureau of Commissions, Elections, and Legislation

Commissions- The Department issues commissions to all state officials elected by popular vote, including judges of the various courts, certain court officers, and district justices. Appointed officials such as departmental officers, trustees of state hospitals, state board members, commissioners of deeds, police officers, officers appointed by the Governor to fill vacancies in elective offices, etc., are commissioned upon written order from the Governor for a term fixed by law.

Notaries public are commissioned by the Secretary of the Commonwealth under Act No. 373, approved August 21, 1953, (P.L. 1323, as amended.)

Elections- The Secretary of the Commonwealth is the custodian of

Bureau of Professional and Occupations Affairs

The Bureau of Professional and Occupational Affairs was established in 1963 as part of the Department of State to provide administrative, logistical and legal support services to professional and occupational licensing boards and commissions.

Professional licensing protects the health, safety and welfare of the public from fraudulent and unethical practitioners. There are 27 licensing boards and commissions, each with their own statute governing their powers and functions. The boards and commissions also promulgate regulations to further govern their respective professions.

The boards and commissions are comprised of between seven and seventeen members, including professionals in those fields and public members who represent the public at large. Members are appointed by the Governor and confirmed by the Senate.

The Commissioner of the Bureau is a voting member of all boards and commissions under the Department's jurisdiction except the State Board of Certified Real Estate Appraisers and the Navigation Commission for the Delaware River and its Navigable Tributaries. Both of these are served by the Secretary of the Commonwealth or a designee.

The Department provides these boards and commissions with legal, technical and administrative support to conduct written practical licensure examinations; review and verify the education and experience of candidates for licensure; certify providers of education; receive and investigate public complaints; conduct periodic facility inspections; prosecute, adjudicate, fine and sanction violators; administer licensure programs, revise standards for licensure to keep pace with changes in the professions and advise the legislature on proposed statutory changes.

The licensing boards currently operating within the Bureau are:

- ◆ State Board of Accountancy
- ◆ State Architects Licensure Board
- ◆ State Board of Auctioneer Examiners
- ◆ State Board of Barber Examiners
- ◆ State Board of Certified Real Estate Appraisers
- ◆ State Board of Chiropractic
- ◆ State Board of Cosmetology
- ◆ State Board of Dentistry
- ◆ State Registration Board for Professional Engineers, Land Surveyors and Geologists
- ◆ State Board of Funeral Directors
- ◆ State Board of Landscape Architects
- ◆ State Board of Medicine
- ◆ State Board of Nursing
- ◆ State Board of Examiners of Nursing Home Administrators
- ◆ State Board of Occupational Therapy
- ◆ State Board of Optometry
- ◆ State Board of Osteopathic Medicine

- ◆ State Board of Pharmacy
- ◆ State Board of Physical Therapy
- ◆ State Board of Podiatry
- ◆ State Board of Psychology
- ◆ State Real Estate Commission
- ◆ State Board of Social Workers, Marriage and Family Therapists and Professional Counselors
- ◆ State Board of Speech-Language and Hearing Examiners
- ◆ State Board of Vehicle Manufacturers, Dealers and Salespersons
- ◆ State Board of Veterinary Medicine
- ◆ The Navigation Commission for the Delaware River and its Navigable Tributaries

The Bureau of Professional and Occupational Affairs created a state-of-the-art licensing system known as License PA. Unveiled in July 2001, License PA provides citizens with access to information on nearly 1 million business, health and real-estate professionals licensed in Pennsylvania and enables consumers, employers and licensed professionals to verify the licensure status of professionals and businesses regulated by the Department of State's boards and commissions. In July of 2002, License PA was expanded to allow online renewals for licensed professionals as their license expiration date occurred. Future enhancements to License PA will include applying for a new license online, requesting duplicate licenses, and automating continuing education data submissions from providers.

Corporation Bureau

Under the several corporation laws of the Commonwealth, every proceeding for the organization of corporations, both for profit and not-for-profit, and every ancillary transaction relating to such corporations including, but not limited to, amendment of articles, restatement of articles, merger or consolidation, division, change in principal office, change in share structure, increase or decrease in capital stock, conversion, dissolution or reorganization, and change in corporate officers, is under the jurisdiction of the Department of State and is required to be filed therein.

