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BIENNIAL MESSAGE

OF

BUREN R. SHERMAN,

GOVERNOR OF THE STATE OF IOWA,

TO THE

TWENTY-FIRST GENERAL ASSEMBLY.

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BIENNIAL MESSAGE.

GENTLEMEN OF THE SENATE AND HOUSE OF REPRESENTATIVES:

The condition of the State in all its departments, viewed from whatever standpoint, is gratifying. Notwithstanding the fact that at the close of the last fiscal term, the total of outstanding warrants, less the cash on hand in the State treasury, reached the large sum of \$618,372.19, it does not show the indebtedness, for from that amount must be deducted the State funds held by the county treasurers at that date, viz: \$176,522.77, leaving the real balance at \$441,849.42. Two causes may be cited in full explanation thereof. First, the extraordinary appropriations of the last General Assembly were unusually large—exceeding any previous legislation. These were for needed uses, in the enlargement and improvement of our public charitable institutions, already insufficient in capacity to satisfy the necessities of the State; a fact universally conceded, and also for the early completion of the capitol. And, secondly, the last year being the first under the semi-annual tax system, and the provisions of that act having been so generally taken advantage of by the people, the receipts to the treasury were thereby decreased—comprising but the first payment of the levy for 1884. I think it safe to say, that even with the increased appropriations, had the old tax method been available, the unredeemed warrants would have been very small in volume. The deficit therefore is of temporary character, which will nearly disappear with the present year. The large expenditures made should not be the subject of unfavorable comment, for through them the State has made provision for the care of its unfortunates in a manner in keeping with the spirit of the civilization in which we live, and of which every citizen may well be proud. That the future will witness a reasonable maintenance of the high rank now held by the State in these respects, I do not doubt. For a detailed exhibit of the receipts

and disbursements of the revenue, and the general condition of the business of the State, you are referred to the very able report of the

AUDITOR OF STATE,

which will repay your careful examination. That office is justly regarded as one of the most important in our system, having in especial charge the finances of the State: and therefore the views of the officer, especially if he be a man of ripe experience in legislative and executive State concern, are worthy of serious consideration. That the present report emanates from such a source will be conceded by even casual inspection, and I commend it to your study. The previous long service of Mr. Cattell in this office, during the most critical period of our history, admirably qualifies him to the faithful discharge of the duties of the position, and renders the report especially valuable. I concur, generally, in his views relative to our financial condition, and as a whole, endorse his recommendations. In respect to the valuation of the different kinds of property for taxation, various opinions obtain, but all agree that there is no equality, either as between individuals or communities, nor under existing laws, can it be expected. The equalizations provided for, however honestly made, are neither just nor equitable, and the result is, taxation is not fairly equal, even as it effects real estate; but when attention is directed to personalty, the most glaring inequalities are manifest, examples of which are mentioned in the report. The Auditor suggests equalization of live stock as well as real estate, but I do not believe it can be successfully made, for the reason, that while it may be possible as between individuals, or townships of the same county, it must be conceded that the State board could not have that intelligent knowledge of all the counties of the State, necessary to proper equalization of such values. If the expenses of the State government could be so adjusted that each county might assess itself without regard to valuations in those adjoining, a happy result would be attained. This can be secured in the adoption of either the following methods, which would be quite as equitable as our present practice. First, by dividing the State expenses among the counties in proportion to the population, the rate per capita to be determined by the Executive Council, and certified to the counties, and the aggregate amount to become an absolute charge thereto. Second, by levying a tax directly upon the railroad property as assessed by the Executive Council, which

rate should not exceed the average tax levies throughout the State for the preceding year, and requiring the same to be paid into the State treasury. By either plan the present mode of levying State tax would be wholly abandoned, and all discriminations and inequalities in attempted equalization as between counties, which causes so much of dissatisfaction, be forgotten, and each county be independent in management of its own affairs.

In connection with this general subject of the taxation of property, I ask your attention to the matter of exemptions therefrom. It is well known that leased Agricultural College lands are non-taxable, and in consequence large tracts, leased for a long term of years, and upon which valuable improvements have been made, escape contribution to the public treasury. I cannot see why this should continue, and suggest that some plan be adopted, whereby such investments should pay their proportionate share of the general expense. Again, under the present law, as generally interpreted, all church property, of whatever nature, is exempt from tax payment—and in this matter I am satisfied great injustice is done. It is well enough to exempt church buildings actually used as such—but when it is sought to include the palatial residences of pastors, which are often the most valuable in the district, and yet impose all taxes upon the poor man's cabin, I think it is carrying the matter altogether too far.

The new law permitting the

SEMI-ANNUAL PAYMENT OF TAXES

has met with most gratifying success, and has already established itself in the confidence of the people. It is not only a convenience to the great majority of the taxpayers, but it is found to be beneficial in that it permits the circulation of large amounts of money which would otherwise be locked up in bank vaults, or other like depositories. Naturally enough, and as was expected, some annoyance has resulted to the revenues on account of this change in tax payments; but all these will soon adjust themselves, and the friction of this first year of the system speedily disappear. Although less than one sixth of the taxpayers take advantage of the permission to pay their whole taxes at date of the first installment, I recommend that feature of the law be not disturbed. The small amount of tax sales made the past year being very much less than for a long period of years, is indubitable evidence that the new law has proven itself valuable, and is popular with the people.

THE TREASURY.

The monetary transactions of the State are fully shown in the clear and concise report of the Treasurer of State. The receipts for the term from all sources, inclusive of the balances at the beginning, aggregate the sum of \$2,905,867.94. The disbursements have been \$2,599,967.04, leaving balances for the new business of \$305,900.90, which agrees with the accounts reported on the books of the Auditor. Included in this balance was \$147,151.94 belonging to general revenue, the most of which was held for redemption of \$100,000.00 of interest bearing warrants which the Treasurer had "called" for payment. The business exceeded that of the preceding term by nearly a half million dollars. I concur in the suggestion that the "coupon" fund be consolidated with the general revenue, and that payment therefrom be authorized for any coupons hereafter presented. I see no necessity for longer continuing this as a separate account.

THE OFFICE OF AUDITOR OF STATE.

At the election of 1884 Hon. J. L. Brown was re-elected to the office of Auditor of State. The general law required that a re-elected officer shall qualify anew by producing and fully accounting for all public funds or property in his control under color of his office, and prohibits the approval of his official bond until he has made such accounting, which fact must be endorsed upon the bond before its approval. Mr. Brown refusing to make this accounting as was plainly his legal duty, his bond was not approved, and therefore he was not allowed to retain possession of the office. The office was temporarily filled by the appointment of Hon. Jonathan W. Cattell thereto, who duly qualified. At the general election of 1885 there was no person elected to said office, and I therefore again appointed Mr. Cattell Auditor of State, who has duly qualified in the manner required by the law, and will hold the same until the next general election.

INSURANCE.

I earnestly renew the suggestion in my former message for the establishment of a separate bureau for the supervision of the banks and insurance companies. Recommendations of like character have been made by every incumbent of the Auditor's office for the last twelve

years, and I think the time has now arrived when it should not longer be delayed. The business has now become of such vast proportions that it will require the constant care of a competent superintendent, with a sufficient force of clerks to insure promptness in the dispatch of this important business. Let this officer be appointed by the Governor, with the approval of the Senate, but removable for cause at any time, with the consent of the executive council. This is the plan now generally adopted in the several States, and has proven satisfactory. All banks incorporated under the laws of the State, and all firms or individuals advertising a banking business, should be required to report, and be subject to examination by this officer, in order to the protection of the public whose confidence they solicit. The law regulating the admission of foreign insurance companies should be so amended that every such company shall be required to incorporate under the laws of this State, before licensed to do business herein. There is no good reason why privileges should be extended them which are denied to our own people. Therefore make them fully amenable to our laws, and triable in our own courts, the same as in the cases of home companies, and our own citizens. I think this a matter of grave importance. The law authorizing examination of companies clearly needs amendment so far as respects charges for such services, and I suggest that the itemized bill of expenses therefor shall not only receive endorsement of the officer in control as now provided, but shall also be submitted to the approval of the executive council, and when so approved, the companies shall be held to payment, or, on refusal, shall be suspended. I strongly urge early action in these regards. I think this too, a matter of grave importance.

The business done by the State banks and private bankers aggregates many millions of dollars, thus affecting almost every citizen.

STATE TRUSTEES.

I respectfully renew the suggestion made in a former message, that provision be made for a State Board of Trustees, who shall have advisory control of all our public institutions of a penal or charitable character. It is the only way by which uniformity in management can be secured. Such a board carefully selected from the best business talent in the State, would not only be of immediate advantage to the institutions themselves, but, without local prejudices, would be wise counsel to the General Assembly in advising the necessary ap-

appropriations. I am satisfied the expense of the Board would be as nothing compared to the benefits resulting to the State. By far the larger proportion of all our State taxes are used for the support and improvement of these institutions, and, while I would not be understood as finding fault with their present management, I yet believe it could be improved upon as above indicated. Let the members, three or five in number, be appointed by the Governor, subject to the approval of the Senate, and I am confident the result would be a substantial and economical betterment over our present methods. It must be remembered that expenses of this character will necessarily advance as the State grows older and increases in population, and I am thoroughly satisfied that such a board, reasonably compensated so that its members could afford to devote their entire service to the State, would save to us very largely in the expenditures necessary for these purposes.

