

CONTENTS OF VOLUME IV.

Biennial Report of the Board of Health.
Annual Report of the State Veterinary Surgeon, 1890.
Annual Report of the State Veterinary Surgeon, 1891.
Biennial Report of Commissioners of Pharmacy.
Biennial Report of State Inspector of Oils.
Annual Report of Board of Dental Examiners, 1890.
Annual Report of Board of Dental Examiners, 1891.
Annual Report of Improved Stockbreeders' Association, 1890.
Annual Report of Improved Stockbreeders' Association, 1891.

CONTENTS OF VOLUME V.

Annual Report of Board of Railroad Commissioners.
Assessed Valuation of Railroad Property, 1891.

CONTENTS OF VOLUME VI.

Annual Report of Board of Railroad Commissioners.
Assessed Valuation of Railroad Property, 1892.

BIENNIAL MESSAGE

OF

HORACE BOIES,

GOVERNOR OF IOWA,

TO THE

TWENTY-FOURTH GENERAL ASSEMBLY.

JANUARY, 1892.

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BIENNIAL MESSAGE.

Gentlemen of the Senate and House of Representatives:

A provision in the constitution of our State directs that "the Governor shall convey to the General Assembly information concerning the condition of the State and recommend such legislation as he deems expedient."

In discharging this duty it is my pleasant privilege to say that at no time in the history of Iowa have her people been blessed with more general prosperity than they now enjoy.

In each of the years composing the last biennial period we have been favored with abundant crops, while in one of these some of our sister States were sufferers from storms and drouths that greatly lessened the productions of their farms and made those of ours the more valuable, while in the other, great national calamities of the same character in some of the foreign countries have stimulated the markets of the world for the chief products of the labor of our people, with which we are blessed in the greatest of abundance.

Every form of industry, every branch of business, has felt the influence of conditions so favorable to us.

With increased prices for the products of our farms has come a substantial advance in the market value of the agricultural lands of our State. A marked impetus has been given to the upbuilding of our cities and towns. An era of prosperity has come to our manufacturing and mining industries. Our lines of railway have felt the influence of better prices for the great staples we are able to send abroad, and wherever we turn, in every branch of industry, trade or profession in which our people are engaged, are to be seen unmistakable evidences of the general prosperity with which we are blessed.

To this has been added a period of general good health, and we have been saved from great public calamities of every kind.

Turning from this highly satisfactory consideration of the great industries of Iowa and the physical condition of her people to their mental and moral welfare, we have no less cause for gratitude.

There is no State in this Union that can boast a more efficient system of public schools, more numerous compared with the number of its people, or more liberally supported institutions for the higher education of its youth, or a more diversified and better sustained system of religious training than we enjoy.

FINANCES.

We entered upon the last biennial period July 1, 1889, with a state debt of \$39,388.33. The last of the outstanding warrants were called April 22, 1890.

The receipts of the treasury during that period were as follows:

From counties.....	\$ 3,120,287.96
From insurance companies.....	174,610.36
From state officers (fees).....	78,760.19
From telephone and telegraph companies.....	39,680.81
From miscellaneous sources.....	76,178.15
Transfers from temporary school-fund.....	30,957.31
Balance from last report.....	5,181.67
Total.....	\$ 3,544,961.39

The disbursements during the same period were as follows:

State Auditor's warrants redeemed.....	\$ 3,049,472.44
Interest paid on warrants.....	7,430.00
Cash balance on hand at close of biennial period.....	488,058.95
Total.....	\$ 3,544,961.39
There were outstanding warrants drawn upon the treasury at that time amounting in the aggregate to.....	\$ 33,960.42
Leaving an actual surplus of.....	454,098.58
The total amount of special appropriations made by the last Legislature aggregated.....	852,737.97
Of the amount so appropriated there remained unpaid at the commencement of the present biennial period, July 1, 1891,	404,807.34
The Auditor's estimate of receipts for the present period commencing July 1, 1891, and ending July 1, 1893, is.....	3,064,240.00
And his estimate of expenditures to meet general appropriations or those provided for by general statutes.....	2,628,420.00
Leaving to be expended for special appropriations during the present period, including surplus in the treasury over and above unpaid appropriations at the commencement thereof.....	553,962.25

It will be remembered that during all of the last biennial period the state tax was collected upon a levy of two and one-half mills upon the dollar of assessed value of taxable property, while the revenues of the present and following years will be collected upon

a levy of two mills, which accounts for the lessened sum that can be used for special appropriations.

ESTIMATES FOR STATE INSTITUTIONS.

Turning to the recommendations of those in charge of our state institutions and the Commissioners of the Columbian Exposition, we find that the total amount of special appropriations asked for is \$1,802,950.00.

For the better understanding of the Legislature, I have caused to be prepared and submit herewith an abstract of the reports of those in charge of, or connected with, the several state institutions, showing in as condensed form as practicable the number provided for in each, the receipts and disbursements thereof, and the special appropriations recommended.

It is hardly necessary for me to suggest that appropriations made by you should be kept within the revenues of the State. We cannot afford to leave upon the shoulders of those who now administer the affairs of the State the odium of having involved it in debt for some future administration to take care of.

If Iowa ever was or ever will be able to pay her bills as they accrue, she is in that condition now, and no makeshift of any kind or form should be resorted to to postpone any one of these for any period of time whatever.

The fact that special appropriations recommended for the present biennial period exceed by more than three times all that the State will have to give, unless our tax levy is largely increased, leads me to believe there is a radical and almost inexcusable defect in our present system of estimates on which legislators must largely rely in determining what special appropriations ought to be made.

It is concededly impracticable for members in the brief time allotted them during a session of the Legislature to become sufficiently familiar with the facts to form an intelligent opinion based upon personal knowledge of their own duty in this respect.

It follows that some plan of furnishing this information is a simple necessity.

We have undertaken to provide this by requiring biennial reports by state officers and estimates of needed appropriations by those under whose care our state institutions are placed.

By this plan the trustees and each superintendent of these institutions practically, if not literally, present the claims of the single object of their own immediate care and thus it is sought to furnish

the executive and legislative departments of the state government with information on which they must chiefly rely in the discharge of one of their most important duties.

But those who prepare these estimates lack much of the information necessary to enable them to form a reasonably correct opinion upon matters they are required to expound for the enlightenment of others.

They are comparatively ignorant of the extent of the revenues of the State that can be applied to appropriations such as they recommend, and totally so of the wants of the numerous institutions other than those they represent, that must be supported from the same general fund.

It is not surprising, therefore, that we find this Legislature asked to appropriate more than a million and a quarter dollars in excess of the revenues of the State that can be applied to such purposes.

It does not require reflection to enable us to determine that no business man would undertake to conduct his affairs upon such imperfect and unreliable information.

A still worse feature of this plan is found in the fact that these reports and estimates are usually, and perhaps necessarily, supplemented by a lobby in the interest of each of the state institutions, by which members are constantly urged to make liberal appropriations for the institution represented by each particular lobby.

And in the midst of this multitude of demands, with no practical knowledge to guide it, the Legislature is required to enter upon the work of distributing the surplus revenues of the State among objects justly entitled each to its fair share of that which the people are able to give.

BOARDS OF TRUSTEES.

We have in Iowa of educational, eleemosynary and reformatory institutions, which are governed by separate boards of trustees, no less than thirteen in number, and to fill these boards requires seventy-four members.

Leaving out the educational, we still have ten of the others controlled by separate boards composed of forty-six members in the aggregate, or an average of 4.6 each.

After all this machinery has been constructed and put together and set in motion with its attendant expense to the State there is but one thing possible to be done, and that is for each of these

separate boards to employ some one to take practical charge of the institution it represents and substantially manage its affairs.

To pay these trustees, of the ten institutions referred to, cost the State during the last biennial period \$17,499.20, and to this may be added the expense of the Visiting Committee to the insane hospitals aggregating, with the expense of the trustees, \$20,843.92.

I cannot conceive of any real necessity for these separate and independent boards of trustees.

It seems to me that a single board, composed of five or six members at most, representing all of these institutions and absolutely impartial as [between them would be better prepared to manage their affairs, so far as trustees can do so, with intelligence and economy than [can separate boards for each. And such a board would be able to furnish estimates of the wants of these institutions, based upon an [intelligent understanding of the probable revenues of the State and the actual necessities of the institutions, that would be of practical aid to the Legislature in preparing its appropriation bills.

I am not unmindful of the fact that many who advocate the establishment of state boards of this character believe they should be organized in addition to separate boards of trustees for the several institutions they are expected to visit, and that their duties so far as they effect the management of such institutions should be largely, if not wholly, advisory.

If this theory shall best accord with the judgment of members of this body, I beg leave to suggest that it ought to be so modified as to give to the state board, if organized, power to discharge or transfer as it deems best inmates from the charitable and reformatory institutions of the State, and so as to require of the state board biennial estimates of appropriations necessary for the institutions under its care based upon probable revenues of the State.

I think too if such a board is organized it should perform the duties of all our visiting committees; that the membership of the several boards of trustees as they now exist should be largely diminished so that the expense of managing our State institutions shall not be increased.

I have thus far spoken of these institutions in the aggregate. I want now to direct your attention to certain classes of the same.

EDUCATIONAL INSTITUTIONS.

I do not believe our educational institutions should be managed by the same board that ought to conduct the affairs of those of a charitable or penal character.

One class should be expanded as much as possible, the other contracted as far as practicable.

The schools that are aided by the State should be put upon a permanent basis. Their revenues should be made reasonably certain. They should not be required to beg from year to year for the means of subsistence.

It is in my judgment the plain duty of this Legislature to provide for the annual levy of a special tax, the proceeds to be devoted to the maintenance of our State University, Agricultural College and Normal School in such proportions as is just to each; and this being done, those in charge of each of these institutions should understand that they must conduct the same upon a plan to bring its expenditures within its revenues.

HOSPITALS FOR THE INSANE.

It is recommended by the Visiting Committee, Trustees and Superintendents of our Hospitals for the Insane, that we immediately complete the one located at Clarinda and commence the construction of another in the northwestern part of the State.

As at present advised I cannot concur in this recommendation.

It is to me a matter of grave doubt whether our present plan of caring for the chronic and harmless insane is the best that can be devised, when considered from the standpoint of expense to the State, or its effect upon the welfare of the unfortunate beings for whom it has been arranged.