Those businesses registering with the Department include: for-profit business corporations, professional corporations, not-for-profit corporations, municipal authorities, limited partnerships, limited liability companies, limited liability partnerships, foreign corporations qualifying to do business in Pennsylvania, and individuals and corporations conducting business under an assumed or fictitious name.

Trademarks or service marks may be registered in the office of the Secretary of the Commonwealth. The Department is the central filing agency for secured transactions under the Uniform Commercial Code. Financing statements and subsequent ancillary transactions are recorded in the Department. The Corporation Bureau developed a searchable online database that allows the public easier access to many of the Bureau's records. The public can access information via the Department of State website regarding entities registered to do

The State Athletic Commission

The State Athletic Commission (SAC) is a departmental commission in the Department of State, which consists of three commissioners, appointed for terms of four years. The Secretary of the Commonwealth and the Chairman of the Medical Advisory Board sit as ex officio members. The Commission regulates athletic agents, professional and amateur boxing, kickboxing, and professional wrestling. There are offices in Harrisburg, Philadelphia, Pittsburgh, and Scranton. The Medical Advisory Board to the Commission consists of five members appointed by the Commission, with the chairman of the Board appointed by the Governor.

Overcoming the Obstacles

Bernard Hopkins of Philadelphia, Pennsylvania grew up on the mean streets of North Philly in 1965. In 1983, he went to prison for five years for a robbery conviction. Since then its been a path to greatness, with a few bumps.

In 1988, he made his professional boxing debut, losing a 4-round decision (small bump) ñbut then he put a 22 match win steak together that earned him a shot at the world title in 1993. He lost a 12-round decision (another small bump).

Since 1993, Bernard Hopkins has won 21 straight matches and, along the way, captured his first

world middleweight title crown in 1995. He has defended this title a world record-setting 15 times since 1995. The match that broke the record was held in Reading, Pennsylvania on February 2, 2002.

Mr. Hopkins has not lost a boxing match in over eight years. His current record stands at 40 wins, 2 losses. Just recently he was awarded the National Boxing Writers award for Boxer of the Year for 2001. He is currently rated the top boxer in the country, and has been happily married for the past 8 years and has a 3-year old daughter.

Bernard has served as a role model for many of the other Philadelphia boxers who may have gotten off to a *ibadî* start. Many of these young boxers have sought out the services and guidance of Bernard and he has been more than willing to show these young boxers how to stay focused and that great things can happen.

The Bureau of Enforcement and Investigation

By Executive Board Resolution, OR-96-190, dated July 24, 1996, the Law Enforcement Division of Bureau of Professional and Occupational Affairs was reorganized into the Bureau of Enforcement and Investigation.

The Bureau of Enforcement and Investigation (BEI), the law enforcement arm within the Department, provides regulatory investigative, inspection and enforcement services to: the Secretary of the Commonwealth; the Bureau of Professional and Occupational Affairs; the Bureau of Commissions, Elections and Legislation; Bureau of Charitable Organizations; and the State Athletic Commission. BEI is headquartered in Harrisburg and maintains four statewide regional offices located in Philadelphia, Pittsburgh, Harrisburg and Scranton. The Bureau employs a Director, a Deputy Director, an Operations Officer, Regional Directors, a Deputy Regional Director, Professional Conduct Investigators, Regulatory Enforcement Inspectors, Mortuary Inspectors, Pharmacy Inspectors and clerical staff.

The Bureau of Finance and Operations

The Bureau of Finance and Operations plans, organizes, directs and controls all activities and policies relative to the financial management, internal fiscal control, aspects of contracting and procurement, and reviews other related activities of the Department of State.

Financial functions under the Bureau's purview include preparing, monitoring, and administering the entire budget for the Department; arranging long-range fiscal and budget planning for 27 professional

licensing boards and commissions; organizing year-end reconciliation of program expenditures and earnings to determine the year-end budget; accumulating formal documentation and narrative/analytical justifications for state supplemental appropriations; and gathering formal documentation for official submission to the Legislative Appropriations Committees in order to defend, justify, and amplify the recommendations contained in the Governor's Executive Budget.