In connection with the subject, I again call attention to the necessity for the appointment of an officer who shall have general charge of the erection and repairs of public buildings. Every session of the Legislature witnesses large appropriations to those ends, which are committed to men, the majority of whom are not practical builders, and therefore liable to be imposed upon, both as regards the price and the character of the work. I deem it a matter of highest importance that all such expenditures be under practical supervision. The capitol in which you are now assembled is an enduring monument to the sagacity and business ability of the commissioners, which has received the merited encomiums of all, strangers and citizens, who have examined it. An experienced superintendent for general State purposes, would be invaluable. He should be a member of the Board of Trustees, and thus equipped, with a skilled superintendent and business associates, the Board would accomplish a great and needed work, and the State be sure to receive a real *quid pro quo* for all its expenditures. As regards the ordinary expenses of the several institutions, should the local board or the local authorities refuse the suggestions of the State trustees respecting the management thereof, then an appeal to the Governor, the whole subject can be submitted, and his decision be final. Should my suggestions as above be adopted, I see no necessity for continuing the present visiting committee to the hospitals, for the duties thereof would practically follow to the trustees above provided for. I very earnestly urge your favorable con-

sideration hereof, believing the best interests of the State demand these betterments.

EDUCATIONAL.

The report of the Superintendent of Public Instruction is a full presentation of the educational interests of the State, and indeed a library of useful knowledge relating to this most important subject.

Every Iowan feels an intense personal interest in our public schools, and a just pride in our school system, which has placed the State in the highest position in the educational pyramid—and to them this able and comprehensive report will be most welcome. From the long practical experience of the Superintendent in the work, both as teacher and supervisor, his views upon the various divisions of the general subject will be of great value, and I commend them to your consideration. In my message of two years ago, I called attention to the necessity of furnishing the people with text books at less cost, and argued in favor of the State becoming its own editor and publisher, and thus saving to the people at least half the present expense of school books. The proposition was a novel one, and being such a radical change from all our previous experience, the General Assembly was not ready for its adoption. That idea, however, has been the subject of discussion at almost every fire side—and I am glad to see that the Superintendent has devoted so much space in his valuable report to this question. His argument in favor of free school books to the children, to be furnished by taxation, the same as fuel is supplied, is an able presentation of the subject, and will engage universal attention. I do not insist upon my own theories, although I am of opinion it was a practical solution of the matter, and would effectively and effectually protect the people from the oppressions of book publishers' combinations; the object sought is to lessen the expenses in this particular, and if the method so strongly advanced by the Superintendent is the better plan I hope it will be adopted. I also concur in the views of the Superintendent relative to extending the official term of sub-directors. This is an important office, and I know of no reason for difference in term between the sub-director of a township and an independent district. I trust you will make amendment to the law in this respect.

In order to an understanding of the work accomplished in respect to the much discussed transportation question, I refer you to the report of

THE RAILROAD COMMISSIONERS,

and bespeak for it a careful, unprejudiced examination. It will be seen that various questions, involving almost every phase of the general subject have been submitted to the determination of this Commission, and each has received intelligent consideration. Many of these have been of vital importance, the natural result of a great and increasing business amounting to many millions of money and directly affecting the personal rights and privileges of every class and condition of the people. Yet the decisions have been characterized by legal and business soundness which have at once commanded respect and acquiescence. Although not originally favorable to the Commission, yet in view of the good accomplished in the way of the speedy settlement of disputes and the great saving of costs to disputants, I am forced to the conclusion that the Commission is grounded in wise statesmanship. It is a court, readily and inexpensively accessible to every citizen, and so long as conducted in correct principle, merits the confidence of the people. There is no question, it is stronger in that confidence than ever before, and notwithstanding some objections to its usefulness, which for the most part are directly traceable to a few men who are disappointed aspirants for the Commissionership, and have never had any business transactions with railroad companies beyond the purchase of a personal passage ticket, I believe the people generally are favorable to this method of arbitration, which as has been seen, is prompt and comparatively costless. I note however, a disposition, which I am persuaded is really shared by but few, to change the manner of selection of Commissioners, and make the office elective. This would be unwise because of the reasons following, either of which, in my judgment, is a valid objection. First, It would make the Commission completely partisan in character, which should be avoided. Second, There would be much greater danger of the elevation to these important positions of mere place hunters whose only qualifications rest in political cunning, than is now possible. It does not follow, merely because a man is loud in denunciation of corporations and all forms of capital, and vehement in assertion that the people are not respected, and their rights trampled, that therefore he is a safe leader, or fit to be entrusted with grave official responsibilities—such clap-trap is often resorted to, and too often succeeds. But a stronger objection is found in the fact—Third, That such a change would inevitably result in driving the

railroad question actively into the politics of the State, primarily in the selection of Commissioners, but ultimately through all the ramifications of State politics. I believe this proposition is fraught with serious evil in various ways, and I trust will not command your approval.

PUBLIC CHARITIES.

The general subject of public charities, and the best methods for the State to discharge its obligations to its unfortunate classes, and also to aid the reformation of the viciously inclined, are matters which are attracting very earnest attention throughout the country, and, I am glad to believe, with beneficial results. As has been observed, the number of these dependent ones is constantly increasing, and so rapidly as to be really alarming; thus rendering the consideration of these questions a necessity to the well being of the State. It is gratifying to know that able, public spirited men and women are devoting their time and means to an unselfish and practical investigation of the general subject, with a view to the better information of the people. Certainly there can be no nobler ambition than that which prompts man to the betterment of his fellows; and if in the discussions which I trust will follow these few suggestions, a more general interest be aroused, I am confident of good results. The last session of the National Conference was held in Washington in June, 1885, to which I commissioned several of our citizens as delegates, all of whom proved their zeal by personal attendance, although with no hope of pecuniary recompense.

For particular information relative to the work of the Conference, and the general subject of public charities, I submit herewith the interesting and instructive report of Jennie McCowen, A. M., M. D., of Davenport, who is the secretary for Iowa, and solicit your careful perusal.

In this connection I call attention to the report of the Iowa Prisoners' Aid Association, which is presented you. The Twentieth General Assembly appropriated \$2,000 in aid of this society, an exhibit of the expenditure of which is appended hereto. The association generally and its officers especially, is made up of men and women who are earnest and zealous in this laudable work, and from my personal knowledge of the purposes thereof, and the good already accomplished, I believe it merits the encouragement of the

State, and therefore do not hesitate to urge further appropriations thereto.

THE ORPHANS' HOME.

With more than ordinary pleasure do I submit the report of the management and condition of the Orphans' Home, which is most gratifying. With an average monthly attendance of 247 children of both sexes, and varying from two to sixteen years of age, the average being nine and one half years, and of course liable to all the ills which usually afflict those of such tender years, the health report is a remarkable showing, for only two deaths have occurred in two years, one of which was from hereditary consumption, and the other from membranous croup, with which the child was suffering when admitted to the Home. I cordially join with the health officer, Dr. W. F. Peck, in his warm tribute to the faithful efficiency of Superintendent and Mrs. Pierce; for from my personal visitations there and careful scrutiny of the management of this institution, I am confident it has few equals and no superiors anywhere in the country. It is a real gratification to visit the Iowa Orphans' Home.

The improvements ordered by the last General Assembly have been made, and as I think, the funds judiciously expended. Nothing has been attempted in order to 'make a show,' but on the contrary, the trustees have been actuated but for the one purpose, *i. e.*, making everything connected with the Home of practical utility. An inventory of the buildings, new and old, is included in the report, thus giving the reader a clear idea of the general situation. As was predicted, when the home was opened to orphans other than those of soldiers the number of admissions rapidly increased, and to such an extent that additional buildings must be provided—and it is an expenditure which the entire State will cordially approve. If we can protect these little innocents, and lead them through virtuous and industrious paths to a noble womanhood, and to man's best estate, the result will richly compensate the effort. I have examined the situation relative to the improvements suggested, and cordially approve them as of real necessity. They are not fancy ideas. In the aggregate these additions amount to \$66,250, which can be divided and a part be payable next year. With these helps the usefulness of the Home will be greatly increased. In this connection I cannot forbear expressing the conviction that the law should prohibit the sending of children to any county poor house, or asylum. The only proper

place for orphan children should be the Orphans' Home. There they can be comfortably cared for, taught habits of industry, protected from evil influences, acquire an education sufficient for the ordinary business of life and thus they in turn be conditioned to help on the beneficent work which has saved themselves. The Iowa Orphans' Home is indeed a treasure, and I know I but voice the real sentiment of the people when I commend its management, and bid it "God's speed in its noble work."

THE PENITENTIARIES.

I am glad to be able to assure you that the penitentiaries of the State are in excellent condition, both in discipline and results, and also in the general health of the men. There never has been a time in the history of the State when so much could be said in commendation of the prison management, as during the past two years. The officers have been indefatigable. The prison at Fort Madison is the only one wherein the labor of the convicts is sold, and the returns are more than sufficient to pay the expenses in general support of the Prison, the average price per day being forty-seven cents. The contracts, however, do not include all the convicts, having a daily average for the biennial period of but 290, while the daily average of convicts has been 392. The surplus embraces those employed in State work, and the sick and disabled. The average cost per convict for all the prison expenses, inclusive of salaries, but exclusive of permanent improvements, has been forty-four cents per day, a showing which speaks volumes in praise of the economic administration of Warden Crosley and his able assistants. I must add, too, that the convicts are well fed and clothed, a matter to which I have paid particular attention on my official visitations, which have always been without previous notice to the prison authorities. The warden asks for but slight extra appropriations, in which I concur from a knowledge of the facts, and recommend the same. The report for that prison is brief and clear, but describes fully the situation. During the term the Warden has paid the sum of \$18,479.14 from savings from the general support fund, and surplus earnings, into the State Treasury, to which he has added \$2,900 paid over since the date of his report, a total sum of \$21,379.14.