We now have three large State hospitals, two completed and the third well under way. Those that are completed have already cost the State an average of nearly a million of dollars each, and this Legislature is asked for additional special appropriations amounting to \$152,500.00 for the two that are completed and \$311,100.00 for that which is yet unfinished.

Reckoning interest on the investment in these institutions, biennial appropriations required for necessary repairs, and the support fund annually disbursed by the State, it costs more than twenty dollars a month to maintain each inmate provided for therein over and above everything that is derived from his or her labor.

They are designed to accommodate when completed about eight hundred patients each.

Of these it is estimated by those competent to judge that fifty per cent. under favorable circumstances could be induced to earn their own support.

It seems to me impossible for any one to manage such large numbers of these people, assembled in one body and practically under the control of one man, so as to make their labor of any great value to the State. That it has not been in the past is demonstrated by the fact that the amount annually required for the support fund of these institutions is more than it would cost to maintain on private account, in any of the country districts of this State, an equal number of adult boarders, saying nothing of the fact that the State provides furnished buildings free of rent.

If we complete the system of hospitals and fill them as recommended it will entail an annual expense upon the State, counting interest on the capital invested, of not less than \$768,000.00 or more than a million and a half for each biennial period, a sum equal to about one-half the entire revenues of the State, and still our work will be incomplete for we must build more of these hospitals as the number of insane increase.

If it is necessary in order to provide comfortable support for these unfortunates that the State should bear this burden few of our people will complain, and none ought to complain.

But facing such a condition it is the plain duty of the Legislature to carefully enquire whether it is in fact necessary.

To aid us upon this point we are happily able to avail ourselves of the light to be gathered from twenty years of experience by our neighboring State of Wisconsin under what is there termed "The County Hospital System" for the care of its chronic and harmless insane.

This should not be confounded with the poor house system prevalent to some extent in our own State.

Instead thereof it is a system under the control of a state board, composed of five members, whose duty among others it is made to see that one member at least visits these hospitals as often as once in three months and as much oftener as they deem necessary, and it is clothed by law with a practical control over the management of these hospitals.

The last biennial report of this board was made at the close of 1890, twenty years after it was created, and at that time a majority of the members were the same men originally appointed.

The State then had three asylums constructed, as I understand, substantially after the plan of our own, in which thirteen hundred and ninety patients were cared for, and twenty county asylums in which seventeen hundred and sixteen of their chronic insane were provided for.

It is stated in this report that the average cost of maintaining inmates in these smaller asylums is less than one-half the cost in the state asylums, and by actual figures taken from the reports of those in charge it is shown that the average cost per capita of their maintenance during 1889 was \$1.69 per week, and for 1890, \$1.74, or about \$7.00 per month.

It is said that this great economy has not been purchased at the expense of humanity, but on the contrary that patients are given greater liberty, are more constantly employed and more generally improved, both mentally and physically, than are those confined in their State asylums.

I can not avoid the conclusion that the Legislature should, if it desires further information than that furnished by the printed reports of their board of control, at once appoint a committee composed of intelligent men who have no preconceived opinions to warp their judgment, and send it to Wisconsin to thoroughly investigate its plan of caring for the chronic insane, with instructions to report the facts as they find them, with their conclusions as to the relative merits of the two systems of caring for this class of these unfortunates.

By prompt action this can be done in season to enable it to take such action as may be deemed necessary for the proper care of those now outside the hospitals of the State.

Through answers to a circular letter addressed to the auditors of the several counties I learn that these now number eight hundred and three, of whom sixty-six are private patients maintained without public expense, while many of the others are provided for in the poor houses of several of the counties.

That some different provision for the care of those thus provided for should be made as early as practicable is apparent, but that it should be made with a view to the reduction of expense as far as is consistent with the dictates of humanity, is also imperative.

INDUSTRIAL SCHOOLS.

At the close of the last biennial period there were four hundred and one boys in the School at Eldora and one hundred and seventeen girls at Mitchellville.

Applications for the release of children from these schools are constantly being made to the Governor by parents and guardians and often by those who are entirely qualified to care for their own.

It was my first impression that in every case where the cause of commitment was incorrigibility such requests ought to be granted.

This seemed to me due the parents whose natural right it is to control their own children, enjoy their society and the fruits of their labor, and equally due the State because of the lessened expense that results from the discharge of any one of these inmates. But I was told by those in charge of the schools that under their rules a child, if perfect in deportment, could earn his way out in little more than a year from the time of commitment, and if they were led to believe they could be discharged through executive clemency the discipline of the schools would be greatly impaired.

Through the courtesy of the superintendents I learn that the inmates now at Eldora have been confined as follows:

One more than nine years.

Five over eight and less than nine years.

Nine over seven and less than eight years.

Ten over six and less than seven years.

Twenty-three over five and less than six years.

Forty-four over four and less than five years.

Forty-three over three and less than four years.

Seventy-one over two and less than three years.

Eighty-nine over one and less than two years.

Ninety-four less than one year.

Of the four hundred and one boys confined at Eldora two hundred and twenty were committed on the charge of incorrigibility, thirty-eight for vagrancy and one hundred and forty-three for a violation of some one of the penal laws of the State.

One hundred and twenty-four are confined in the School for Girls at Mitchellville and have been detained as follows:

One over eight years.

Three over seven and less than eight years.

Five over six and less than seven years.

Ten over five and less than six years.

Eight over four and less than five years.

Fifteen over three and less than four years.

Twenty-nine over two and less than three years.

Thirty-one over one and less than two years.

Twenty-one less than one year.

Of these seventy-one were committed as incorrigible, five for vagrancy, and the remainder, forty-eight in number, for criminal offenses. I have classed those committed for vagrancy as among the number who were committed for offenses which do not amount to a violation of penal statutes because I think a vagrant child is not on that account alone a criminal.

It is said by those in charge of these schools, that inquiry often develops the fact that inmates committed for incorrigibility and vagrancy were actually guilty of a violation of criminal laws, but were committed on charges of this character to avoid the odium of the crimes of which they were in fact guilty.

It is, however, as a general rule true, that the offenses of which these children are guilty are of a petty nature. So slight indeed, that if they were adults the extreme penalty which could be imposed would be a fine of \$100.00 and thirty days' confinement in jail, and even this, if inflicted to the full extent of the law upon mature men and women for many of the offenses for which these children are confined, would be deemed an unreasonable punishment.

It is to my mind a question of gravest doubt whether a radical change ought not to be made in the present methods of sentencing these children, and also in the rules of the schools providing for their release.

I am satisfied beyond doubt that in many instances parents and guardians take advantage of the law as at present administered, and send children to these institutions for the simple purpose of being relieved of the care and expense of their support, often, I have no doubt, honestly believing that they are proper places in which to rear and educate a child.

For this the State is largely responsible. It has as much as possible undertaken to conceal their real character by relieving them, even in name, of everything that would tend to characterize them as penal in their nature and by giving them the apparent position of educational institutions maintained at public expense.

I believe this to be wrong. Parents and children alike should understand that these are places provided for vicious children alone. That to be sent there is a disgrace both to the child and his family. That while there his surroundings are necessarily bad. That barring his teachers and attendants his associates belong always to the vicious and often to the criminal classes.

I do not believe any child should be sent to these schools simply because he is incorrigible.

I have found as a rule upon inquiry of parents who have caused their children to be so confined on this charge that the child's real offense consisted in his playing truant when sent to school or that he would run away from home and mingle, as they express it, with "bad boys" or "bad girls." They seem to have labored under the delusion that if sent to one of these places their associates would be "good boys" or "good girls," while the truth is

that there is not a place in all the State outside of these schools where any boy or girl could find one-tenth as many vicious children assembled together. All familiar with the management of these institutions will readily concede the devotion of officers and teachers to the work assigned them, and yet in spite of everything possible to be done these places are prisons instead of schools, from which nearly every inmate yearns to be released with all the intensity of childish desire.

I would change the law so that no child could be sent to one of these institutions until he had violated a penal statute of the State. I would make it the duty of the court by which he was sentenced to distinctly state in its judgment the precise offense of which he is guilty.

In all cases of first offense I would require the court to fix a time beyond which the child could not be confined and I would give a most liberal discount from this for good conduct.

So far as present inmates are concerned in every case where they are committed for incorrigibility I would require their discharge upon application of respectable parents or guardians.

If it is necessary that the State shall provide a place for the confinement of children who are simply disobedient or mischievous (a proposition I am not willing to concede), let it be done in some way to keep them from constant intercourse with those who have already become criminals.

ORPHANS' HOME.

There were on the 1st of January four hundred and twenty-six inmates of both sexes in the Soldiers' Orphans' Home and Home for Indigent Children at Davenport. Of these two hundred and fifty-five are boys and one hundred and seventy-one girls. Of the boys one hundred and two are between the ages of two and ten years, thirty-nine between ten and eleven, thirty-four between eleven and twelve, twenty-eight between twelve and thirteen, thirty between thirteen and fourteen and twenty-two between fourteen and fifteen. Of the girls sixty-three are between two and ten years of age, eleven between ten and eleven, seventeen between eleven and twelve, twenty-three between twelve and thirteen, twenty-three between thirteen and fourteen, eighteen between fourteen and fifteen and sixteen between fifteen and sixteen.

The institution is admirably managed in every respect and everything is being done for the welfare of these children that can be done in such a place.

Still I believe it a great misfortune to a child to be compelled to remain in a charitable institution of any kind after it is old enough to comprehend its dependence, and while the character and habits of the future man or woman are being formed.

Above everything else it is important to those who are to commence life without aid from friends that they be taught habits of industry and become thoroughly imbued with a spirit of self-reliance.

To grow into manhood or womanhood with the consciousness that they are public charges provided for by the charity of the State is to my mind a life-long calamity to every child that is compelled to do so.

I believe the State should immediately adopt measures to put as many of these children in respectable homes in Iowa as can reasonably be secured for them.

It seems to me much could be done in this direction at small expense to the State by some judicious system of bringing to the notice of the people thereof the number, age, nativity, condition of health, education, etc., etc., of the inmates from which those desiring to adopt or otherwise assume the charge and care of a child or children could choose.