The Bureau of Finance and Operations is also responsible for purchasing and contracting for services, equipment and supplies for the Department.† The Bureau functions as purchasing coordinator and exercises control over the acquisition of supplies and services for the Department. It is responsible for awarding contracts to vendors including Requests for Proposal, Invitations to Bid, and Requests for Quotes.

Other administrative responsibilities include equipment maintenance, facilities management, stock room, automotive fleet, reproduction services, records management, and departmental mail services.

Appendix A:

Secretaries of the Commonwealth

<i>NAME</i>	<i>WHEN COMMISSIONED</i>
Joseph Shippen.....(under the old Government)	
Timothy Matlack.....	March 6, 1777
John Armstrong Jr.....	March 25, 1783
Charles Biddle.....	Oct. 23, 1787
Alexander James Dallas	Jan. 19, 1791
(resigned April 27, 1800)	
Thomas McKean Thompson	April 28, 1800
Nathaniel B. Boileau	Dec. 20, 1808
Thomas Sergeant.....	Dec. 1
(resigned July 6, 1818)	
Samuel D. Ingham	July 6, 1819
Andrew Gregg.....	Dec. 19, 1820
Molton C. Rogers.....	Dec. 16, 1823
(resigned Jan. 2, 1826)	
Isaac D. Barnard.....	Jan. 2, 1826
(resigned Nov. 28, 1827)	
Calvin Blythe.....	Jan. 2, 1826
Samuel McKean.....	Dec. 15, 1829
James Findlay.....	Dec. 17, 1833
Thomas H. Burrows	Dec. 15, 1835
Francis R. Shunk.....	Jan. 15, 1839
Anson V. Parsons.....	Jan. 22, 1842
(resigned Feb. 16, 1843)	
Charles McClure.....	Jan. 22, 1843
Jesse Miller.....	Jan. 21, 1845
Townesend Haines.....	July 29, 1818
Alexander L. Russell.....	Jan. 25, 1850
Francis W. Hughes.....	Jan. 21, 1852
(resigned March 14, 1853)	
Charles A. Black.....	March 14, 1853

Andrew G. Curtin.....	Jan. 17, 1855
William M. Heister.....	Jan. 20, 1858
Eli Slifer.....	Jan. 16, 1861
Francis Jordan.....	Jan.16,1867
Matthew S. Quay.....	Jan. 22, 1873
(resigned May 2, 1878)	
John Blair Linn.....	May 15, 1878
Matthew S. Quay.....	Jan. 30, 1879
(resigned Nov. 3, 1882)	
Francis Jordan.....	Nov. 4,1882
William S. Stenger.....	Jan. 17, 1883
Charles W. Stone.....	Jan. 18, 1887
(resigned Nov. 30, 1890)	
Jacob H. Longenecker.....	Dec. 1,1890
William F. Harrity.....	Jan. 20, 1891
Frank Reeder.....	Jan. 15,1895
(resigned Sept.8, 1897)	
David Martin.....	Sept. 11, 1897
(resigned Jan. 16, 1899)	
William W. Griest.....	Jan. 18, 1899
Frank M. Fuller.....	Jan. 21, 1903
(died July 10, 1905)	
Robert McAfee.....	July 27, 1905
Cyrus E. Woods.....	Jan. 19, 1915
(resigned July 20, 1921)	
Bernard J. Myers.....	July 20, 1921
(resigned Jan. 16, 1923)	
Clyde L. King.....	Jan. 16, 1923
(resigned Oct. 16, 1926)	
E. H. Conarroe.....	Oct.18,1926
Charles Johnson.....	Jan. 18, 1927
(resigned May 5, 1929)	
Robert R. Lewis.....	May 6, 1929
(resigned June 3, 1929)	
Robert R. Lewis.....	June 4, 1929
(resigned May 23, 1930)	
James Walker.....	May 24, 1930
Richard J. Beamish	Jan. 20, 1931
John J. Owen.....	Oct. 18, 1934
David L. Lawrence.....	Jan. 15, 1935
Miss S. M. R. OiHara.....	Jan. 17, 1939