The work in the construction of the

ADDITIONAL PENITENTIARY

at Anamosa has been prosecuted with vigor, and we now hope to see the early completion of this prison, which, when done, will be really a model prison. As is well known the work of construction has been almost wholly performed by convict labor, but it will favorably compare with that of any other of our public buildings, the capitol alone excepted. The Warden estimates that \$75,000 more will be needed to complete the buildings, including those for the use of the insane convicts, and the female department, and also \$9,500 for a tank-house and pump, and an iron fence as shown in the report. The duties of the Warden have now become so exacting in the general management of the prison, that I think he should have an assistant in the work of construction, and I recommend that provision be made for the appointment of a superintendent for that purpose. When the building designated for the insane is finished, I recommend that all the insane convicts now in the State Hospital be transferred thereto. The female convicts are all at this prison, those previously at Ft. Madison having been sent hither by my order. The total number in confinement at both prisons, at the close of the term, June 30, 1885, was 667, an increase of sixty in two years. The whole number on December 31, 1885, was divided as follows, viz., Ft. Madison, 406; Anamosa, 300; total, 706.

PARDONS.

In a separate document, I beg leave to report the several cases wherein the pardoning power has been exercised during the last two years. It will be observed, that with very few exceptions, the period of imprisonment has been but slightly reduced, and that in every instance the pardon has been conditioned upon future good behavior. I have found this practice has had most salutary effect. The fear of possible return to the cell as a certain consequence to bad conduct, is a powerful incentive to correct deportment, and I am pleased to record the fact, that in but a single instance have I heard of a falling among those released during the past two years—and in that case, the offense was committed without the State, and the offender has kept himself beyond the reach of my warrant for his re-imprisonment. Of the whole number of pardons granted, ninety-seven were from the penitentiaries, fourteen from county jails and city lock-ups, and two from the industrial schools, and five were suspensions of sen-

tence. In the examination of these cases I have consulted freely with the trial judges and district attorneys, who have promptly and cheerfully answered my enquiries, and in almost every case, they have joined in recommending clemency. I have also sought other reliable evidence, and been as patient and thorough in the investigations as possible—and looking back over the entire list, I do not recall a case, which upon the facts as certified to me, was not properly decided. The number of applications was very great, involving much labor in their examination, in order that justice be done. My regret is that in two of the cases, where the parties died before the pardon actually reached them, I did not act more promptly and save them from death in a felon's cell—but I was not aware of their very dangerous condition.

The cases of the following named persons convicted of murder in the first degree, but who petition for pardon, are submitted for your examination, viz.: Annie Taylor, Clinton county; William Slowery, Clinton county; Fountain W. George, Polk county.

The proper notices thereof have been duly published as required by the law, and the papers may be found on file in the Executive Office.

THE TEMPERANCE QUESTION.

Notwithstanding the adverse opinions and unfriendly criticisms indulged in by its opponents, there is no doubt the

PROHIBITORY LIQUOR LAW

has been reasonably successful. That the principle of the law is still dominant with the people must be conceded, for while not in direct issue at the late election, it was attempted to be made so by the saloon interest, and by delusive argument and false statement sought to be brought into contempt; but the scheme failed, and the people remained firm in the determination that Prohibition must continue the order of the State. I am aware the law is violated in very many of our cities, but this argues nothing for its repeal—the same may be said as regards the law against burglary, and other graver crimes, yet none desire their modification. Whatever failure has attended it, is largely due to the apathy of its original champions, who, while stentorian in demand for its enactment, have been noticeably quiet in aiding its enforcement. They have said: "It is now the law, and let the public officers see to it"; many of the self elected legal lu-

minaries refusing to prosecute for violations, for fear they might lose a client, or unless a generous fee was paid or secured. Penal statutes are never self enforcing, but must depend upon individual effort, as well as a quickened and approving public conscience. It will not do to say that the procurers of a law have sole responsibility for its success, although they should be active in this respect. Whatever the law, it belongs to all alike. Singularly enough, the law for the suppression of the liquor traffic has had to contend not only against the vigorous onslaught of its enemies, but as well the apologies of its hypocritical friends, whose cowardly acts have really been more deadly in character. And yet, struggling with all these elements, the law has sustained itself. I am persuaded there is less of liquor drinking in Iowa than previously—less of suffering resultant from the traffic—less of crime, which outgrows its sale and use, and therefore more of public and private good—all this should stimulate its better enforcement. After quite thorough and patient investigation, I am satisfied the law is very generally observed throughout the State, and has more of intelligent public endorsement than when enacted two years ago. It must be continued therefore, and as far as reasonably possible, made more rigorous.

I call your particular attention to the "boot-leg" vending indulged in in some localities, which is the meanest of practices. There can be no possible defense to this kind of selling, and I trust its punishment will be severe, as its cowardice and villainy deserves. The suggestion has been variously made, that in order to more certainly enforce the law, the police authorities of city and county should have appointment direct from the Governor, instead of as now provided. A proper reflection will satisfy you of the impracticability of such proposition. A better plan would be to make it the special duty of all peace officers to file informations whenever they had reasonable cause to believe the law was being violated; and to further provide that all fines when collected shall be divided equally between the informer and the school fund, and that a reasonable fee for the benefit of the prosecuting attorney, be taxed as a part of the costs. I also recommend amendment to the law permitting sales of liquors for mechanical, medicinal, culinary and sacramental purposes, so that the purchaser must sign a written application, stating particularly the purpose for which he needs the same, and if for illness, the disability from which he is suffering; which application shall be filed by the druggist, and be subject to examination by any magis-

trate, the county attorney and grand jury, and that a false statement shall be punishable as for a forgery. The law should further provide that any peace officer failing in his duties herein, may be presented therefor to the district court, by information by the county attorney, and on conviction it should operate as a removal from office. With these additional remedies and penalties, new vigor would be given the law, which would have beneficial result.

THE JUDICIARY.

I have received very many suggestions relative to increasing the efficiency of our judiciary, and in decreasing the expenses to litigants and people, and also ensuring the more prompt administration of the law. This subject has engrossed much of public attention during the past few years, and certainly merits grave consideration. The administration of the law in punishment of offenders, and the settlement of civil causes, should be made as prompt and inexpensive as possible. To this end, I have favored a constitutional convention, in order that this important matter might be more thoroughly discussed, and from every standpoint, and believe it the wise method; for aside from the judicial embarrassments, various other subjects of great importance, need public consideration. In the absence of such provision, I suggest the following, by way of improvement our present system: That the circuit courts be abolished, and the number of district courts increased, either by creation of new districts, or the addition of a sufficient number of judges, that the business thereof may be disposed of without delay. To amend the law, and make the trial jury consist of six persons instead of twelve, and that the jury list for each term comprise twelve jurors, instead of as now required. The present law permits the defendant in criminal causes to have twice the number of peremptory challenges to the jury than is allowed the State. I don't believe this is in furtherance of justice and recommend it be made the same to each party. I am decidedly of opinion, that when a manifestly incompetent or improper man is summoned on the jury the court should have power to excuse him, on its own motion. This authority should be extended to grand, as well as petit jurors. As I understand the law, the State must also furnish the defendant a list of the witnesses for the prosecution, together with an abstract of the evidence to be introduced. No such requirement is made as to the defendant, and it seems to me that the State

is placed at great disadvantage thereby. I cannot see why this should be continued.

A county court should be established, which should have jurisdiction in all civil cases when the amount involved does not exceed five hundred dollars, and exclusive jurisdiction in all probate matters.

It should have cognizance also of all alleged misdemeanors, and all appeals, civil and criminal, from justice courts. There should be four terms of this court each year, two of which should be attended by a petit jury. The probate business of the State is very large and important, and in the nature of things needs prompt attention. The above well provides for its despatch.

It will be necessary also, for you to define the duties and fix the responsibilities of the new county attorney. Aside from his duties before the grand jury, and in prosecuting indictments found, he should have general control of all criminal actions in the county. I believe he should also be empowered to commence prosecutions for misdemeanors, by information officially filed with the clerk, who should immediately issue a warrant thereon. This would save the expense of a preliminary examination before a magistrate. Whether or not private individuals should be authorized to begin prosecutions for violations of the law, without written authority from the county attorney, unless a bond be given for the preliminary costs, I submit for your decision. Undoubtedly a large proportion of criminal actions are commenced for revenge, and personal malice, with no thought for public good. If such a provision as above was required it would certainly reduce the criminal expenses of the county, and if the county attorney was a proper officer, would make more certain, rather than hinder, the punishment of offenders. The proper compensation of county attorneys is also a matter of importance. I incline to the opinion, that a reasonable salary should be fixed, and that in addition, he should be allowed a per centum of all fines and forfeitures actually collected, the minimum of salary to be fixed by law, proportionate to the population of the county, and the per centum of fines determined by the board of supervisors.

I believe, if some such amendments were made to our code, it would result in large saving to the people, both as tax-payers and litigants.

THE INSANE.