The officers of the Home could be empowered to enter into contracts for the benefit of those apprenticed by which such advantages as were thought reasonable could be guaranteed the child, including educational privileges and an agreed compensation to be paid on his or her arrival at the age of majority, and to look carefully into the character, habits and circumstances of all who propose to adopt or receive into their custody as apprentices any of the inmates of the Home.

Money spent in this way would, I am sure, be more profitably invested both for the children and the State than in building additional accommodations for them at the Home.

In what I have said of the institutions particularly referred to I do not wish to be understood as criticizing the management thereof so far as those in charge are concerned.

Conceding the correctness of the general plan upon which all our state institutions are conducted I do not see how their management could be improved.

The error, in my judgment lies in the fact that the system adopted looks to the expansion of every one of these institutions, to their continuous enlargement, to the rapid increase of their population.

when the whole theory of their management with the exception of our schools, should lead in the opposite direction, to their contraction and the lessening of their inmates to the limit of actual necessity, keeping always in mind the fact that the State is bound to see that every one of its unfortunates is aided to an extent sufficient to supply him with the reasonable necessities of life on the one hand, and on the other that it is the imperative duty of every one, fortunate or unfortunate, to do all that he is able to do to supply his own wants, instead of leaving these to be cared for through the charity of others.

PENITENTIARIES.

At the date of the last report of the Warden at Ft. Madison there were confined in the penitentiary at that place four hundred and twenty-five convicts. Of these three hundred and five were employed by contractors who pay the State for their labor prices ranging from forty-five to fifty cents a day each.

The State boards, clothes, furnishes workshops and supplies guards for the convicts. The contractors furnish overseers and require ten hours work for a day the year around.

Many of the convicts are sentenced for life or a long term of years and become experts in the branches of work in which they are employed.

The average length of sentence approximates three years.

It has occurred to me that a better system for the welfare of the convict than that now practiced and one equally as good for the contractor and the State could be adopted.

That these men should be required to repay from the avails of their labor the expense of their care and maintenance all will concede.

That their earnings beyond this should belong to themselves or their families seems equally plain.

That they should be given every advantage to make this surplus as large as possible is not only due to them as individuals but the State would be benefited in a greater degree by the fact that they would thus be encouraged to become industrious members of society when released and thereby the danger that they would return to criminal ways would be diminished.

I learn from the Warden that much, if not all, the work in which these men are employed on contract could be done by the piece.

Would it not be well to provide that future contracts for the labor of these men, as far as it is practicable to make them so, shall be

by the piece, a sufficient sum from the avails of their labor to fully indemnify the State being first exacted and the remainder sent to the families of those who have such, and placed to the credit of those who have not, to be turned over to them on their discharge from prison.

This system perhaps could not be applied to new men, but if it were known to them that as soon as they became sufficiently expert they would be put on contracts of this character it would, I believe, stimulate their exertions to become good workmen, and encourage all convicts to do more and better work than they can be induced to do under the present system.

This plan of work cannot with present facilities be adopted at Anamosa, but every practicable effort should be made to educate the men at that prison with a view to making them masters of at least one trade that can be taught them in the work that is being prosecuted there.

The Warden of the prison at Ft. Madison recommends an appropriation of \$17,950.00 for the building of new shops at that place, and the Warden at Anamosa an appropriation of \$67,400.00 for the further prosecution of work on the prison at that place.

The time is not distant when the Legislature will be compelled to determine what shall be done with one or the other of these penitentiaries.

That the State will not continue the expense of maintaining both seems to me certain.

The number of our prisoners is not sufficient to require such expense, nor in an agricultural State like our own is it at all probable it ever will be. The whole number confined in the two penitentiaries is now six hundred and ninety-eight, of whom thirty are insane and nine United States prisoners. It never exceeded this by more than twenty-seven. If the largest number were doubled the prisoners could be more cheaply and just as comfortably maintained in one prison as in two.

In my judgment one of these institutions must in time be used for some other purpose.

Which should be retained as the penitentiary of the State and which devoted to another purpose I do not with my present knowledge wish to express an opinion.

It seems to me, however, that in making appropriations for each the situation should be kept in mind and the probable abandonment of one or the other as a penitentiary be duly considered.

FREE EMPLOYMENT AGENCIES.

Few of our people are cognizant of the expense to which laboring men and women are often subjected in seeking employment through private intelligence offices.

It is not, I am told, unusual for those securing work through these agencies to be required to enter into written agreements by which, in addition to a fee paid when they become an applicant for a position, they are required to pay to the agent a considerable per cent of their earnings for a long period of time.

In nothing is the State more deeply interested than in the continuous employment of its laboring classes.

Any system which would furnish reliable information to both employers and employees of the wants of each in the labor markets of the State could not fail to prove of great value to both.

The Commissioner of Labor Statistics recommends the establishment of a free employment agency in connection with his office through which it shall be practicable for those seeking employment and of those in search of employees to acquire reliable information without expense to either.

I most heartily concur in this recommendation. The expense of this office in connection with the Bureau of Labor Statistics can be confined within the limits of an appropriation sufficient to pay for necessary stationery and the salary of a single clerk.

In my judgment the system should be so extended as to allow cities of the first class to establish at their own expense and in their own discretion like agencies in connection with some one of the city offices and give them the right to demand of the state office without expense information upon any matter of record in that office which may prove of value in conducting the business of these local offices.

THE COLUMBIAN EXPOSITION.

The Board of Commissioners for the Columbian Exposition recommend the appropriation of \$339,000.00 for use in preparing and maintaining Iowa's exhibit at the Exposition.

This will strike many as a large sum to be used for this purpose but I believe the sentiment is almost universal with the people of Iowa that whatever sum is necessary to put its resources before the world in as thorough and pleasing a form as that adopted by the most enterprising of the other States should be freely appropriated.

To accomplish this to the extent recommended will require a substantial abandonment at present of special appropriations for the use of state institutions beyond what is actually necessary to prevent waste of the property now on hand, or a large increase in the tax levy to be made next fall.

It seems to me the former course can be adopted for this biennial period. Few of the states of the Union have been as liberal in appropriations for the use of charitable and penal institutions as our own and these have been constructed upon a scale so extensive that I do not think there would be any unusual suffering occasioned if we should pass the present period without enlarging or improving any of these beyond the making of necessary repairs.

PRIVATE CORPORATIONS.

Governor Larrabee in his message to the Legislature two years ago recommended the establishment of a separate department for the supervision of the insurance business of the State.

In my judgment such a department should be established and given supervision not only over the insurance business of the State but over all private corporations organized for pecuniary profit and not now under the supervision of some other department of the State.

Our incorporation laws are too loosely drawn. They authorize the formation of corporate bodies without practical restrictions of any kind; permit the adoption of provisions exempting the private property of stockholders from liability for corporate debts, and furnish no adequate protection against a fraudulent use of the privileges conferred by the statutes.

In my judgment these laws should be so amended as to require corporations hereafter formed, before entering upon the transaction of business of any kind other than their own organization, to submit their articles of incorporation to some department of the State for its approval, and furnish a detailed statement of its capital stock subscribed for, and by whom; what part is paid up and how paid, and if paid by the transfer of property to the corporation it should be made the duty of the department having charge of such matter to ascertain and fix the cash value of the property so transferred, and thereupon, having approved the form of the articles of incorporation and determined the amount of paid up capital stock, to issue its certificate, if in the judgment of the department the corporation should be authorized to engage in the

business contemplated, reciting the amount of capital stock in good faith subscribed for, the amount actually paid in cash or its equivalent, and authorizing the transaction of business from and after the date of such certificate.

They should be further amended so as to require of all corporations heretofore organized or hereafter to be organized, including foreign corporations having general agencies established and doing business within the State, an annual statement, verified by the oath of some officer, and made in such form as the department should from time to time designate for the purpose of clearly and distinctly showing the financial standing of such corporations, and the department should be authorized on its own motion to make examinations and wind up the business of any corporation whenever the safety of the public requires it.

A failure to make the statement or submit to the examination required should forfeit the right of the delinquent corporation to transact business within the State.

A system of fees for the work of the department should be devised that will increase rather than diminish the net revenues of the State.

COMMISSIONS ON REFUND OF DIRECT TAX.

The Twentieth General Assembly passed a joint resolution of which the following is in substance a copy:

Be it Resolved by the General Assembly of the State of Iowa that the Governor be, and he is hereby authorized and empowered to appoint an agent on behalf of the State, to prosecute to final decision the claim of this State for a refund of the tax paid by the State of Iowa, under the provisions of the act of Congress of August 5, 1861, and also for a refund of interest on money advanced by the State during the civil war; and that such agent shall be allowed such compensation as shall be agreed upon between the Governor and himself, but shall not in any event exceed three per cent of the amount collected, to be paid only after the recovery of the claim, in whole or in part, and not to be paid out of any other fund; and provided, that the State shall not otherwise be liable for any expenses whatever attending the prosecution of such claim.

On the 11th of May after the passage of this resolution Governor Sherman executed and delivered to General Belknap an instrument in writing in substance as follows:

To all whom these presents shall come: Know ye that reposing special confidence in William W. Belknap, of the county of Lee, I, Buren R. Sherman, Governor of Iowa, in the name and by the authority of the people of the State, do hereby appoint and commission him agent of the State to

obtain refunds from the United States in accordance with joint resolution No. 16, of the Twentieth General Assembly, with fees fixed at three per cent of all collections made.

Under this appointment General Belknap as is now claimed entered upon the work contemplated and continued to act as agent for the State up to the time of his death, which occurred a few months before the passage of the act hereinafter referred to. During his lifetime some progress was made towards the passage of such act and on the second of March, 1891, an act of Congress, of which the following are the material portions for consideration here became a law.

SECTION 1. It shall be the duty of the Secretary of the Treasury to credit to each state and territory of the United States and the District of Columbia a sum equal to all collections by set off or otherwise made from said states and territories and the District of Columbia or from any of the citizens or inhabitants thereof, or other persons, under the act of Congress approved August 5, 1861, and the amendatory acts thereto.