C. M. Morrison.....	Jan. 20, 1943
(resigned Oct. 26, 1949)	
Gene D. Smith.....	May 31, 1950
James A. Finnegan.....	Jan.18,1955
(resigned Dec. 15, 1955)	
Henry E. Harner.....	Jan. 3,1956
(resigned Dec. 28, 1956)	
James A. Finnegan.....	Dec. 28, 1956
(died March 26, 1958)	
John S. Rice.....	June 9, 1958
(resigned March 31, 1961)	
E. James Trimarchi Jr.....	April 10, 1961
George I. Bloom.....	Jan. 14, 1963
Jerry Rich (Acting).....	May 3, 1965
W. Stuart Helm.....	June 23, 1965
Craig Truax.....	Jan. 17, 1967
Joseph J. Kelley Jr.....	Jan. 1, 1968
C. DeLores Tucker.....	Jan. 25,1971
James D. Golden (Acting).....	Sept. 21, 1977
Barton A. Fields.....	Oct.25, 1977
Barton A. Fields (Acting).....	Jan. 16, 1979
Ethel D. Allen D.O.....	Feb. 13,1979
William R. Davis.....	Nov. 27, 1979
(resigned March 19, 1983)	
Richard E. Anderson (Acting).....	Sept. 27, 1985
Robert A. Gleason Jr.....	Dec. 11, 1985
James J. Haggerty.....	Jan. 20, 1987
Christopher A. Lewis.....	Sept. 11, 1989
Robert N. Grant (Acting).....	Aug. 10, 1991
Brenda K. Mitchell.....	Nov. 7, 1991
Robert N. Grant.....	Apr. 18, 1994
Yvette Kane.....	Jan. 17, 1995
Kim Pizzingrilli.....	Mar. 23, 1999
C. Michael Weaver.....	June 25, 2002
Benjamin Ramos (Acting).....	January 21, 2003
Pedro A. CortÈs.....	May 13, 2003

Appendix B:

Notable Secretaries of the Commonwealth

Matthew S. Quay (1873-1878 and 1879-1882)

Matthew Stanley Quay served two separate terms as Secretary of the Commonwealth (1873-1878 and 1879-1882). A true public servant, Quay began his career in the military. As a colonel of the 134th Pennsylvania regiment, he was awarded the Congressional Medal of Honor for his courageous service. After leaving the army in 1862, Quay was elected to the first of four terms in the state legislature. A noted political boss, Quay was appointed as chairman (1888) of the Republican National Committee and played a leading role in Benjamin Harrison's presidential election. He served (1887-1899) in the U.S. Senate, but serious charges of venality prevented his reelection in 1898. Later, however, a jury found him innocent of all charges and Quay was re-elected in 1901.

David L. Lawrence
(1934-1939)

David Lawrence was appointed Secretary of the Commonwealth in 1934. Also in 1934, Lawrence became chairman of the Democratic Party in Pennsylvania, a post he held until 1945. Between 1945 and his death in 1966, Lawrence was at the forefront of Democratic politics in Pennsylvania. In 1945, he was elected Mayor of Pittsburgh for the first of a record four consecutive times. During his tenure as Mayor, Lawrence was instrumental in helping create action groups to eliminate the smog in Pittsburgh, and the development of a new medical center and a new airport. In 1957, he was nationally recognized when *Fortune* magazine named him one of the nine outstanding mayors in the United States. Lawrence used his growing popularity and success as a springboard to become Pennsylvania's first Catholic governor in 1959.

Sophia M. R. O'Hara
(1939-1943)

Sophia M.R. O'Hara was appointed as the first female Secretary of the Commonwealth in 1939. She served during the administration of Governor Arthur H. James. Prior to becoming Secretary of the Commonwealth, O'Hara was the vice chairman of the Republican State

Committee and a delegate at-large from Pennsylvania to the Republican National Convention.