The last two years have witnessed a marked betterment of the public situation, relative to the care of the insane, both as regards the capacity of the hospitals, and the facilities for their proper care—and I am glad in the fact that the per centage of recoveries is increasing in proportion as these facilities are extended. It thus appears therefore that the humane efforts in their behalf have been crowned with success which is cause for general congratulation. Although the capacity of the hospitals is not yet sufficient, the number of insane, resident in the State, not having the advantage of proper hospital care being variously estimated from 1,500 to 1,800, we are making progress in that direction and I trust the day is not far distant when all this most unfortunate class of our fellow beings can have the treatment which common justice requires. With the increase of population follows additions to the number of insane, and correspondingly the duty of the State in their behalf—and it is a duty from which we cannot shrink. The report of the trustees and the Superintendent of

THE MT PLEASANT HOSPITAL

is a very full statement of the condition at that hospital, which I can fully endorse from the standpoint of personal knowledge. The trustees give personal attention to their duties, and the Superintendent, Dr. H. A. Gilman, a most accomplished gentleman, and a physician of large experience in the care of the insane, have worked together in successful management of this institution, until it ranks the highest. The administration has been one of complete success.

The appropriation for an additional wing for the accommodation of male patients has been expended, and the old wards relieved their crowded condition, which has already resulted to permanent benefit of the patients. The number assigned to each ward is less than before, and as a consequence the proportion of real cures has advanced. The male patients are in better condition, physical and mental, than ever before, and the chances of recovery have largely increased. This wing is much better constructed than the original buildings—a fact fully attesting the vigilant care of the Superintendent, Dr. Gilman, under whose immediate supervision the work was done. Special attention has been given to secure proper ventilation, and as well security against fire, and altogether the work is very

complete. I am very much pleased with the results. In the construction, Dr. Gilman has utilized quite largely the better class of the male patients, which has contributed to lessen the cost of the work, which may be truly said to have been one of exceptional economy, and for which he deserves special thanks. He has proven himself of rare executive ability.

The trustees now desire that a corresponding improvement be made for the female patients. It is a fact that these wards are crowded to greatest capacity, and the necessity for enlargement is pressing. I have looked into this matter very carefully, and do not hesitate to recommend the appropriation for this purpose; it is absolutely needed. With that addition, the original design will have been fully completed and the Hospital at Mt. Pleasant properly equipped.

The same is substantially true of

THE INDEPENDENCE HOSPITAL

which has been doing a noble work. The number of insane under treatment has increased during the biennial period from 580 to 694, and as a consequence the Hospital is now crowded. The trustees recommend appropriations in the sum of \$53,200 for the various purposes set out in their report, in the most of which I cordially concur, as being really necessary to the Hospital, and should be furnished them. I concur also in the suggestions of the trustees of both hospitals, that the expenses of the visiting committee should not be charged to the Hospital fund, but payable from the State treasury. The State is fortunate indeed in the management of its hospitals, which challenge the admiration of all who are acquainted therewith. As will be seen by careful examination of the reports, the mortality has been remarkably low, and the general health of the patients been excellent, while the recoveries have been proportionately greater than ever before. I invite your special attention to both reports, and commend them for their clear and comprehensive showing. No one can help being convinced the necessities which compass these institutions, and I trust the amounts asked will be promptly granted them.

THE STATE UNIVERSITY.

The people of the State have always evinced a considerable degree of interest in the success of the State University, which of late years

has amounted to quite an enthusiasm. This is but the natural result of better acquaintance with the work of the institution, which to say the least, is a matter of pride to those who have been responsible for its management. There is no mistake the Iowa State University has attained exalted rank among the higher educational institutions of the country, and may be safely compared to that in any other of the States. The University in all its departments, literary, scientific, law, and medical, has been a powerful agency in the direction of general public education, by direct influence of its numerous graduates who are settled in all parts of the State, and therefore merits a continuance of the public confidence. In order to yet further enlargement of its usefulness, the regents desire increase of its endowment fund, so that in the near future no special appropriations need be necessary for its support: and at a late meeting the board determined to recommend the levy of a special tax, not exceeding one-eighth of a mill annually, until such time as the fund thus created would yield an income sufficient for the purposes of the University.

I am of opinion that if the State intends to maintain such an institution at all, it should be done in a manner creditable to the dignity of the State, and inasmuch as the sum asked is indeed moderate, I favor its allowance. The regents also desire an appropriation of \$22,000 to pay off present deficiencies, and \$20,000 to meet the current expenses for the fiscal year, and also \$25,000 with which to build a clinical amphitheater and for the equipment of the dental department—a total of \$67,000. With these sums the regents believe it will not be necessary to again solicit special appropriations, but that with the future permanent revenues the University will be able to support itself and accomplish its expected work.

THE BENEDICT HOME.

The Twentieth General Assembly appropriated five thousand dollars for the enlargement and support of a Reformatory for fallen women, which had been established at the capital through the efforts of the christian women of the State. The money has been expended under the general approval of the Executive Council, and I think wisely, in furtherance of the objects of the Home, which are fully set out in the report of the trustees, which I now submit. I have also been at some pains to learn the facts relative to this institution, with a view to your information; and I take pleasure in expressing the con-

violation that it is accomplishing a grand and necessary work in the reformation of those who are more "sinned against than sinning," which deserves the encouragement of the State. The results so far have certainly been gratifying. The ladies who are responsible for the management of this Home are well known as among the noblest in the State, who are devoting themselves to its maintenance, and that, too, without pecuniary reward. I commend their desires to your favorable consideration, and recommend the small sum asked for improvements, together with an annual appropriation of five thousand dollars be granted them. The State can well afford such donation.

THE COLLEGE FOR THE BLIND.

An examination of the reports relating to the College for the Blind shows a marked improvement in its condition. One hundred and ninety-seven pupils have been enrolled during the biennial period—an increase of fifty-six over the previous term—of which one hundred and fifty-one remained at the close of the term, June 10, 1885. The personnel of the pupils is constantly changing, for at graduation in either of the departments, they permanently retire from the Institution. There were eight graduates for the term, and their scholarship was superior. It is a matter of continuing surprise to me, that out of the many hundreds blind people in the State so few seek the advantages offered at this College. The admissions for the two years were seventy-three, of which number fifty-seven were under the age of twenty years. The new pupils for the previous period were but fifty. The health of the pupils has been excellent. None have died, and no cases of serious illness have been reported. The trustees and faculty are encouraged, therefore, to still further enlargement of the work of the College; for, with better attendance, which could easily be secured, and to which vigorous effort ought to be made throughout the State, especially for those under the age of twenty years, its usefulness would be more apparent. I commend to your careful study the interesting report of Superintendent McCune, which details the purposes and work of the College. No like institution in the United States makes a more satisfactory exhibit, and this College merits, as it has ever received, the warm encouragement of the people of the State.

The trustees direct your attention to some needed repairs and improvements, and after a personal investigation into the condition of

things there, I earnestly indorse their statement. There can be no doubt the wooden stairways should all be removed and iron ones substituted. This should be done in all public institutions, especially where, as in this College, the inmates are blind, and thus denied the principal assistance necessary in case of accident. The methods of escape should be made as indestructible as possible.

I have also noticed that the only means of lighting the building is by common kerosene lamps, which are not only clumsy but extremely dangerous. Everything of this character should be removed from such an institution and the whole made as absolutely safe as possible. With few exceptions, all the occupants of this College are blind people, and therefore the necessity of greater care in all their surroundings. Should an accident occur, by fire or otherwise, whereby lives were lost, the State could hardly excuse itself for its neglect in these important particulars. I earnestly recommend the appropriations asked by the trustees in the needed repairs mentioned, but also for furnishing electric lights throughout the building.

To recapitulate, viz:

Repairs to roof and floors	\$ 18,200
For two additional cisterns	600
For boiler and fixtures	1,800
For general repairs	3,000
For beds and bedding	2,000
For library	1,000

The work being accomplished at

THE INSTITUTION FOR THE DEAF AND DUMB

merits commendation. The pupils are making rapid progress in their studies, which is the best evidence of the devotion and labor of their teachers, and altogether, both to pupils and teachers, great praise is due for the zeal manifested. The purposes for which the institution was founded have been fully observed on the part of the trustees, who, by constant and particular care, have succeeded in making the Iowa School one of the best in the Union. The general health of the pupils has been excellent, and at the date of my last inspection, a few weeks ago, there was not a case of serious illness, out of a total attendance of two hundred and sixty—a fact which speaks loudly the care being exercised by the officers in charge.

The special appropriations made by the Twentieth General Assem-

bly have been expended for their specific purposes, as shown in the report of the trustees. The new buildings are well adapted to the uses intended, and through them the comforts and possibilities of the school vastly increased.

The appropriations now asked at your hands are all needed, and should be made cheerfully; especially do I urge the appropriations for a new kitchen and additional shop room. The present kitchen is in the basement of the principal building, in which also are the offices and reception rooms and all the sleeping apartments. It is impossible to shut out from the main and upper stories the kitchen odors, which are often quite offensive, and, therefore, for sanitary and prudential reasons there is necessity for immediate removal.

I also mention an appropriation for new heating boilers, which I think are of urgent necessity. The main building is entirely dependent upon two small boilers for the heat furnished it, which taxes their utmost capacity. Should any accident happen either, it would be impossible to sufficiently warm the building. I think there should be two other boilers furnished for reserve purposes. The expense for suitable ones, all ready for use, will not exceed two thousand dollars, and I earnestly recommend it.

THE FEEBLE-MINDED INSTITUTION.