SECTION 3. That there is hereby appropriated out of any money in the treasury not otherwise appropriated such sum as may be necessary to reimburse each state, territory and District of Columbia for all money found due to them under the provisions of this act, and the Treasurer of the United States is hereby directed to pay the same to the Governors of the states, territories and to the Commissioners of the District of Columbia, but no money shall be paid to any state or territory until the legislature thereof shall have accepted by resolution the sum herein appropriated and the trusts imposed in full satisfaction of all claims against the United States on account of the levy and collection of said tax, and shall have authorized the Governor to receive said money for the use and purpose aforesaid; *provided*, that where the sums or any part thereof credited to any state, territory or the District of Columbia, have been collected by the United States from the citizens or inhabitants thereof or any other person, either directly or by sale of property, such sums shall be held in trust by such state, territory or District of Columbia for the benefit of those persons or inhabitants from whom they were collected, or their legal representatives; and *provided further*, that no part of the money collected from individuals and to be held in trust as aforesaid shall be retained by the United States as a set-off against any indebtedness alleged to exist against the state, territory or District of Columbia in which such tax was collected; and *provided further*, that no part of the money hereby appropriated shall be paid out by the Governor of any state or territory, or any other person, to any attorney or agent under any contract for services now existing or heretofore made between the representative of any state or territory and any attorney or agent.

Upon the passage of a resolution such as is required by the third Section of the act aforesaid, this state will be entitled to a sum estimated at \$384,274.80.

Two parties now claim the commissions stipulated for in the instrument appointing General Belknap agent for the state.

First. The widow of the General who claims that upon the death of her husband she took up the work of the State where he left it and aided in bringing his work to a successful close, and

Second. The administrator of General Belknap's estate who claims that the services contemplated by his appointment had been substantially performed before his death and that therefore the claim for compensation accrues to his estate.

It is undoubtedly for the best interest of the State that the Legislature adopt the resolution required by the act of Congress.

Under the provisions of this act the Governor cannot use any portion of the money refunded to pay any person for the services rendered by General Belknap.

If this be done the money must be appropriated by the Legislature and the party to whom it is to be paid should be designated in the bill making the appropriation.

Considering the facts in the case from a purely legal standpoint I do not think a claim for the compensation stipulated in the instrument by which General Belknap was appointed could be maintained in a court of law, if the State could be made a party to such a suit. Whether or not the equity of this claim is such as to require at your hands an appropriation to pay it and if so to whom it should be paid are questions addressed to your discretion, and which it seems to me you alone should decide.

MINING INDUSTRIES.

Among the important industries of the State, that of mining has assumed a prominent position.

Immense capital is already invested in this business and an army of men numbering at least nine thousand five hundred are constantly employed, producing an annual output of coal alone valued at five and a half millions, and receiving annually in wages not less than four millions of dollars.

It is unavoidable that in transactions of this magnitude there should not be more or less conflict of opinion in regard to the relative rights of each, between those who furnish the capital to carry them forward and those who perform the manual labor requisite to their successful prosecution. In all legislation affecting this great industry the State should be absolutely fair and just to both of these classes. Indeed it could not be partial to the one, and consequently unjust to the other, without inflicting irreparable injury

upon both. It is, however, undeniably true that the men who perform the active labor in the mines necessary for a successful prosecution of this industry are engaged in hazardous work, and that they deserve from the State a degree of care correspondingly great.

This has long been recognized by the Legislature as is evidenced by the fact that a separate department has been established thereby, and is maintained at public expense, charged with the specific duty of guarding the interests of these men and protecting them as far as practicable from the dangers incident to their calling.

If experience develops any defect in these laws, or if it is made to appear to you that other and further legislation is necessary to carefully preserve every just right of those so employed, you should willingly accord to them everything that can be done for their protection without invading equally substantial and just rights of others.

NATIONAL GUARD.

The annual inspections and tours of camp duty by the Iowa National Guard indicate that the organized militia of the state is rapidly reaching a high plane of discipline and general efficiency.

The numerical strength of the force is two thousand four hundred and sixty-six officers and enlisted men organized into six infantry regiments of eight companies each.

A majority of the companies are well uniformed, equipped with improved fire-arms and all necessary accouterments, supplied with blankets, tents and overcoats, with saddles and bridles for officers' horses and prepared to respond promptly whenever they may be called into active service.

The officers are men in the prime of life, active, intelligent, full of zeal, anxious to know their duty and apparently willing to discharge it to the best of their ability.

The rank and file is recruited from the best young men of the State who devote much of their time and means to advance the interests of the organization from patriotic impulses and without any adequate compensation therefor.

I can cheerfully commend the Guard of the State as worthy the generous support of its people.

To offset the increased cost of transporting the members to and from the annual encampments growing out of recent railroad legislation a deficit in the military appropriation for the last biennial period could only be avoided by reducing the period of the annua-

camps of instruction from five to four days thus detracting from their usefulness.

It seems to me railway companies operating lines within the State could properly be authorized to enter into contracts for the transportation of members of the Guard to and from camps of instruction, or when called into active service, at reduced rates without effecting charges for the transportation of passengers in other cases, and that economy requires that appropriations be made sufficient to enable the Guard to remain in camp a longer period than has heretofore been practicable in as much as the chief expense of these meetings is incurred in the preparation of, and getting to and from their camps, without reference to the time spent therein.

INAUGURAL ADDRESS.

In an inaugural address which I shall soon have occasion to deliver in your presence I shall discuss certain subjects upon which, in my judgment, legislation is desirable.

It would serve no useful purpose to repeat my views on these subjects at this time and they are therefor largely omitted.

CONCLUSION.

Selected as you are by different political parties and therefore necessarily entertaining different views upon many subjects that will demand your attention, it is not to be expected that your opinions will always harmonize, but that each and every one of you will be controlled by a sincere desire to so perform his official labors as to advance the best interests of his State no one will entertain a doubt.

That you may be guided by a spirit of manly fairness and charity for the opinions of each other, and by wisdom sufficient to enable you to know the right, will be the earnest wish of those who watch your course, and wait for its effect upon the magnificent commonwealth whose most vital interests are for the present committed to your care.

HORACE BOIES.

January 12, 1892.

ABSTRACT OF THE REPORTS

Made to the Governor by the State Officers and the Trustees and Superintendents of the State Institutions.

STATE UNIVERSITY.

Number of students 1889-1890.....	737
Number of students 1890-91	890
Number of instructors 1891.....	74
Number of graduates 1890.....	184
Number of graduates 1891.....	199
Average cost to student yearly	\$ 126.00
Sources of Receipts—appropriations.....	142,969.82
tuitions.....	65,295.46
interest on loans.....	35,114.09
rents.....	490.75
transferred from permanent fund	1,570.41
balance June 13, 1889.....	16,574.31

Total.....\$262,014.84

Principal expenditures—University department, salaries, supplies, etc.....	\$145,138.29
general and miscellaneous.....	46,788.33
improvements, etc.....	61,696.78

The permanent fund amounts (June, 1891) to \$233,896.05 an increase over 1889 of \$6,997.89.

The following special appropriations are asked for by the regents:

Hospital building and equipment.....	\$ 60,000.00
Collegiate department building and furniture.....	80,000.00
Engineering building.....	12,000.00
Engineering building equipment.....	5,000.00
Repairs and equipment for dental department.....	10,000.00
Equipment for natural science department.....	11,000.00
Physical laboratory.....	5,000.00
General library.....	10,000.00
Law library.....	5,000.00
Additional equipment for chemical laboratory.....	5,000.00
Additional equipment for department of pharmacy.....	5,000.00
For pathological and bacteriological laboratory.....	1,000.00
For histological laboratory.....	1,000.00
For electrical plant.....	5,000.00
Repairs and contingent purposes.....	15,000.00
For removal of heating plant.....	5,000.00
For water closets and sewerage.....	5,000.00
For purchase of new grounds.....	7,000.00
Additional support, \$35,000 yearly.....	70,000.00

Total.....\$317,000.00

STATE NORMAL SCHOOL.

Number of pupils 1889-1890.....	657
Number of pupils 1890-1891 { men 216, } { women 530. }	746
Pupils present from 93 counties.	
Graduates 1889, 1890.....	65
Graduates 1890, 1891.....	77

The growth of the School is indicated by the fact that the increase of the number of advanced students for this biennial period has been 80 per cent. over the period preceding; and of graduates, 70 per cent. Compared with five years ago, the increase of first year students has been 30 per cent, of advanced students 251 per cent, and of graduates 300 per cent.

Receipts—

Support, etc., (state treasury).....	\$ 27,508.33
Improvements, repairs, etc. (state treasury).....	9,999.98
Students' contingent fund.....	9,184.50
Transfers to teachers' fund.....	2,039.35
Miscellaneous.....	6.91
Balance July 1, 1889.....	5,612.54
Total.....	\$ 54,351.61

Expenditures—

Teachers.....	\$ 29,225.15
Contingent.....	4,033.10
Improvements and repairs.....	9,755.33
Library.....	1,293.63
Students' contingent fund.....	8,186.44
Balance June 30, 1891.....	1,857.96
Total.....	\$ 54,351.61

The following special appropriations are asked for by the directors:

Teachers' fund, additional endowment.....	\$ 10,000.00
State contingent fund, additional endowment.....	1,000.00
Library and apparatus.....	5,000.00
Repairs, new smoke stack.....	6,000.00
Electric light.....	8,000.00
Water rents.....	1,200.00
New building.....	50,000.00
Military instruction.....	1,000.00
Summer school.....	2,000.00
Sewerage.....	5,000.00
Total.....	\$ 89,200.00

AGRICULTURAL COLLEGE.

Number of students, 1891.....425

The endowment fund now amounts to \$679,784.70, an increase in the biennial term of \$30,338.54. The income from this in 1891 was \$49,371.22.

Sources of receipts—

Balance on hand.....	\$ 15,148.87
National sources, support.....	141,516.36
National Experiment Station fund.....	33,750.00
State appropriations.....	49,590.77
From students.....	4,663.79
Sales.....	17,581.00
Donations.....	9.60
Endowment accrued interest.....	21,280.00
Total.....	\$ 283,540.39

Principal expenditures—

Salaries, apparatus, supplies, etc.....	\$ 121,254.47
Experiment station.....	32,756.15
Improvements, etc.....	13,750.00
Invested in farm mortgages.....	43,350.00

The following special appropriations are asked for by the trustees—

General repairs.....	\$ 12,500.00
Completion of creamery.....	5,000.00
Ladies hall.....	75,000.00
Building for agriculture, horticulture and veterinary science, including green-house.....	50,000.00
Central steam heating plant.....	25,000.00
Feed barn and horse stables.....	8,000.00
Water works.....	15,000.00
Addition to veterinary hospital.....	7,000.00
Armory.....	15,000.00
Two professors' houses.....	5,000.00
Total.....	\$ 217,500.00

SOLDIERS' ORPHANS' HOME.