James A. Finnegan
(January 1955 ñ December 1955 and 1956-1958)

James Finnegan was sworn in as Secretary of the Commonwealth on January 18, 1955 under Governor George M. Leader. He resigned from this position in December 1955 to assume the duties of campaign manager for former Illinois Governor Adlai E. Stevenson's presidential campaign. Mr. Finnegan was reappointed Secretary of the Commonwealth by Governor Leader on December 28, 1956. He served in this capacity until his untimely death at the age of 52 on March 26, 1958. He is credited with the motto, "Good government is good politics." Today, the James A. Finnegan Fellowship Foundation provides Pennsylvania's college students with internships in state government.

George I. Bloom
(1963-1965)

George I. Bloom was appointed Secretary of the Commonwealth in 1963 by Governor William Scranton. Following his tenure as Secretary, Bloom became a Commissioner of the Public Utility Commission (PUC) of Pennsylvania and later rose to Chairman of the PUC.

During his long tenure in public service, Bloom also served as Chairman of the Republican Party in Pennsylvania. The Republican Headquarters in Harrisburg bears his name.

C. Delores Tucker **(1971-1977)**

Dr. C. Delores Tucker served as the Secretary of the Commonwealth between 1971 and 1977. She was the first African-American woman in the United States to serve as a Secretary of State. During her term, Dr. Tucker instituted the first Commission on the Status of Women in Pennsylvania, led the effort to change Pennsylvania's voting age from 21 to 18, and was responsible for the Governor's appointment of more women and African-Americans to boards, commissions, and judgeships.

After her tenure as Secretary of the Commonwealth, Tucker became nationally known for her battle to censor explicit lyrics in rap music. As a result of her work, *People* magazine selected her as one of the 25 most intriguing people in 1996. She currently serves as chair of the National Political Congress of Black Women.

Pedro A. CortÈs
(2003-Present)

Pedro A. CortÈs is serving as the first Hispanic Secretary of the Commonwealth. Nationally, he is the first Puerto Rican Secretary of State to serve outside the Commonwealth of Puerto Rico. He was appointed by Governor Edward G. Rendell on April 2, 2003 and was unanimously confirmed by the Senate on May 13, 2003. Prior to his appointment, Secretary CortÈs served as the Executive Director of the Governorís Advisory Commission on Latino Affairs. As Executive Director, he made recommendations to the Governor and the administration on policies, procedures and legislation that enhanced the status of the Latino community in Pennsylvania.

Francis R. Shunk and **Andrew G. Curtin** (in addition to David L. Lawrence) later became Governors of Pennsylvania. After serving as Secretary of the Commonwealth between 1839 and 1842, Shunk became Governor in 1845 (serving until 1848). Curtin served as Secretary of the Commonwealth from 1855 to 1858 and began a six-year term as Governor in 1861.

Appendix C:

The Great Seal

Symbols play an important role in all of our lives. One of the most significant symbols in the history of the Commonwealth of Pennsylvania is the Great Seal. Though currently residing with the Secretary of the Commonwealth in the Department of State, the Great Seal has a rich and varied history, dating from March 4, 1681 at the Charter signing between King Charles II of England to William Penn. From this date the Great Seal has traversed over 300 years, numerous changes in appearance and use, and a revolution. The seal we have today is certainly not the same seal that existed in 1681; however, the idea of using a seal to legitimize all official documents originated in that year.

Prior to the Revolutionary War, there were three types of seals in use in Pennsylvania. These were the Great Seal, the Lesser Seal, and the Seal at Arms. The Provincial Great Seal was composed of the arms of the Penn family (a shield crossed horizontally by a fess or band, bearing three torteaux or biscuit, and the motto *Mercy, Justice*), with the shield and motto surrounded by the words, *William Penn, Proprietor and Governor of Pennsylvania* .¹ The counterseal displayed

three radiating ears of Indian corn within a circumferential band bearing the words: 'Truth, Peace, Love and Plenty,' surrounded by another band of olive branches. The Lesser Seal was exactly the same as the Great Seal, only reduced, and having no counterseal.²⁶ Very little is known about the Seal at Arms. It appears to have varied from administration to administration according to the fancy of the governor.