I am much pleased with the report of the trustees and superintendent of this institution. Necessity exists for further appropriations, which are set out in detail in these reports, and from a personal examination of the situation I am of opinion should be granted. This is one of the cares of the State, which is destined to grow in interest and importance, and appeals strongly to our sense of duty. It relates to a class of people who need the most earnest sympathy of the public, and while our efforts in their behalf should not be extravagant, let it never be said we withheld that which is necessary to their comfort. The work being accomplished in the way of the mental improvement of the inmates is patent to every observer, and is very gratifying. The discipline at the institution is all that could be expected, and the reasonable rules enforced for its government reflect credit to all concerned. The superintendent and his corps of assistants are enthusiastically devoted to their work, and I strongly commend them their pains-taking labors. At the date of the report, July 1st last, there were applications on file for admissions of new

pupils to the number of one hundred and forty-five, which could not be granted because of want of room. The subsequent applications received are thirty-four, making an aggregate of one hundred and seventy-nine which must await the completion of the buildings now in process of construction. When these are done, and they are of immediate need, the capacity of the institution will be greatly increased, and it will enter upon a career of usefulness alike creditable to the State and its efficient management. I regard it as one of the best conducted of our public institutions.

THE INDUSTRIAL SCHOOLS.

As was expected would follow the enlargement of the industrial schools, there has been an increased attendance of children—the whole number in both departments being three hundred and ninety at the date of the report, June 30, 1885, an increase of sixty-six during the term. The report of the trustees shows the improvements which have been made, all of which, so far as I have been able to judge, are of substantial and creditable character. The discipline has been maintained, and that without resort to extreme measures, the general health has been excellent, and altogether, these schools are in prime condition. Some additional funds are needed to further the general purposes for which the schools are established, which are fully set out in the report, which I trust will receive your careful attention. I am persuaded these schools are really accomplishing a good work in the reformation of those committed thereto; and while there are some exceptions which may end in permanent failure, yet on the whole, judging from results already known, the investment is a paying one, and deserves the fostering care of the State. If even a bare majority are reclaimed to virtuous and industrious lives we should be encouraged to persevere in the work.

While the system of moderate manual labor pursued at these schools, especially that on the farm connected with the boys' department at Eldora, is a valuable adjunct to proper discipline and physical betterment, I am decidedly of the opinion that the chief attention should be given to proper mental development, so that when discharge occurs, those going out may be able to secure ready and remunerative employment, and not liable through ignorance and discouragement of being easily led astray; and I am glad to believe the officers and trustees attach high importance to this subject. The

children should be taught equally with others who have the advantages of our free public schools. It tends to their protection in the future, and altogether promises best returns for the labor bestowed.

THE NEW HOSPITAL FOR THE INSANE

at Clarinda is progressing as rapidly as the most anxious could wish, and already a considerable portion is under roof. The site is as beautiful as can be found in the State; and being susceptible of perfect drainage, and having abundant water supply at little cost, and the whole tract of five hundred and thirteen acres being of richest quality of soil, it makes up one of the choicest spots imaginable. The buildings themselves are of approved modern designs, being the cottage system as ordered by the General Assembly, and in their solidity and taste evidence the care and skill both of architect and commissioners. In order to the early use of a portion of the hospital, I earnestly recommend the appropriations suggested in the report of the commissioners, and especially that for the erection of the kitchens and laundry, which are indispensable.

The Commission consists of Messrs. George B. Van Saun, of Black Hawk county; E. J. Hartshorn, of Palo Alto county, and J. D. M. Hamilton, of Lee county, appointed from among the best and experienced men in the State, who are in my judgment doing a work which will bear most critical inspection. I respectfully ask your examination of their report, which fully exhibits the plans and progress made.

I submit, with great satisfaction, the report of the

VISITING COMMITTEE TO THE INSANE HOSPITALS.

It is a fine tribute to the good and humane management of our Hospitals, which will be appreciated by the people of the State. The committee is made up of Dr. S. B. Olney of Fort Dodge, Mrs. L. S. Kincaid of Muscatine, and L. C. Mechem, Esq., of Centerville, who have been diligent in the discharge of their responsible duties. I commend their views to your serious consideration.

That the number of insane is constantly and rapidly increasing, is a fact which needs no special proofs to your conviction. The State has a solemn duty in this regard, not merely to the protection of the public, but as well to the amelioration of the condition of those thus afflicted, and any reasonable expenditure necessary to these ends will

receive the cordial approval of the people. Whether or not the time has yet come for the establishment of an additional hospital in the northwestern part of the State is a question for the General Assembly to decide. For myself, I incline to the opinion that an early completion of the Clarinda Hospital will suffice for several years yet to come.

The suggestion of the committee, that a fund should be placed at disposal of the hospital authorities, for the special purpose of returning to their own States the non-resident patients who are sometimes purposely shipped here, meets my earnest approval.

The first report of the

BUREAU OF LABOR STATISTICS

is submitted to your consideration, and will repay critical examination. That it is complete in its every detail will be apparent to the most casual observer. The Bureau was largely an experiment, having been established by your immediate predecessors, but in its brief existence has proven its value to the people and established itself as quite a necessity to the government, in order to a clearer understanding of the public situation and needs. There has been a very general demand for the report, which is as complimentary to the Bureau, as evincing the desire of the people for better information touching the labor question. That the value of such knowledge is widely appreciated, is found in the fact that Congress has established such a Bureau for the Federal Government, and fourteen of the States, besides our own, already have them in successful operation. At the late National Convention there was a full attendance of the commissioners, and the proceedings were of the most interesting character. The discussions took a wide range, and the papers submitted, devoid of cheap clap-trap, evidence a degree of care in preparation which will have beneficial influence throughout the country. We need to make better provision for the necessary expense of this Bureau if we would not cripple its usefulness. The last General Assembly appropriated no definite sum beyond the salary of the commissioner, and necessarily investigations have been curtailed, and the results so far only what he has been able to accomplish by individual effort. An allowance should be made for clerical help, the same as with other officers, and for other necessary expenditures incident to the work. With such assistance, and with such a vast field for research opened before

him, the permanent value of this department will be thoroughly demonstrated.

THE COAL MINES.

The mining interest, which engages so many thousands of our people, and which has become of vast importance, merits the considerate attention of the law making power, to the end that whatever is necessary to insure safety to the operatives shall not be overlooked. The number of mines is largely more than at any previous time, while the employes have increased in even greater ratio—and comprising those of both sexes, minors as well as adults, very properly engrosses much of public concern. The peculiar nature of the business—the danger to life, and limb, and health, which constantly envelops those engaged, compels most careful study to its proper understanding; and any facts relative to the general subject are eagerly sought. I am glad to refer you to the report of the State Inspector, which contains detailed information relative to the magnitude of this interest, which will be appreciated. It has now become of such proportions that no single individual can give it that thorough supervision its importance demands, and therefore, after full investigation the general situation, I am convinced that additional inspectors must be appointed. I recommend the State be divided into three inspection districts, with an independent inspector resident in each district who shall be appointed by the Governor subject to the confirmation of the Senate—and each of whom shall biennially report to him. I also recommend, that each inspector shall be required to quarterly personally inspect every mine in his district, and oftener if ordered by the Governor; and whenever his suggestions as to ventilations and escapes are not observed, then on appeal to the Governor, the Attorney General shall be directed to compel compliance. Each inspector should also be required to report monthly to the Commissioner of Labor Statistics, any casualties which occur in his district, which shall be made the subject of prompt investigation by the Commissioner, who shall report his findings to the governor. The law should further require the removal of the inspector, in case he is careless in his duty. I know no other way to secure protection to those employed in these numerous mines, and earnestly urge your prompt action in the matter.

The dissertation on the subject of labor, contained in the report, while undoubtedly an able presentation of the subject, given as it

was by Hon. Stephen B. Elkins in an address to the graduating class of the Missouri State University, is hardly proper material in this report. Every person has his own ideas of such questions, and may inflict them upon the public whenever he has opportunity—but to attempt now to commit the State to any special theory, ought not and can not succeed. The better course is the least official interference, leaving this and kindred questions to arbitrament between employes and employers.

The third biennial report of

THE COMMISSIONERS OF PHARMACY,

now submitted, possesses special interest because certain decisions of the Supreme Court, construing the law, are set out in full, and with the opinions of the Attorney General and the Commissioners themselves, will engage your serious attention. Whether or not the law needs amendment in order to the better protection of the people will be for you to determine. Good has already been accomplished, in that specially educated persons are compounding our medicines, and we are safer the danger of fatal mistakes, which, despite utmost care, will sometimes occur. The Commission is made up of men who are brave enough to enforce the law, however rigid it may be, and we all agree too much care is impossible. Especially do I call your attention to the facts stated by the Commissioners in the report relative to the procuring of liquor "permits." These opinions are shared by the entire profession in the State, and largely also by others who have studied the subject, and as such are entitled to careful consideration at your hands.

THE FISH COMMISSION.

The report of the Fish Commissioner and his assistant have also been presented you. The appropriation for the last biennial appropriation term, exclusive of salaries, was five thousand six hundred dollars. Of this there had been expended up to December 30, 1885, the sum of \$4,608.60, leaving \$991.40 yet to be drawn upon or before the expiration of the appropriation year, viz., April 1, 1886.

The expenses for the fiscal term, June 30, 1883, to June 30, 1885, as shown by the reports, were \$4,944.26, which is additional to the salaries of the Commissioners of \$2,400, and the Assistant Commissioner of \$1,200, and the rental paid for the Spirit Lake hatchery of \$600, thus making a grand total of \$9,144.26.