Number inmates July 1, 1890 (soldiers' orphans, 88).....	370
Number inmates June 30, 1891 (soldiers' orphans, 198).....	400
Number admitted during period (soldiers' orphans, 172).....	260
Number discharged during period (soldiers' orphans, 55).....	210
Number died during period (soldiers' orphans, 7).....	20

Receipts—

Support (state treasury).....	\$ 79,778.25
Sale of articles, etc.....	300.47
Balance July 1, 1889.....	3,258.34
Improvement, repairs, etc, (state treasury).....	24,124.99
Total.....	\$ 107,462.05

Expenditures—

Support	\$ 79,112.90
Improvements, etc.....	25,504.45
Returned to State.....	1,900.00
Balances June 30, 1891.....	944.70
Total.....	\$ 107,462.05

The trustees ask for the following special appropriations:

To complete main central building.....	\$ 3,000.00
For an additional cottage.....	4,000.00
For enlarging laundry and boiler room.....	2,500.00
For additional land.....	5,000.00
For library.....	500.00
For electric light.....	2,750.00
For steam heating and additional boiler.....	3,000.00
For furniture.....	1,750.00
For contingent and repair fund.....	4,500.00
For industrial building.....	2,000.00
For grading and fencing.....	500.00
Total.....	\$ 29,500.00

COLLEGE FOR THE BLIND.

Number pupils enrolled 1889-90.....	171
Number pupils enrolled 1890-91 { males 88 }	184
{ females 96 }	
New pupils admitted during period.....	77
Graduated.....	6

Receipts—

Support (state treasury).....	\$ 59,333.76
Tuition for pupils from other states	1,159.95
Clothing for pupils from other states.....	117.40
Articles sold.....	2,658.79
Improvements (state treasury)	6,455.44
Balance support, July 1, 1889.....	3,385.47
Balance improvements, July 1, 1889.....	2,614.53
Total.....	\$ 75,725.34

Expenditures—

Support.....	\$ 61,996.84
Improvements.....	6,950.23
Balance support June 30, 1891.....	4,658.53
Balance improvements, June 30, 1891.....	2,119.74
Total.....	\$ 75,725.34

The following special appropriations are asked for by the trustees:

For contingent and repairs.....	\$ 4,500.00
For bedding and furniture.....	2,500.00
For pantry.....	500.00
For completing porch of main building.....	1,500.00
Total.....	\$ 9,000.00

INSTITUTION FOR THE DEAF AND DUMB.

Receipts—

Support (state treasury).....	\$ 116,550.00
Improvements (state treasury)	23,975.00
Balance support July 1, 1889.....	207.98
Balance improvements July 1, 1889.....	5,256.73
Other sources.....	4,446.37
Transferred from support fund.....	1,520.93
Overdrawn.....	262.68
Total.....	\$ 152,219.69

Expenditures—

Support.....	\$ 119,532.19
Transfer to improvement fund.....	1,520.93
Improvements	30,278.64
Balance support June 30, 1891.....	151.23
Balance improvements June 30, 1891.....	736.70
Total.....	\$ 152,219.69

The trustees ask for the following special appropriations:

Coal bins and dry room.....	\$ 2,500.0
School house repairs and school furniture.....	1,500.00
Steam heating and water pipes	1,500.00
Fencing.....	700.00
Library and binding.....	600.00
General repairs (\$1,500.00 per annum).....	3,000.00
Electric light.....	2,500.00
Painting	3,000.00
Furniture.....	800.00
Horses, wagons and harness.....	1,000.00

New boiler for industrial schools	1,500.00
Completion of dining room and addition.....	1,500.00
Artesian well and water supply.....	4,000.00
Resetting boilers, pipe covering and exhaust heater.....	1,500.00
Smoke stack.....	2,000.00
Repairs to elevator.....	500.00
Water heater and food cooker.....	400.00
Total.....	\$ 28,500.00

INSTITUTION FOR FEEBLE MINDED CHILDREN.

Number of inmates July 1, 1889.....	432
Number of inmates June 30, 1891.....	457
Number in school department June 30, 1891.....	248
Number in asylum department June 30, 1891.....	209
Average attendance for period.....	440
Number admitted during period.....	194
Number discharged during period (deaths 48).....	167
Applications for admittance during period.....	221
Annual per capita expense.....	\$ 149.32
Annual per capita expense, including clothing.....	165.96
Receipts—	
Support (state treasury).....	\$ 113,838.05
Balances July 1, 1889.....	4,623.19
From superintendent.....	6,658.36
Contingent, etc. (state treasury).....	37,204.09
Special appropriations, improvements.....	29,490.88
Total.....	\$ 191,814.57
Expenditures—	
Support.....	\$ 120,255.42
Contingent, etc.....	36,290.00
Improvements.....	29,423.56
Balances June 30, 1891.....	5,845.59
Total.....	\$ 191,814.57
The trustees ask for the following special appropriations:	
For building for custodials.....	\$ 50,000.00
For completing laundry and industrial rooms.....	15,000.00
For barns and granaries.....	3,500.00
For finishing fourth floor in central building.....	2,000.00
For painting buildings.....	1,500.00
For fruit house.....	1,500.00

For fences.....	1,000.00
For improvement of grounds.....	1,000.00
For new boiler and fixtures.....	2,000.00
For beds and bedding.....	2,400.00
For contingent and repair fund.....	6,000.00
For school supplies and library.....	200.00
For improving cottages and east cottage.....	4,200.00
For bedding, chairs, etc. in hospital.....	500.00
Total.....	\$ 90,800.00

HOSPITALS FOR INSANE.

	Mt. Pleasant.	Independence.	Clarinda.
Patients admitted from July 1, 1889, to June 30, 1891, men.....	312	328	*313
..... women.....	331	289	
Patients discharged recovered.....	228	211	71
Patients discharged improved.....	107	161	69
Patients discharged unimproved.....	97	29	45
Patients died.....	154	109	61
No. patients July 1, 1889, men.....	326	306	
..... women.....	433	370	242
No. patients June 30, 1891, men.....	363	444	309
..... women.....	453	389	
Average number.....	793	810	284
Support per patient drawn each month.....	\$ 14.00	\$ 14.00	\$ 16.00
Receipts—			
Proceeds of articles sold.....	\$ 8,488.74	\$ 11,305.75	\$ 3,072.56
Support fund (state treasury).....	264,936.00	258,102.00	109,568.00
Improvements, repairs and contingencies (state treasury).....	41,550.00	16,234.16	100,100.00
Balance, July 1, 1889, support.....	86.92	1,951.61	1,312.22
Balance, July 1, 1889, improvements and contingencies.....	1,416.91	1,146.39	.03
Overdrawn, July 1, 1889, improvements and contingencies.....		99.34	
Total.....	\$ 316,478.57	\$ 288,839.25	\$ 214,052.81
Expenditures—			
Support.....	\$ 272,670.74	\$ 262,700.62	\$ 113,933.98
Repairs and contingent expenses.....	7,966.91	6,873.44	
Improvements.....	23,153.44	8,427.64	85,950.03
Balance, June 30, 1891, support.....	840.92	8,658.74	18.80
Balance, June 30, 1891, improvements and contingencies.....	1,846.56	2,178.81	14,150.00
Total.....	\$ 316,478.57	\$ 288,839.25	\$ 214,052.81

*Men. †15 months. ‡9 months.

The trustees ask for the following special appropriations:

Hospital at Mt. Pleasant—

For better fire protection.....	\$ 10,000.00
For water supply.....	13,000.00
For repairs.....	12,000.00
For painting.....	2,000.00
For flower conservatory.....	2,000.00
For improvement of grounds.....	2,000.00
For repairing sewer.....	2,500.00
For industrial building for men.....	5,000.00
For infirmary buildings.....	25,000.00
Total.....	\$ 73,500.00

Hospital at Independence—

For tile to drain farm.....	\$ 500.00
For improving the grounds.....	2,000.00
For a permanent slaughter house.....	2,000.00
For a paint and blacksmith shop.....	3,000.00
For enlarging the cow barn.....	1,500.00
For an electric light system.....	10,000.00
For repair and contingent fund.....	10,000.00
For a cottage for female patients.....	50,000.00
Total.....	\$ 79,000.00

Hospital at Clarinda—

An additional wing for incurables.....	\$ 130,000.00
Laundry, dry room and machinery for same.....	30,000.00
Engine room and electric light room.....	30,000.00
Fan room and water tanks.....	10,000.00
Chapel and amusement hall.....	28,000.00
Steam heating new buildings.....	15,000.00
Steam heating present wing (finishing).....	3,500.00
Engine and addition to electric plant.....	5,000.00
Plumbing and water supply.....	6,000.00
Engine and pump for water supply.....	3,500.00
Sewerage.....	1,000.00
Barns.....	4,000.00
To complete furnishing present new wing.....	6,500.00
For furnishing new wing for incurables.....	9,000.00
For furnishing chapel and amusement hall.....	3,000.00
Fan corridors (cold air) connecting wings.....	9,000.00
Repairs and contingent.....	5,000.00
For purchasing additional land (ninety acres).....	9,000.00
Landscaping.....	3,000.00
Total.....	\$ 811,100.00

During the biennial period the three hospitals for the insane drew from the state treasury for support \$629,198.00.

There was paid into the treasury from the several counties for the care of their insane the sum of \$592,792.96.

This left a net disbursement from the state treasury of \$96,405.04.

There was also paid out for the removal of non-resident insane \$1,154.56.

PENITENTIARIES.