With the advent of the Revolutionary War, and the ensuing change in the governmental structure of Pennsylvania, the instability of the provincial seals came to an end. The Seal at Arms, the most unstable of the three provincial seals, disappeared entirely. As a footnote, the Seal at Arms reappeared to a certain extent in 1777, on currency issued in the Commonwealth of Pennsylvania with a Coat of Arms printed on each bill.²⁷ The Coat of Arms, though it cannot be changed as easily as the Seal at Arms, seems to have been used for similar purposes; namely, any place where the Great Seal could not appear. Aside from early currency, the Coat of Arms currently is used to decorate stationary, t-shirts, posters, and other promotional items. Like the Seal at Arms, the Coat of Arms has a certain degree of flexibility in appearance also as shown by the numerous changes it has undergone over the years.

The Great Seal has not always been in possession of the Secretary of the Commonwealth and was never held by the Provincial Secretary. Prior to 1776, there was an office called, 'Keeper of the Great Seal.' This office originated on October 27, 1683 and was first held by Thomas Lloyd.²⁸ Lloyd took his duties quite seriously, and twice refused to affix the Provincial Great Seal due to personal disputes with certain officials (notably Governor Blackwell, a non-Quaker Governor appointed by Penn), effectively bringing the provincial government to a standstill. Those following Lloyd as Keeper of the Great Seal were noticeably more sedate in pursuing their obligations.

Following the Revolutionary War, the first mention of the Great Seal is contained in the Constitution of 1776. Section 16 of that document provided for a seal of the General Assembly to be affixed to all bills as soon as they were enacted and used for another purpose. This seal was given the title 'seal of the laws of Pennsylvania.' Later in the same document, Section 21, another provision was contained which provided for a state seal, to be used on all commissions, under the authority of the freemen of the Commonwealth of Pennsylvania, and kept by the Supreme Executive Council.²⁹ Neither of these seals were the Great Seal, though together they fulfilled all the duties of the current seal.

It was not until 1790 that the Great Seal was given official recognition. Although the Constitution of the same year contained no provision for a state seal, Article 6, Section 4, recognized its existence and the first bill passed under the new constitution itemized its uses.

*Be it enacted therefore... the Great Seal, lately in custody of the Supreme Executive Council, is hereby constituted the State Seal, and shall be affixed to all patents, proclamations, and other public rolls, commissions and papers of State, which require the Great Seal of the Commonwealth, and to which the same has heretofore been usually applied.*³⁰

This law connects the state seal, from the constitution of 1776 to be used for commissions, with the Great Seal since it was the only seal in custody of the Supreme Executive Council. The Great Seal did not remain in possession of the Supreme Executive Council for long after it was constituted. On March 12, 1791, a bill was passed enumerating the duties of the Secretary of the Commonwealth. Possession of the Great and Less Seals were contained in the first duty assigned to the secretary, along with the responsibility to, affix them, respectively, to all public instruments to which the attestation of the governor's signature now is or shall hereafter be required by law.³¹ The General Assembly maintained possession of their seal, and used

it for their own purposes, however it no longer was the official seal used to authenticate all enrolled bills. It must be understood that there was a distinction between the two seals. The one given to the Secretary of the Commonwealth, and originally held by the Supreme Executive Council, was the Great Seal, the other was simply the seal of the General Assembly.

The design of the original Great Seal of the Commonwealth of Pennsylvania, which has not changed much over the years, was mainly composed of the seals of the three original counties of Pennsylvania, Chester, Philadelphia, and Bucks. This hypothesis holds true for the first two counties, however it varies in reference to Bucks County. Each county in provincial Pennsylvania had its own seal, consisting of a distinguishing crest of the particular county mounted upon the Penn family coat of arms. The plough found in the Great Seal was taken from the Chester county seal, since Chester was an area of lush farmlands. Similarly, Philadelphia, a leading port in the colonial period, as well as the early years of the United States, was represented on its seal and the Great Seal by a ship at full sail.