I cannot recommend the continuance of this appropriation. I do not believe the beneficial effects are appreciable to the State, and whilst I do not doubt the present Commissioners have done the best they could in the performance of their duties, and as well as possible by any officers, I am yet of opinion the whole matter is valueless to the State at large, and the expense should not longer be endured.

THE NATIONAL GUARD.

I am glad to be able to assure you that the hopes generally entertained for the improvement and permanence of our national guard have been fully justified, and the guard is now in better condition both as to proficiency in drill and morale, than ever before. The companies are made up from among the very best young men in the State, and having a just pride in the organization, and an enthusiasm which has carried it through to its present success, it is not strange the guard has firmly established itself in public confidence. I congratulate the entire command, officers and men alike, upon their courage and efficiency, which have won the good name universally conceded them, and trust that higher honors, the certain resultant their unselfish labors are yet awaiting them.

The report of Adjutant-General Alexander makes full exhibit of the details of the organization, and merits your careful examination. Especially do I ask an increase of allowance for armory rents, which should be doubled at least. The State ought to pay all necessary expenses of the guard, so long as the members devote most of their time without compensation, and must also advance money from their private funds for its legitimate purposes. Knowing so well the devotion and unselfishness of officers and men, I cannot too strongly urge the claims of the Iowa National Guard upon your favorable consideration.

The report of the

STATE BOARD OF HEALTH

being the third of the series, presents a mass of information relative to the sanitary condition of the State, which will be found highly interesting. The cost of maintaining the Board is trifling, whilst the advantages to the State are beyond computation. It is recognized authority in all health matters, and justly so, because of the high professional standing of its members, but is yet unable to that usefulness which naturally belongs to it, because of inability to enforce

its rulings. In order to its better service to the State, I recommend, in cases where its suggestions are refused by local boards, or defied by individuals, that on presentation of the facts by the Board, it shall be the duty of the county attorney of the proper county to institute legal proceedings to compel obedience to the Board requirements. Violations of the rules of the State Board should be made a misdemeanor. The Board makes several recommendations relative to changes in the law which are worthy your careful attention. The Board has done a good work and merits general commendation.

The report of the

STATE LAND OFFICE

exhibits the operations of that bureau during the biennial period, and gives descriptions of all the lands for which patents have been issued. Various questions have been presented relative to the several grants from the general government, requiring decision by the State authorities. These are expressed in the report, and in so far as the concurrence of the General Assembly is necessary, the same is respectfully asked.

The report shows that 64,647.88 acres of the original school land grants are yet unsold, and that 158,645.94 acres are not yet patented—thus nearly 100,000 acres sold but not patented. I am persuaded that in a majority of these cases, the contracts have been paid out, but through the negligence of the purchasers the certificates of final payment have not been forwarded. In cases where the contract has been past due for the space of five years, and interest unpaid, there should be prompt foreclosure.

With reference to the unsold lands, I am in favor, as a general proposition, of immediate sale, in order to the conversion of the assets into interest-bearing securities. Nothing is to be gained by holding these lands for better prices—we are the loser through deficit of interest accumulations.

The affairs of the office are in most competent hands, Hon. John M. Davis having been in charge as Deputy Register and chief clerk for the last twenty years, and its business receives prompt attention.

THE STATE LIBRARY.

The report of the State Librarian shows in detail the law additions to the Library during the biennial period, and includes also a

large number of important literary publications, which have been secured through the Librarian. In truth, I am glad to bear testimony to the faithful labors of Mrs. Maxwell, who has been constant in attendance and unremitting in effort to advance the interest of the Iowa State Library, until it has become one of the first in the Union. It is now sought after more than ever before, because of its completeness, and makes necessary additional assistance to its proper care. I cordially endorse the recommendation of the Librarian for a continuance of the last annual appropriation for the services of assistants, which I consider both reasonable and necessary.

The report of

THE STATE OIL INSPECTOR

makes a comprehensive showing of the work of his office since the taking effect of the law. That there have been some complaints is not surprising, for that would follow the execution of any new and radical statute; but on the whole, I am constrained to believe the law has been well executed. I would suggest in the way of improvement, that a deputy be required in each congressional district. I approve the suggestion of the Inspector, that one half the fine imposed for violations of the law be paid to the informer, and the residue to the county school fund. The report shows wherein the Inspector believes the law can be improved upon, and I submit his suggestions to your consideration.

STATE VETERINARIAN.

One of the wisest measures adopted by the Twentieth General Assembly was that providing for the appointment of a State Veterinary Surgeon. I was fortunate in the selection of Prof. M. Stalker, of the Agricultural College, who has been a most faithful and competent officer. The demands for his services have been frequent and from all parts of the State, and I am glad to report his complete success in protecting our valuable stock interests from serious contagions. The people have both cheerfully and promptly seconded all his efforts, and the results of his labors, with those of his assistants, Dr. Milnes, of Cedar Rapids, and Dr. Nicholson, of Sac County, are very gratifying.

The report submitted on June 30, 1885, is interesting and contains a vast amount of information relative to the diseases of domestic an-

imals which will prove of immense practical value to the whole people.

Although the report covers a period of but fourteen months, the amount of work accomplished is really astonishing, and the beneficial result far beyond computation. The suggestions of the report, coming from so experienced a source, and having reference to so valuable an interest, estimated as exceeding one hundred and fifty millions of dollars, should receive your earnest thought.

Early the past year I established a rigid quarantine against most of the older States prohibiting the importation of neat cattle, on account of the prevalence of pleuro-pneumonia in malignant form. This quarantine is yet maintained, except as to a very few States, where revoked on the advice of Prof. Stalker—and as a consequence, we have been saved the evil effects of this contagion.

AGRICULTURAL.

The agricultural interests of Iowa are undoubtedly greater than any other, and have most largely contributed to our high standing in the sisterhood of States. Only about one-third of our territory is under actual cultivation, and yet Iowa ranks among the very first in agricultural products, and undoubtedly the first in agricultural probabilities. I notice, and with pride, that only one other State in the Union has a cattle valuation equal to our own—and when it is remembered that it is territorially nearly three times as large, the comparison is to our advantage, and justifies me in the declaration, that all things considered, Iowa is entitled to the first place in the column. That this is largely due to the work of the State Agricultural Society, needs no argument at my hands. Our State fairs have become the great attraction, not only to our own people, but largely to the citizens of other States; and now that the fair has a permanent abiding place, cannot but increase in usefulness, and become the pride of all the people.

The amount appropriated by the last General Assembly, supplemented by a like sum contributed by public spirited citizens, has been expended in the purchase and improvement of suitable permanent grounds near the city of Des Moines, for the use of the Society, in accordance with the law. These grounds comprise 266 acres, and are admirably located, both as respects accessibility to visitors, and convenience to exhibitors. An additional sum should be appropriated to

enable the officers to fit up these grounds in a manner becoming this great State, and make such permanent improvements as are necessary to the success of its fairs. The Society estimates an expenditure of fifty thousand dollars will be required for this purpose, and inasmuch as all expenditures in this interest, are directly to the advantage of the State, I heartily concur in the suggestion, and recommend the appropriation. There ought not to be a dissent to the proposition.

THE DAIRY.

One of the most prominent industries of our people, which within a few years has developed with marvelous rapidity, and given the State most enviable reputation, is the dairy interest. It now engages the business attention of a large proportion of our citizens, and in the importance and value of the product may be favorably compared with any other in magnitude. Naturally, and as is always true of any success, it has difficulties to encounter, one of the most serious of which is the work of the counterfeiter—for truth compels the statement, that men in our own midst are largely engaged in the business of adulterations, and the results of their work are sent out broadcast over the country, to the prejudice of honest labor, and danger to the public health. All sorts of vile compounds are sold in the market as genuine "creamery" product, which in fact were mixed in slaughter houses, or worse yet, some filthy cellar store house. Whether or not it is possible to prevent the manufacture of butter imitations, is a question—but the law should severely punish the sale thereof; and I recommend amendment to the present statutes, with a view to more certain enforcement of their provisions, that one half the fine collected be paid the informer, and that a reasonable attorney's fee, for the prosecuting attorney, be charged up as part of the costs. The provision punishing as forgery the false branding of the adulterated article, is a proper one, and I believe if inducement be offered as suggested, it would result in exposures and convictions.

This general subject is one of the most important which will engage you, and I bespeak for it your diligent examination.

THE LONDON EXHIBITION.

It is proposed to hold an American exhibition in London, England, during the present year, at which shall be made a display of the products and resources of the different American States. To secure

action in the United States a national organization has been perfected, and invitations extended to the different States to participate in the exhibition. The Secretary, Hon. Jno. Gilmer Speed of New York, advises me that the other States will be officially represented, and suggests early action by the appointment of a State Commissioner and proper appropriation to enable him to make a display worthy the reputation of the State. I have declined to make any appointment, or take any official action, but submit the whole case for such action as you may deem best.

THE NEW CAPITOL.

A few words only are necessary in this regard. The monies appropriated by the Twentieth General Assembly have all been drawn and expended, and the work shows for itself the intelligent and painstaking care which has characterized it from the organization of the present Commission in 1872, and which has gained for it universal commendation. It is no doubt a fact that no other public building in the United States has been constructed with more rigid economy, and that when finished, now so near at hand, we may congratulate ourselves upon its completeness and elegance. The report of the Commissioners will be presented you in due time, showing in detail and in aggregate all the expenditures up to the present year. Too much praise cannot be given the Commissioners, superintendents, and indeed all who have been engaged, for their faithful labors.

STATE IMPROVEMENT.