	FT. MADISON.	ANAMOSA.	TOTAL.
Number convicts July 1, 1889.....	380	324	604
Number convicts June 30, 1891.....	406	271	679
Number received during period.....	445	269	714
Number discharged during period.....	419	222	641
Annual expense per capita.....	\$ 172.57	\$ 245.30	

Receipts—

	Ft. Madison.	Anamosa.
Support, etc.....	\$ 89,895.88	\$ 50,474.62
Salaries (state treasury).....	59,760.08	51,031.23
Deposits by convicts.....	16,382.12	5,450.95
Improvements.....		14,640.53
Repairs, contingencies, etc.....	8,775.00	4,961.16
From visitors.....	1,483.35	874.80
Balance July 1, 1889.....	7,800.54	6,330.30
Total.....	\$ 183,596.92	\$ 133,769.08

Expenditures—

Support.....	\$ 68,789.63	\$ 49,953.21
Salaries.....	59,760.08	51,231.25
Improvements.....		16,384.18
To convicts.....	16,847.04	4,912.40
Transportation.....	2,358.52	897.46
Library.....	1,533.52	467.50
Repairs, contingencies, etc.....	7,425.39	4,930.51
Prisoners' aid.....	300.00	450.00
To State treasury.....	17,000.00	
Balance June 30, 1891.....	9,582.74	4,542.48
Total.....	\$ 183,596.92	\$ 133,769.08

The earnings of the Ft. Madison penitentiary under the contract system for the biennial period were \$89,287.28.

The following special appropriations are asked:

For Ft. Madison—

For transportation of discharged convicts.....	\$ 2,500.00
For contingent fund and repairs.....	7,500.00
For brick barn.....	3,700.00
For two story brick shop.....	4,000.00
For strip of land.....	250.00
Total.....	\$ 17,950.00

For Anamosa—

For rear center building.....	\$	50,000.00
For completion of department for females.....		10,000.00
For contingent and repair fund.....		6,000.00
For transportation of discharged convicts.....		1,200.00
For warden's house furniture.....		200.00
Total.....	\$	67,400.00

INDUSTRIAL SCHOOLS.

	BOYS.	GIRLS.
Number of inmates July 1, 1889.....	367	109
Number of inmates June 30, 1891.....	401	117
Number committed during period.....	202	65
Number discharged during period.....	168	57
Average age of those committed.....	12.7	12.9
Cause of commitment—incorrigibility.....	113	50
Cause of commitment—crimes and misdemeanors.....	89	15

Receipts—

Support (state treasury).....	\$	69,850.00	\$	28,973.50
From shoe shop.....		114.55		
From articles sold.....		3,014.67		767.34
Improvements, repairs, etc. (State treasury).....		18,917.95		10,585.00
Overpaid June 30, 1891.....		470.45		594.94
Balance support July 1, 1891.....		381.01		581.72
Balance improvement, repairs, etc.....		5,302.25		2,821.20
Total.....	\$	98,050.88	\$	44,323.70

Expenditures—

Support.....	\$	71,198.29	\$	28,607.15
Repairs and contingencies.....		4,412.29		2,046.32
Improvements.....		19,253.03		10,173.22
Balance support June 30, 1891.....		2,161.94		1,715.41
Balance improvement June 30, 1891.....		1,125.33		1,781.60
Total.....	\$	98,150.88	\$	44,323.70

The trustees ask for the following special appropriations:

For the Boys' School—

For erection of wing to main building.....	\$	21,780.00
Steam heat for same.....		1,150.00
Extension of electric light for same.....		420.00
One family building.....		10,000.00
Contingent and repair fund.....		5,000.00

Steam heating apparatus for six family buildings, \$1,200 each.....	\$	7,200.00
Tile to drain wet land.....		600.00
Chaplain fund for two years.....		500.00
For purchase of eighty acres of land.....		2,000.00
Total.....	\$	48,650.00

For the Girls' School—

For heating new building.....	\$	1,500.00
For furnishing new building.....		1,500.00
For extending electric lights to new building.....		150.00
For window screens for new building.....		100.00
For drainage.....		500.00
For contingent and repair fund.....		2,500.00
For painting.....		600.00
For chaplain.....		200.00
For library and school books.....		200.00
For seating school-room.....		300.00
For safe.....		200.00
Carpets and furniture (refurnishing).....		600.00
Total.....	\$	8,350.00

SOLDIERS' HOME.

Number inmates July 1, 1889.....	274
Number inmates June 30, 1891.....	446
Number received during period.....	348
Number discharged during period (deaths 40).....	176
Average number during period.....	379
Average age.....	57
Number who are pensioners.....	223
Annual per capita expense.....	\$ 242.90

Receipts—

Support (state treasury).....	\$	87,530.00
Sale of articles, etc.....		619.49
Freight rebate.....		618.90
Improvements (state treasury).....		19,100.00
Salaries (state treasury and transfer).....		19,421.00
Balance support July 1, 1889.....		8,247.99
Balance improvements July 1, 1889.....		2,741.39
Balance salary fund July 1, 1889.....		994.95
Overdrawn July 1, 1889.....		14,775.00
Total.....	\$	154,048.72

Expenditures—

Support.....	\$ 72,578.06
Transfers to boiler house and sewer funds.....	5,907.71
Transfers to salary fund.....	2,000.00
Salaries.....	19,484.99
Improvements.....	36,570.61
Balance support June 30, 1891.....	16,530.61
Balance improvements June 30, 1891.....	45.78
Balance salary June 30, 1891.....	930.96
Total.....	\$ 154,048.72

The federal aid received under act of congress, for Iowa's disabled union soldiers amounted, during the biennial period (\$100 per annum for each veteran at the home), to \$51,350.34.

Special appropriations asked for by trustees:

For a chapel.....	\$ 7,500.00
For two buildings for officers of the home.....	7,500.00
For improvements on grounds.....	3,000.00
For water works.....	2,000.00
Total.....	\$ 20,000.00

INDUSTRIAL HOME FOR THE BLIND.

Receipts—

Appropriation.....	\$ 40,000.00
Cash donation.....	1,200.00
Total.....	\$ 41,200.00

Expenditures—

Paid to contractors.....	\$ 31,782.19
Paid to architects.....	1,587.59
Furnishings, etc.....	2,910.49
Incidentals.....	34.80
Furniture and machinery not yet received.....	2,000.00
Balance on hand.....	2,884.93
Total.....	\$ 41,200.00

The trustees ask for the following special appropriations:

For salaries and support (\$15,000 each year).....	\$ 30,000.00
For purchase of materials for industrial purposes.....	10,000.00
For additional furniture.....	3,000.00
For improving grounds.....	4,000.00
For contingent fund and repairs.....	2,000.00
For ice-house and cold storage.....	1,000.00
For orchard, small fruits, etc.....	500.00
For electric light plant.....	6,000.00
Total.....	\$56,500.00

SUMMARY OF SPECIAL APPROPRIATIONS ASKED FOR.

State University.....	\$ 317,000.00
Normal School.....	89,200.00
Agricultural College.....	217,500.00
Soldiers' Orphans' Home.....	29,500.00
College for the Blind.....	9,000.00
Institution for the Deaf and Dumb.....	28,500.00
Institution for Feeble-Minded Children.....	90,800.00
Hospital for the Insane, Mt. Pleasant.....	73,500.00
Hospital for the Insane, Independence.....	79,000.00
Hospital for the Insane, Clarinda.....	311,100.00
Penitentiary at Ft. Madison.....	17,950.00
Penitentiary at Anamosa.....	67,400.00
Industrial School, boys' department.....	48,650.00
Industrial School, girls' department.....	8,350.00
Soldiers' Home.....	20,000.00
Industrial Home for the Blind.....	56,500.00
Columbian Commission.....	339,000.00
Total.....	\$1,802,950.00

SPECIAL APPROPRIATIONS REMAINING UNDRAWN
JANUARY 1, 1892.

State University.....	\$ 16,963.95
Normal School.....	1,500.00
Agricultural College.....
Soldiers' Orphans' Home.....	4,841.81
College for the Blind.....	7,642.75
Industrial Home for the Blind.....	4,830.10
Institution for Deaf and Dumb.....
Institution for Feeble Minded Children.....	2,500.00
Hospital for Insane, Mt. Pleasant.....	3,505.34
Independence.....	3,052.70
Clarinda.....	15,126.15
Penitentiary, Ft. Madison.....	5,638.39
Anamosa.....	10,915.25
Industrial School, Boys.....	759.99
Girls.....	1,727.73
Soldiers' Home.....	4,375.00
Industrial Home for the Blind.....	4,830.10
Capitol grounds.....	23,185.20
Benedict Home.....
Total.....	\$ 111,394.46

BOARDS OF TRUSTEES.

Per diem and expenses for biennial period ending June 30, 1891:

Agricultural College.....	\$ 3,567.26	
State University.....	4,069.40	
Normal School.....	2,181.50	
Total.....		\$ 9,818.16
Institution for the Deaf and Dumb.....	\$ 1,870.23	
Institution for Feeble Minded Children.....	1,082.52	
Hospital for the Insane, Clarinda.....	3,580.23	
Independence.....	1,659.14	
Mt. Pleasant.....	1,245.88	
Industrial Schools.....	1,171.18	
Soldiers' Orphans' Home.....	1,138.58	
Soldiers' Home.....	1,797.73	
College for the Blind.....	1,912.00	
Industrial Home for the Blind.....	2,041.71	
Total.....		\$ 17,499.20
Grand total.....		\$ 27,317.36

STATE INSTITUTIONS.

EXPENSE TO STATE, BIENNIAL PERIOD 1889-91.

Expenditures by the State for biennial period ending June 30, 1891, for support, etc., and amounts appropriated by Twenty-third General Assembly for improvements:

	Support, etc.	Improvements.	Total.
State University.....	\$ 77,945.66	\$ 80,000.00	\$ 157,945.66
Normal School.....	27,856.50	17,600.00	45,456.50
Agricultural College.....	8,114.66	50,000.00	58,114.66
Soldiers' Orphans' Home.....	80,417.83	46,000.00	126,417.83
College for the Blind.....	59,333.76	8,000.00	67,333.76
Institution for the Deaf and Dumb.....	120,518.43	26,050.00	146,568.43
Institution for Feeble-Minded Childr'n	146,771.91	41,800.00	188,571.91
Hospital for Insane, Mt. Pleasant.....	266,181.88	37,100.00	303,281.88
Hospital for Insane, Independence.....	261,313.84	20,000.00	281,313.84
Hospital for Insane, Clarinda.....	109,740.23	180,400.00	290,140.23
Penitentiary, Ft. Madison.....	59,760.98	9,700.00	69,460.98
Penitentiary, Anamosa.....	98,634.71	38,850.00	137,484.71
Industrial School, Boys }.....	104,528.68	20,850.00	143,503.68
Industrial School, Girls }		18,125.00	
Soldiers' Home.....	104,951.00	38,150.00	143,101.00
Industrial Home for Blind.....	2,041.71	40,000.00	42,041.71
Total.....	\$1,528,111.78	\$ 672,425.00	\$2,200,536.78

EXPENSES OF STATE INSTITUTIONS FROM THE BEGINNING.