The sheaf of wheat found at the bottom of the Great Seal however, was not taken from the seal of Bucks county. The Bucks county seal

was emblazoned with a fig tree. Most likely, the sheaf of wheat comes from the seal of Sussex, one of the original counties of Delaware but which was also a part of Pennsylvania during the Provincial period. Since the seal of the city of Philadelphia also contained a sheaf of wheat, another theory attaches the wheat sheaves found on the Great Seal to Philadelphia. At any rate, whether the Great Seal was designed with the crests of the various counties in mind or not, each of the symbols, and the colors used for these symbols, found upon it represent something about Pennsylvania which the Commonwealth's founding fathers held dear.

Heraldic tinctures and devices have been used to symbolize various adjectives, which groups of all kinds, including states, wish to be known for. Those used in the Great Seal are no different. The gold border of the Great Seal signifies faith and constancy. The eagle, mounted atop the crest of the seal, represents the sovereignty of Pennsylvania within the United States. The deep red color of the eagle is a sign of the charity and magnanimity which Pennsylvania tries to show towards all people, and the white tip of the eagle is symbolic of the hope and purity instilled in all Pennsylvanians. The ship, found at the top of the shield, is colored black and white to signify wisdom, coming from the past, and anticipation, looking toward the future. The

sea below the ship is colored a deep azure to symbolize justice, embodied in our legal codes, and loyalty, a virtue aspired to by Pennsylvanians of all eras and ages. A ruddy plough, in the center of the shield is a symbol of generosity and devotion, and the golden base signifies the honor and integrity one hopes to find in our governmental structure. In addition, the plough points downward to the subterranean resources of the Commonwealth, not only the crops, vegetation, trees, orchards and domestic animals, but also the vast mineral deposits held by the state. The three sheaves of wheat at the bottom of the shield represent the constancy of the people of Pennsylvania, and the abundance of her harvests. The wheat is housed in an emerald environment symbolizing the gentleness and courtesy exhibited by the inhabitants.³³ All of these things together equal Pennsylvania, as it was in 1681, 1776, and still is today. It is fitting that they should be preserved upon the Great Seal of the Commonwealth of Pennsylvania.

The Counterseal, or reverse side of the Great Seal, is equally significant and meaningful in its use of heraldic devices. The focus of attention is a woman, who represents Liberty, bearing a wand in her left hand surrounded by a Liberty Cap, and a drawn sword in her right hand. She is pictured trampling a lion, who is Tyranny personi-

fied. The inscription is 'Both Can't Survive.'³⁴

This design, which is basically what exists today, continued to authenticate documents for three decades. At which point the seal became so worn that it was not making a legible impression. On July 1, 1809 the Executive Council enacted legislation providing for a new die to be cut, and a description of this die to be written up since there was no description in existence. Also, the same day in the Executive Council, the Secretary of the Commonwealth was given the authorization to procure the renewal of the Great Seal, and record the requested description in his office.³⁵ In 1809, a series of changes to the Great Seal led to the confusion about the authenticity of the seals on various documents of that period. This confusion continued until 1893, when a new die was cut, in the exact form of the original seal, except the rising eagle was kept. In 1809, the scrollwork around the edges of the seal was elaborated upon and the eagle crest was added. The major change was the direction the ship, the plough, and inscription faced, which was changed from right-to-left, to left-to-right.³⁶ There is no recorded reason for this change. Perhaps those involved found it more readable or aesthetically pleasing. The 1809 Great Seal persisted for forty years. In 1854, Governor Bigler introduced a modification of similar design displaying a broader shield. The year 1868 brought

another modification, this time the addition of scrollwork at the bottom, and a circumferential band.³⁷

As mentioned earlier, it was not until 1893 that the design for the Great Seal was stabilized. The wreath or festoon at the top of the shield was eliminated and, most importantly, the ship, plough, and inscription once again faced right to left.

The Great Seal continues to reside in the Secretary of the Commonwealth's office and authenticates official documents, as it has since 1791. Any seal found on anything but an official document is either not the Great Seal, or a misuse of the seal.