Your attention is also directed to the propriety of creating a State board of immigration, with a view to inducing an increase of settlement to the State. As is well known, we have large tracts of unoccupied lands, the most fertile in the world, the advantages of which in respect to schools and commercial facilities have only to be published to compel occupation; and it is a matter of public concern that none but the best class of settlers be invited hither. I believe this can be secured through the appointment of such board, and if a small appropriation be made, sufficient to defray actual expenses of correspondence and statistical publications, the results would be advantageous to the State.

U. S. COURT HOUSE AT KEOKUK.

At the last session of Congress an act was passed, which has been approved, appropriating funds for the building of a federal court house and post-office in the city of Keokuk—but the same are not available until the State of Iowa shall have ceded to the United States exclusive jurisdiction over the site to be selected therefor for all purposes, except the administration of the criminal laws of the State and the service of civil process therein. I recommend the passage of such an act.

WORLD'S EXPOSITION.

During the last winter a World's Exposition was in progress in the city of New Orleans, which was quite largely participated in by the people of Iowa, and from which the State retired with very creditable record. To meet the expense necessary to a State exhibit many public spirited citizens made contributions, trusting to a reimbursement at your hands. In as much as all such costs should be borne by the State at large, I recommend an appropriation of the amount necessary, which is estimated will not exceed \$20,000, to be placed under the control of the Executive Council, with which to reimburse such proper expenditures as shall appear to them correct.

A SOLDIERS HOME.

Twenty-five years have now elapsed since the close of the great civil war, undertaken upon our part for the preservation of the national integrity. Many of those who did heroic service for their country in its hour of need, were well nigh totally disabled in its service, and now with the weight of advancing years, are unable longer to support themselves. I believe the State should make respectable provision for their maintenance. Let it not be said that a great and rich commonwealth like Iowa is forgetful of the obligations due its citizen soldiery. We are proud of the fact that Iowa sent so large proportion—over one-tenth of its entire population—in the Union army, the casualties to which exceeded one-sixth the number, and again over one-fourth of whom lost their lives during the struggle. The State owes them a debt of everlasting gratitude, and to those of them who now need its assistance there should be no hesitation in granting it. I approve the suggestion for the establishment of a

Soldiers' Home. The number who would seek admission would not be large, but whether few or many, such benefit should be extended.

THE CONSTITUTIONAL CONVENTION.

Although at the election five years since the proposition to call a constitutional convention was negated by a small majority, I believe a convention should now be provided for. The present constitution was adopted nearly thirty years ago; within that time the State has nearly quadrupled in population, and the general condition has greatly changed. Reform is demanded in our political system, so that elections be less frequent. There should be a reorganization of our judicial department, either by increase of courts or a better division of their work, and thus avoid much of the expense and uncertainty and delay in the administration of the law. Other improvements will readily suggest themselves to the careful observer; and in as much as the thirty years will have fully elapsed ere a new constitution can be voted upon, I suggest to your consideration the necessity for action in this matter.

IN CONCLUSION.

I have thus called your attention to various subjects affecting the well being of the State, and the general good, which I believe should engage your earnest and patriotic consideration—and I have stated in plain language my own views thereof. Yours is a grave responsibility, but I have no fears it is properly appreciated, and your duties will be performed as becomes brave and intelligent men. Let it not be said the General Assembly failed its opportunities.

And now, in retiring from the high official position with which I have been honored, I desire to express my gratitude to the people of the State for the very general support and confidence which has been mine to experience, and to say, that whatever betide, I shall hold them in lasting remembrance. As heretofore, so in the hereafter, I devote myself ever and unreservedly to the service of Iowa, the grandest commonwealth in the federation.

BURN R. SHERMAN.

APPENDIX "A."

REPORT

* ON THE

NATIONAL CONFERENCE

OF

Charities and Corrections

HELD AT

WASHINGTON, D. C., JUNE 4-10, 1885.

BY

JENNIE McCOWEN, A. M., M. D., Davenport, Iowa.

CORRESPONDING SECRETARY FOR IOWA OF THE NATIONAL CONFERENCE
OF CHARITIES AND CORRECTION.

APPENDIX "A."

To his Excellency, BUREN R. SHERMAN, Governor of the State of Iowa:

SIR—The twelfth annual conference of those interested in the dependent, defective and criminal classes, which I was commissioned by your excellency to attend, was held in Washington, D. C., June 4-10, 1885.

Four hundred and thirteen delegates were in attendance from thirty-two States. The State Boards of Charities, from States having such boards, formed the nucleus of the organization. States which are as yet, unhappily, without Boards of Charities (Iowa among the number) were represented by delegates commissioned by their respective governors. Charitable, reformatory and penal institutions from almost every State in the Union were represented by their governing officers, and all kinds of charitable societies and organizations sent representative members.

The following persons were in attendance from Iowa:

Dr. G. H. Hill, Superintendent Hospital for Insane at Independence, State delegate.

Dr. P. W. Lewellen, Clarinda, Trustee Hospital for Insane at Mt. Pleasant, State delegate.

Mrs. Benton J. Hall, Burlington, Trustee Iowa State Industrial School, State delegate.

Mr. S. W. Pierce, Davenport, Superintendent Iowa Orphans' Home, State delegate.

Mrs. Florence Miller, Des Moines, Board of Managers Benedict Home, State delegate.

Mrs. L. F. Bickford, Davenport, Matron Cook Home for Aged and Friendless Women.

Mrs. S. W. Pierce, Davenport, Matron Iowa Orphans' Home.

Miss Jennie O'Brien, Burlington, City Relief Society.

Mrs. G. G. Wright, Des Moines, State delegate.

Rev. M. L. Williston, Davenport, State delegate.

Mr. Frank Shinn, Carson, State delegate.

Mrs. J. E. Foster, Clinton.

Dr. Jennie McCowen, Davenport, Secretary for Iowa of the National Conference of Charities, State delegate.

The conference, presided over by Hon. Philip Garrett, of Philadelphia, was in session for a week. The programme provided papers by specialists of national reputation, and their discussion by the conference, on "Preventive Work among Children," "Provision for the Insane and Idiotic," "Prevention of Pauperism," "Organization and Management of Prisons and Penitentiaries," "Employment of Juvenile Inmates of Reformatories and Houses of Refuge," "Immigration and Statistics," "Charity Organization in Cities," and, lastly, reports from the various State secretaries as to the progress of the work in their localities, changes in administration, methods, statutory enactments, etc. This comparison of methods and results, the recital of actual experiences as distinguished from theories, was one of the most valuable features of the occasion.

The severity of this programme was enlivened at convenient intervals by a banquet at Willard's Hotel, tendered by the local committee; a visit to Mt. Vernon; a reception by the President, and a reception of the ladies by Miss Cleveland, and visits to the various points of local and historic interest which abound in Washington and its vicinity. The afternoons of three days were spent in inspecting the various charitable and penal institutions of the city, and a special meeting was held on Sunday evening under the auspices of the National Prison Association, at which the President of the United States was in attendance.

Without entering into detail as to the valuable papers presented and the accompanying discussions, which were in many instances even more valuable than the papers, all of which the published proceedings will show, I desire to bring to your notice briefly some points which I believe to be of special interest to the people of our own State.

CHARITY ORGANIZATION IN CITIES.

The relations of organized charity to public and private relief received much consideration. All experience in older communities goes to show that our system of public relief, as administered by city and county officials, is based upon a false principle, and is demoralizing in its effects; that while it fails to reach many of the most deserving poor, it encourages idleness and improvidence and culti-

vates deception and rank imposture. The charity organization is recommended to the cities as a method by which the poor may be helped to help themselves, without losing their self respect or being reduced to the ranks of paupers. Its motto is: "Not alms, but a friend," and its aims have been formulated as follows:

1. Repressive work: The detection of fraud.
2. Benevolent work: The adequate and prompt relief of the honest poor.
3. Provident work: The establishment and promotion of various schemes for the encouragement of thrift and self help.
4. Reformatory work: The suppression of social abuses.

The characteristic feature of this organization is the registration, in a central office, of all who apply for aid, together with the sources from which they are receiving assistance and amounts, so as to expose and prevent imposture. The cause of the inability to provide for themselves is searched out; removed if possible, and if not, adequate means of relief provided, and every effort made to set the bread-winners of the family upon their feet again and return them in the shortest possible time to the ranks of the self-supporting.

POSTAL SAVINGS BANKS.

Believing that the central thought in all charity work should be to help the poor to help themselves, and that to aid in the formation of habits of saving and thrift, there is need of some form of depository for the small savings of the poor, which should be protected against loss by an unquestionable guarantee, an effort is to be made during the coming session of Congress to secure whatever legislation may be needed to establish in this country the "Postal Savings Banks," which are already in successful operation in most of the countries of Europe. Ex-Postmaster General James is chairman of the committee to which this matter was referred. Hon. Charles S. Fairchild, Assistant Secretary of the Treasury, made an address strongly advocating their establishment in all post-offices with money order departments; deposits to be received in sums not less than ten cents nor more than one hundred dollars, five hundred dollars being the limit allowed any one depositor. This measure does not in the least interfere with the private savings banks; contrary to expectation, their business has been enlarged instead of diminished wherever the plan has been tried, evidently through the habit of saving which has thus been cultivated.

CHILD SAVING WORK.

Year by year additional attention is given to this branch of charity work, and means diligently sought for decreasing poverty and crime by preventive work among outcast and vicious children. The keynote to child-saving work has been sounded by a recent enactment in France.

"Article I. Every minor of either sex who is abandoned, neglected or ill-treated, is under the protection of public authority."