The following table of expenses for state institutions has been carefully and thoroughly revised from the beginning of each institution, including the fiscal term ending June 30, 1891:

	Improvements and repairs.	Support, etc.	Totals.	Amount of special appropriations undrawn June 30, 1891.
Agricultural College.....	\$ 451,636.27	\$ 79,785.88	\$ 531,422.15	\$ 20,655.98
Arsenal.....	48,902.73		48,902.73	
Capitols—				
Iowa City, prior to removal.....	110,248.08		110,248.08	
Removal to Des Moines.....			11,517.01	
Old capitol and public square.....	(a) 87,783.21		(a) 87,783.21	
New State house.....	2,929,406.40		2,929,406.40	72,279.95
College for the Blind.....	(b) 305,039.34	688,004.34	993,043.68	10,805.16
Hospitals for Insane—		(c) 1,082,653.32	1,082,653.32	
Clarinda.....	455,273.85		455,273.85	80,126.15
Independence.....	1,029,591.56		1,029,591.56	10,318.54
Mt. Pleasant.....	875,270.63		875,270.63	12,805.34
Industrial Schools.....	296,374.33	664,251.32	960,625.65	20,987.72
Deaf and Dumb Institute.....	465,950.83	(d) 1,033,786.43	1,499,737.26	6,525.00
Feeble Minded Institute.....	260,409.97	(e) 535,311.91	795,721.88	12,105.03
Feeble Minded Institute.....		(f) 2,330.30	2,330.30	
Normal School.....	70,095.81	161,545.61	231,641.42	5,766.69
Orphans' Home.....	(b) 270,857.08	(g) 926,573.71	1,197,430.79	24,225.01
Penitentiaries—				
Anamosa.....	388,150.53	(h) 705,176.48	1,093,327.01	22,416.28
Ft. Madison.....	320,581.43	(i) 817,474.10	1,138,055.53	5,638.39
Inspection of prisons.....			903.53	
Soldiers' Home.....	113,997.00	(j) 107,236.26	221,233.26	11,762.50
State University.....	231,865.56	652,664.72	884,530.28	50,905.44
Industrial Home for Blind.....	11,260.98	2,041.71	13,312.69	28,739.02
Total.....	\$8,722,695.59	\$ 7,459,736.09	\$16,194,852.22	\$396,062.20

(a) This sum is determined by a careful examination of the appropriation bills, and the general contingent and miscellaneous expenditures, selecting therefrom what seemed chargeable to buildings, furniture and repairs, exclusive of cleaning, papering, etc.

(b) After deducting amount of appropriation unused returned to the treasury.

(c) Net cost to the State after deducting \$3,483,640.33 refunded by counties for the care of their insane, and \$8,594.48 collected for support of private

patients and turned into the state treasury by the Superintendent of Mt. Pleasant Hospital.

(d) Does not include expenditure for clothing for inmates.

(e) Net cost to the State after deducting \$44,758.91 refunded by counties for clothing for their inmates.

(f) This amount was paid in 1866-69 for the care of idiots to Illinois Institution for Idiots.

(g) Net cost to State after deducting \$232,366.46 refunded by counties for care of their indigent children.

(h) Net cost to State after deducting \$2,229.71 paid into state treasury by warden.

(i) Net cost to State after deducting \$95,323.58 paid into state treasury by warden, surplus receipts from contracts.

(j) Net cost to State after deducting \$65,284.74 received from United States Government for aid of the Home.

The following amounts have been from time to time expended for the purposes designated:

Agricultural Society..\$ 39,800.00	}	\$ 96,309.25
Fair Grounds		
Benedict Home.....		13,884.61
Board of Health.....		51,567.70
Centennial Exposition.....		18,514.72
Columbian Exposition.....		5,000.00
County Agricultural Societies		456,830.47
Dairy Commissioner.....		14,180.84
Fish Commissioner.....		56,559.12
Geological survey.....		81,756.88
Historical Society.....		32,250.00
Historical Records (Aldrich collection).....		1,342.53
Horticultural Society		24,350.00
Immigration, aid of.....		30,383.81
Labor Bureau.....		13,530.66
Library.....		57,817.06
Mine Inspection.....		37,610.81
Railroad Commission.....		183,962.57
Soldiers' Monument.....		1,005.35
Veterinary Surgeon.....		20,631.12
Weather Service.....		14,990.43
Total.....		\$1,212,477.93

RAILROAD COMMISSION.

The report of the Railroad Commissioners states that there are in Iowa thirty-three roads with a mileage of 8,440 miles. The number of passengers carried during the year ending June 30, 1891, was 6,669,659; number tons

of freight, 19,996,322. The total earnings on Iowa business were \$43,103,399.25, an increase over 1890 of \$1,784,265.69. The number of employes in Iowa is 27,580. During the year 178 persons were killed and 773 injured on the roads in the State. Of the killed eighty-two were employes, five passengers and ninety-one other persons. Of the injured 601 were employes, eighty passengers and ninety-two others. The Commission reports the year one of prosperity for the roads, and the increase in tonnage and passenger traffic, and consequent increase in revenues, especially gratifying in the face of a decline in revenues on interstate business. There has been a large expenditure in betterments of the roads, including many iron bridges to replace wooden ones, and two narrow gauge roads have been widened to standard. Iowa now stands fifth in railway mileage of the States of the Union.

The following shows the operating expenses and earnings for Iowa for the two years ending June 30, 1891:

Gross earnings for Iowa for year ending June 30, 1890, as reported.....	\$ 41,318,133.66
Operating expenses for Iowa for the year ending June 30, 1890, as reported.....	27,296,283.93
Net earnings.....	\$ 14,021,849.73
Per mile.....	1,421.19
Gross earnings for year ending June 30, 1891, as reported.....	43,102,399.35
Operating expenses as reported.....	28,639,292.77
Net earnings.....	\$ 14,463,106.58
Per mile.....	1,719.11
Gross earnings were an increase of.....	1,784,265.69
Operating expenses were an increase of.....	1,343,008.84
Total net increase of revenue.....	\$ 441,256.82
Net earnings for Iowa for the year ending June 30, 1891.....	\$ 14,463,106.58
Net earnings for Iowa for the year ending June 30, 1890.....	14,021,849.73
Increase of 1891 over 1890.....	\$ 441,256.82

The roads in the western portion of the State have suffered severely from floods, which have swept away many miles of track, road-bed, etc. There is but one Iowa road in the hands of a receiver, the Minneapolis & St. Louis.

The roads paid in taxes in 1890 \$1,223,418.83, and in 1891 \$1,234,219.36.

The assessed value January 1, 1889, was \$43,271,008.00, and on January 1, 1891, \$44,588,606.00.

PUBLIC SCHOOLS.

The report of the Superintendent of Public Instruction contains a vast amount of valuable matter, and discusses the condition and needs of the

public schools in a comprehensive manner. The text book law passed by the last General Assembly is reported as working satisfactorily. At least seventy per cent of the State has taken advantage of the law, and the average reduction in the price of books to the pupils is from thirty per cent to fifty per cent. The question of the establishment of public school libraries is discussed, and the Superintendent suggests that no more beneficent law could be placed upon the statute books of Iowa than one providing for the supplementing of the amount raised by a district for the maintenance of a school library by a like amount drawn from the state treasury.

The total number of district townships in 1891 was 1,198; of independent districts, 3,463; of sub-districts, 8,969; of ungraded schools, 12,178; of graded schools, 3,854. There were 5,228 male teachers employed at an average compensation of \$37.54 per month, and 21,541 female teachers at an average of \$30.52 per month. The number of persons of school age in the State was 668,541; number enrolled in public schools, 503,755, and average cost of tuition per month, \$1.80. The total expenditures for school purposes during the year was \$7,144,198, of which teachers received \$4,458,590. The annual interest on the permanent school fund was \$247,686.

STATE LAND DEPARTMENT.

The Secretary of State reports that at the close of the last biennial period a large amount of lands remain subject to patent. The school lands proper of the State comprise what is known as the "500,000 acre grant," the total quantity of which was 535,473.54 acres; the sixteenth section of each township amounting to about 1,013,614.21 acres, and the lands bid off on behalf of the State on foreclosure of mortgage given to secure school fund loans. Of the "500,000 acre grant" there is yet unpatented 13,722.01 acres and of the sixteenth section 67,931.51 acres, but much of this has been sold.

The following table shows the amount of school lands patented from each class during the biennial period and the amounts reported by the county auditors as unsold:

CLASS.	AMOUNT PATENTED DURING BIENNIAL PERIOD. ACRES.	ACRES REMAINING UNSOLD
Of the 500,000 acre grant.....	817.72	1,566.33
Of the sixteenth section grant..	27,133.10	12,826.70
Of the mortgage school lands..	760.00	402.76
Total.....	28,710.82	14,475.79

There are also twenty-seven town lots unsold which constitute a part of the mortgage school lands.

The State University lands embrace two congressional grants, the University grant and saline lands grant, and lands acquired under sheriff's deeds and donated lands. Of these there was patented, during the biennial term, 403.83 acres of the University grant and 560 acres of the saline lands grant.

There remains unsold the following amounts of each class:

	Acres.
Of the University Grant.....	772.34
Of the Saline Grant.....	1,530.09
Of the donated lands.....	761.45
Of the lands obtained under foreclosure.....	218.00
Total.....	3,281.88

Also twenty-three and one-half unsold city lots.

The Agricultural College lands were acquired by two congressional grants and by purchase. The following table shows the number of acres acquired, patented, and yet unpatented of each class:

CLASS.	ACQUIRED.	PATENTED.	UNPAT- ENTED.
Grant of July 2, 1862.....	204,309.30	149,761.26	54,548.04
Five section grant.....	3,200.00	3,200.00
Cusey purchase.....	15,023.18	9,720.00	5,303.18
Total.....	222,532.48	162,681.26	59,851.22

During the last biennial term there were patented of the grants 32,344.20 acres and of the purchase 3,000 acres.