The Great Seal of the Commonwealth of Pennsylvania

**The Great Seal of
the Commonwealth of Pennsylvania
(reverse side)**



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Notes

- ¹ William Penn's Petition to Charles II, 1680.
- ² Proclamation of William Penn to People Living in Pa, April 8, 1681.
- ³ William Markham's Commission, Deputy Governor, April 10, 1681.
- ⁴ First Frame of Government. Preface. Final Paragraph.
- ⁵ First Frame of Government, Section 13.
- ⁶ *Minutes of the Provincial Council of Pennsylvania*, Vol. 1, first series (Philadelphia: Severns & Co. 1852) March 28, 1685, p. 142.
- ⁷ *Minutes of the Provincial Council of Pennsylvania*, Vol. I, p. 488
- ⁸ *Minutes of the Provincial Council of Pennsylvania*, Vol. 11, p. 66.
- ⁹ Minutes of the Provincial Council of Pennsylvania, Vol. III, First Series, (Philadelphia: Severns & Co., 1852), p. 159.
- ¹⁰ Minutes of the Provincial Council of Pennsylvania, Vol. III, p. 252.
- ¹¹ Minutes of the Provincial Council of Pennsylvania, Vol. III.
- ¹² *Minutes of the Provincial Council of Pennsylvania*, Vol. IV, p. 639.
- ¹³ *Minutes of the Provincial Council of Pennsylvania*, Vol. VIII, first series (Harrisburg, PA: Theophilus Fenn & Co., 1832), p. 671.
- ¹⁴ Commonwealth of Pennsylvania, *Constitution of 1790*, Art. II, Sec. 15.
- ¹⁵ *The Statutes at Large of Pennsylvania From 1682-1801*, Chapter MDXXX (Harrisburg, PA: Harrisburg Publishing Co., State Printer, 1909), pp. 18-20.
- ¹⁶ *The Statutes at Large of Pennsylvania from 1682-1801*, Chapter MDCXLVII, p. 329.
- ¹⁷ *The Statutes at Large of Pennsylvania from 1682-1801*, Sec. 1.
- ¹⁸ *The Statutes at Large of Pennsylvania from 1682-1801*.
- ¹⁹ *Purdon's Pennsylvania Statutes Annotated*, Title 71 § 731, p. 437.
- ²⁰ *Purdon's Pennsylvania Statutes Annotated*, Title 71 § 271, p. 189.
- ²¹ *Purdon's Pennsylvania Statutes Annotated*, Title 71 § 271, p. 189.
- ²² *Laws of the General Assembly of the Commonwealth of Pennsylvania*, Session 1919 (Harrisburg, PA: J. L. Kuhn, Printer to the Commonwealth), Sec. 1, p. 6.
- ²³ *Purdon's Pennsylvania Statutes Annotated*, Title 71 § 111, (Philadelphia: George T. Bisel Co. 1962), pp. 7, 8.
- ²⁴ *Purdon's Pennsylvania Statutes Annotated*, Title 71.
- ²⁵ *The Pennsylvania Manual, 2001, Vol. 115*. Harrisburg, PA: Department of General Services, 2001.
- ²⁶ *Commonwealth of Pennsylvania 1902, Official Document, The Seal and Coat of Arms of the Commonwealth of Pennsylvania* (Harrisburg, Pa.: Wm. Stanley Ray, State Printer, 1903), pp. 165-166.
- ²⁷ *1902 Official Document*, p. 167.

- ²⁸ Henry P. Miller, compiler, *Smullis Legislative Handbook and Manual 1919*, (Harrisburg, Pa.: J. L. L. Kuhn Printer to the Commonwealth 1919), p. 964.
- ²⁹ *Commonwealth of Pennsylvania, Constitution of 1776*, Articles 16, 21.
- ³⁰ *Commonwealth of Pennsylvania, Constitution of 1776*, Articles 16, 21.
- ³¹ *The Statutes at Large of Pennsylvania from 1682 to 1801* (Harrisburg, Pa.: Harrisburg Publishing Co., State Printer, 1909), p. 19.
- ³² *1902 Official Document*, pp. 169-170.
- ³³ *1902 Official Document*, pp. 180-181
- ³⁴ *1902 Official Document*, p. 170.
- ³⁵ *Minutes of the Supreme Executive Council*, July 1, 1809.
- ³⁶ *1902 Official Document*, p. 172.
- ³⁷ *1902 Official Document*.

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