If that sentence could stand at the head of the legislative enactments of every State in the Union, supported by such measures as would render it promptly and thoroughly operative, an advance would be made toward the suppression of vice and crime which would be worthy of the country and the age.

It was strongly urged in the Conference that the State, in assuming the care of children, should clearly discriminate between the innocent unfortunate and the juvenile criminal, and that in their care and management this discrimination should be constantly kept in view, so that the former should not be kept subject to the contaminating influence of the latter. Furthermore, that it is undesirable to multiply institutions or to build up great establishments for the care and custody of children; that, on the contrary, institutions should be reserved for the minority who are incorrigible and vicious and need reformatory training, while for the great majority who are abandoned, homeless and destitute, rather than depraved, the true principle is that of restoring them as soon as possible to the normal condition of childhood, *i. e.*, placing them in homes. This, of course, necessitates State supervision.

Another matter receiving especial attention was the urgent necessity for such industrial training for homeless children and juvenile offenders as would insure their self-reliance and independence upon going out into the world again, also the great importance of industrial night schools for youth outside of institutions, who are employed during the day. In addition to a specific trade, the child should be taught the scientific principles underlying all trades, so that when he leaves school he can readily adapt himself to other pursuits than the one learned, should necessity arise. In this direction, one thing to be avoided is the contract system by which the labor of the child is carried on in the interest of the contractors instead of for the benefit and thorough training of the child. Reports made at this conference

showed an increasing number of reformatory institutions in which some industrial training is given, and that in those of the United States, forty-two distinct industries are taught. This matter is of the greatest practical importance to us, as all our institutions for the care or custody of children are asking appropriations for industrial training. There is no economy so far reaching in its consequences as that of fitting these children for earning an honest livelihood, where they shall be discharged from the care of the State.

PENOLOGY.

On the days devoted to prison work, attention was given to matters of construction, management, classification, sentences, labor, and the relations of society to the discharged criminals.

Attention was called to the necessity of some reform in the manner of confining innocent persons on suspicion and persons held as witnesses. The rich may protect themselves by giving bail, but the poor and unknown are without recourse, and are confined in prison cells and subject to all the demoralizing influences of criminal association.

Charles Dudley Warner made an address on prison work, directing attention to the desirability of reformatory prisons such as that at Elmira, N. Y., for youthful prisoners or those convicted of a first offense. Our present system may imprison a man for the same offense the third, fourth or fifth time, for a definite number of months or years; at the end of the time, no matter whether as bad or even worse than before, and ready to again prey upon society, he must be released. When we realize that six hundred such criminals are yearly turned loose within the State of Iowa, no excuse would seem necessary for calling attention to a system which out of every 600 men passing under its discipline returns to the community 500 self-respecting, law-abiding citizens, who testify to their reformation by never coming back for a second term.

LABOR

is essential to either discipline or reformation and is a measure of justice, economy and health, and should be imperative in all prison systems. The public outcry against the contract system has, while masking its real object, attracted the attention of the public to some substantial and grave abuses. Demands for the abolition of the contract system should be accompanied by suggestions for a substitute,

as there is little prospect that sober-minded citizens will consent that the criminal class shall be supported in idleness at their expense. Neither is it just to the criminal, to compel him to live a life in prison which will unfit him for liberty and honest livelihood after his discharge. This is not a political question, neither a mere question of benevolence and humanity toward the convict, but rather a question of civil government affecting the entire commonwealth, and as such, demands the earnest attention of all good citizens that they may understand the drift of this movement and be prepared to act upon it intelligently.

INSANITY AND IDIOCY.

Attention was given to hospital construction, the management of refractory patients by less restraint, more liberty and more work; the question of compensation for labor among the chronic insane; reforms in lunacy laws; and the employment of women physicians in hospitals for the insane. Most of the reforms urged in lunacy laws are already in operation in Iowa. The employment of women physicians in hospitals for the insane was heartily commended.

All the papers, and the major part of the discussions, were by hospital superintendents, of whom a number (twelve) were in attendance, so that these questions, as well as others considered by the Conference, were dealt with by experts who knew whereof they spoke.

A lengthy report from the committee on provision for idiots, gave a history of the legislation enacted in the various States for the care and protection of imbecile children. James P. Richards, the first teacher of feeble minded children in America, gave an entertaining and instructive account of his experience in the work. One of the most interesting addresses of the Conference was made by Jon K. Uchinmora, a native of Japan, who had come to this country at his own expense to study its charitable and reformatory methods and institutions.

IMMIGRATION OF DEFECTIVES.

A very important matter was presented to the Conference in the report on statistics, *i. e.*, the wholesale landing upon our shores of the imbeciles, cripples, lunatics and paupers of Europe, who at once find their way into our almshouses and asylums, enormously increasing our burden of taxation for the support of the dependent and de-

fective classes. An official communication from Secretary Bayard was read, stating that the injustice of such immigration had been brought by Secretary Freylinghuysen to the attention of European governments through our consuls, but that no action had been taken in the matter except by Austria and Hungary. When it is shown that in the sea-board States the proportion of insane among the native population is 1 in every 497, while among the foreign population it is 1 in every 192; and the proportion of paupers among the native population 1 in every 167, while among the foreign population it is 1 in every 35, it is seen to be a question of some importance.

That it is a matter of practical rather than speculative interest, even so far in the interior of Iowa, may be inferred from the fact that while sixteen per cent of our population is foreign, thirty-two and a half per cent of the whole number of insane in this State are foreigners, and it is thought that about the same proportion will be found to exist in the case of paupers.

STATE BOARDS OF CHARITIES.

This Conference is practically unanimous in the opinion that there should be in every State a Board of State Charities, for the thorough inspection of all charitable and correctional work. These boards are now in successful operation in eleven States, *viz.*: Massachusetts, organized in 1863, New York in 1866, Ohio in 1867, Pennsylvania in 1869, Rhode Island and Illinois in 1869, Michigan and Wisconsin in 1871, Connecticut in 1873, Kansas in 1875 and Minnesota in 1883. The duties and powers of these boards are not identical, there being considerable variation in matters of detail and questions of local policy; the vital point of difference, however, being the possession or non-possession of administrative powers. Most of them have advisory powers only, the exceptions being Rhode Island and Kansas.

The experience of these States, covering in some instances a number of years, enables the formulation of three governing ideas as fundamental requirements:

1. That in every State the best interests of its charitable and correctional institutions demand the inspection and supervision usually exercised by what are known as Boards of State Charities.

2. That the powers of such boards should be advisory rather than executive, and that their purpose in the main should be to keep the public and the legislature fully advised of the condition and needs of the institutions submitted to their supervision.

That the best service for these boards is an unpaid service, and hence no compensation to members should be permitted beyond the reimbursement of traveling and other necessary expenses.

The desirability of a State Board of Charities in Iowa would seem self-evident. Such a board not being responsible for the actual control of the institutions under its care, would have no interest in concealing any errors or defects it might observe. Not being more interested in one institution than another—not caring any more for the insane than for the blind, nor more for the blind than for the deaf and dumb, nor for the deaf and dumb than for the orphan children or for the helpless pauper or the criminal, they would rise above a one-sided view, and studying the whole system of public relief from all points of view, would be able to render great service to the State by the recommendation of such a course of action as would minister at once to the relief of suffering humanity and to the well-being of the tax-payers.

However such inspection may be opposed, and from whatever motive, it can harm no one who is strong in the consciousness of his own integrity.

All of which is respectfully submitted.

JENNIE McCOWEN,
Secretary.

APPENDIX "B."

HON. BUREN R. SHERMAN, *Governor of Iowa* :

SIR—By order of the President of the "Iowa Prisoners Aid Association," I have the honor to report as follows, concerning the disposition our Association has made of the appropriation made by the State for our work :

We have employed two men as Field Secretaries, at one hundred dollars per month, each, and have paid under the administration of the first one :

Mr. Asa Sleeth.....	\$ 995.22
Mr. H. D. Williams....	550.89
Mr. H. D. Williams, (orders issued but not paid).....	246.31
In hands of prison warden.....	207.58

Appropriation \$2,000.00

The balance of \$207.58 with the liberal contributions of private individuals and societies, we hope will enable us to pay all outstanding obligations.

Respectfully submitted,

E. H. ELY, *Secretary I. P. A. A.*

S. S. HUNTING, *President I. P. A. A.*

APPENDIX "C."

Action of the Board of Regents of State University at the special meeting January 8, 1886.

Legislative Committee appointed were Messrs. Wright, Ham and Crosby.

The following resolution was adopted :

Resolved, That in view of the present condition of the State finances the Board of Regents modify their request for legislative aid made in June last ; and that the committee of the board having charge of legislation be instructed to urge and if possible obtain legislation in aid of the University in the following order :

First. A permanent income.

Second. Current expenses.

Third. A clinical amphitheatre.

Fourth. Equipping dental department.

For these purposes it is suggested to the committee :

First. That the income arising from a tax of one-eighth of a mill on the assessed property of the State be set apart each year for the support of the University after 1886.

Second. An appropriation of \$22,000 for deficiencies and \$20,000 for current expenses of the present fiscal year in addition to the sum already appropriated by the legislature.

Third. An appropriation of \$15,000 for clinical amphitheatre.

Fourth. An appropriation of \$10,000 for equipping the dental department.

Adopted.

Foregoing correct copy, etc.

JANUARY 9, 1886.

WM. J. HADDOCK, *Secretary*.

To THOMAS S. WRIGHT, *Chairman, etc.*