During the biennial period there have been patented by the United States to the State 673.95 acres of swamp and overflow lands and cash indemnity has been paid the State upon 26,178.35 acres.

The total fees received by the State Land Office for the biennial term was \$443.09.

INSURANCE.

The last insurance report of the State Auditor extends up to December 31, 1890.

During 1890 the following number of companies other than life were authorized to do business in Iowa:

Fire insurance companies.....	126
Joint stock live stock company.....	1
Mutual hail association.....	1
Steam boiler insurance companies.....	2
Plate glass insurance companies.....	2
Fidelity insurance companies.....	2
Accident insurance companies.....	2
Employers' liability company.....	1
Total.....	137

Of the fire insurance companies there are eleven joint stock and nine mutual companies of Iowa; the others are of other States or branches of foreign companies.

Besides the above there are 126 mutual fire and tornado associations transacting business in the State.

During 1890 fourteen new companies were authorized to do business in Iowa, three made voluntary assignments and three re-insured their business and withdrew from the State.

During 1890 there were thirty life and accident companies doing business in the State, of which four were Iowa companies.

There were thirty-six mutual benefit associations doing business on the assessment plan, of which nineteen were Iowa associations.

The 126 mutual fire and tornado associations on January 1, 1891, had \$81,024,957 of risks, of which \$19,951,610.08 were written in 1890. Their losses in 1890 were \$103,763.75. Their total risks two years previous were \$59,517,176.60.

FIRE INSURANCE IN IOWA IN 1890.

	IOWA COMPANIES.	NON-IOWA COMPANIES.	TOTAL.
Amount of risks written.....	\$ 70,604,494.00	\$145,871,551.00	\$216,476,045.00
Premiums received.....	1,468,037.13	2,007,873.47	3,945,910.60
Losses paid.....	557,628.10	1,023,091.13	1,580,719.23
Per cent losses to premiums....	37.9	50.9	45.4

	OTHER THAN FIRE.	GRAND TOTAL.
Amount of policies written.....	\$ 7,937,579.00	\$124,413,624.00
Premiums received.....	117,308.05	3,593,218.65
Losses paid.....	47,324.49	1,628,043.72
Per cent losses to premiums.....	40.3	45.3

LIFE INSURANCE IN IOWA IN 1890.

	IOWA COMPANIES.	NON-IOWA COMPANIES.	TOTAL.
Policies written 1890.....	698	10,679	11,377
Policies in force Dec. 31, 1890..	4,266	29,364	33,630
Amount written during 1890....	\$ 1,256,494.00	\$ 26,529,411.00	\$ 27,785,905.00
Amount in force Dec. 31, 1890..	7,430,856.00	56,082,328.00	63,513,184.00
Premiums received.....	200,193.14	1,618,982.40	1,819,175.54
Losses incurred.....	72,027.30	501,511.46	573,538.76

BANKS.

The State Auditor reports a remarkable growth of savings and state banks during the biennial term ending June 30, 1891. The number of savings banks increased from fifty to eighty-three, and the deposits in same from \$13,125,058.88 to \$20,821,495.07, a gain of \$7,696,436.19, while the number of state banks increased from eighty to one hundred and twenty-two, and the deposits in same from \$7,271,515.22 to \$12,960,211.60, a gain of \$5,688,695.88, a total gain of seventy-five banks and \$13,385,127.07 in deposits, making the total deposits in the banks under the supervision of the Auditor of State \$33,781,706.67.

The following table shows the condition of the savings and state banks June 30, 1891.

BANKS.	No of banks.	Bills receivable.	All other assets.	Amount due individual depositors.	Capital stock.	Other liabilities.	Total assets and liabilities.
Savings.....	83	\$21,225,963.02	\$ 5,258,583.76	\$20,821,495.07	\$ 4,565,500.00	\$ 1,097,551.71	\$26,484,546.78
State.....	122	16,510,963.04	5,258,838.02	12,960,211.60	6,460,898.73	2,358,630.73	21,769,741.06

ADJUTANT GENERAL.

The Adjutant General reports the numerical strength of the Iowa National Guard as 2,466 officers and enlisted men. The force is kept at forty-eight companies, divided into two brigades of three regiments each. The company formerly stationed at Fairfield was mustered out March 26, 1890, and the vacancy created was filled by the organization of a company at Keokuk. Several companies have been reorganized, and the standard of both officers and men is in a gradual and constant process of improvement. Thirty companies of the Guard are equipped with improved Springfield rifles, calibre .45, and the balance will be similarly equipped from the allowance of arms from the War Department before another encampment.

Since the passage of the present railroad law, the cost of transportation of roops has been largely increased, and caused a deficiency in the military expenditures for 1888 and 1889 of several thousand dollars, for which the last General Assembly had to provide by special appropriation. To meet this increase and other needs of the state troops, the Adjutant General asks an increase in the annual appropriation for the following purposes:

Deficiency of transportation allowance.....	\$ 1,500.00
Increase of allowance for armory rent.....	9,000.00
Per diem for three days' additional camp duty.....	10,000.00
Subsistence for three days' additional camp duty.....	2,000.00
Inspection at company stations.....	1,000.00
For promotion of small arms practice.....	1,500.00
Total.....	\$ 25,000.00

STATE LIBRARY.

Number of volumes added to library during biennial period:	
By purchase	3,329
By donation and exchange.....	1,590
Total.....	4,919
Number of volumes at present in library.....	39,253

RECEIPTS.

Balance on hand at beginning of biennial period.....\$	1,752.34
For purchase of books (3000 per annum).....	6,000.00
For rebinding old books and periodicals (500 per annum).....	1,000.00
To complete sets of session laws of various States and Territories	500.00
To complete sets of periodicals and procure new ones	500.00
Received from sale of Iowa reports.....	312.95
Total for period.....\$	10,065.29

EXPENDITURES.

For books.....	7,258.19
For binding.....	731.50
Balance June 30, 1891.....	2,075.60
Total.....\$	10,065.29

ALDRICH COLLECTION.

The last General Assembly appropriated \$3,000.00 for the purpose of "Collection and preservation of historical records and other valuable material pertaining to the History of Iowa," having reference to additions to, and naming the Aldrich Collection in the bill. The trustees of the State Library, who were given authority in the expenditure of the money, appointed Hon. Chas. Aldrich to carry out the provisions of the act. Many valuable additions have been made to the already large collection, the additions consisting of portraits of prominent Iowans, books, publications, swords, commissions etc. More room is needed to accommodate the increasing and valuable collection.

HISTORICAL SOCIETY.

The society asks for \$500 per annum in addition to what it now receives (\$1,000) for publications of the society and binding books, etc.

The expenses for the two years were as follows:

General expenses.....	\$2,071.20
Purchase of books.....	37.00

LABOR COMMISSIONER.

The report of the Commissioner of Labor Statistics contains a large amount of valuable information concerning the wages and earnings of laborers in various lines of work, and as to the cost of raising the cereals produced upon Iowa farms, the latter information being obtained from reports made by nearly 1,200 farmers. The information concerning wages in factories and mines was obtained by a personal inspection of the books of the company. The Commissioner made a thorough examination of the methods of the private employment agencies, and recommends the establishment of free employment agencies by the State.

STATE MINE INSPECTORS.

The State is divided into three inspection districts, the coal producing counties composing each being as follows:

First, Appanoose, Adams, Davis, Lucas, Monroe, Page, Taylor, Wapello, Warren and Wayne; Second, Keokuk, Mahaska, Jasper, Jefferson, Scott, and Van Buren; Third, Boone, Dallas, Greene, Guthrie, Marion, Polk, and Webster. Several strikes are reported, the most important one occurring May 1, 1891.

The following table shows the number of mines in operation, output, etc., for the two years ending June 30, 1891, by inspection districts:

DISTRICTS.	Average number of mines in operation.	Number of tons of coal produced.	Average number of miners employed.	Average number of all others employed.	Average price per ton paid for mining.	Total amount paid to miners.	Total amount paid all other employes.	Average selling price per ton at mine.	Total value of product at mines.
District No. 1.....	162	2,450,955	3,017	628	\$.82	\$1,996,033.75	\$24,327.37	\$1.33	\$3,217,680.17
District No. 2.....	93	3,132,446	2,515	684	.78	2,416,154.34	720,571.04	1.36	4,263,198.04
District No. 3.....	107	2,119,082	2,113	575	.88	1,859,301.76	674,946.06	1.55	3,298,128.55
Grand Total.....	362	7,702,483	7,645	1,877	\$.82	\$6,272,380.75	\$1,919,844.47	\$1.40	\$10,809,006.76

The inspectors report the mines in good condition.

STATE OIL INSPECTION.

The present State Oil Inspector increased the number of districts and deputies from ten to thirteen.

No explosions of kerosene have occurred.

Number barrels oil approved during biennial period.....	387,557
Number barrels oil rejected.....	4,146
Number barrels gasoline rejected for illuminating purposes.....	121,921
Fees collected.....	\$45,266.23

The present State Oil Inspector reports that during the fifteen months of the biennial period he has held the position the fees collected were \$27,652.80. The expenses of inspection including salaries of deputies, etc., were \$22,841.66, leaving a balance for the fifteen months of \$4,811.14.

AGRICULTURE.

The report of the Secretary of the Agricultural Society for 1891 has not yet been made, but from figures obtained from advance sheets furnished by the Secretary the showing for Iowa is a satisfactory one. The total value of the agricultural product for Iowa for 1891, including cereals, live stock, fruit and timber was \$449,897,605. The following table shows the value and amount of the principal products:

Kind.	Amount.	Value.
Corn.....	335,031,598 bus.	\$ 100,509,479
Wheat.....	33,151,488 bus.	25,741,039
Oats.....	115,810,800 bus.	26,626,484
Potatoes.....	25,620,350 bus.	5,380,273
Hay.....	5,582,800 tons.	33,497,340
Butter.....	168,690,715 lbs.	33,738,148
Hogs.....	5,921,100 head.	29,475,236
Milch cows.....	1,278,612 head.	2,397,975
Other cattle.....	2,680,247 head.	47,028,341
Horses.....	1,095,300 head.	76,726,750

IOWA WEATHER AND CROP SERVICE.

The Director of the Iowa Weather and Crop Service reports satisfactory work during the year 1890, covered by his report. Abnormal weather conditions prevailed. At thirty-six stations the annual mean temperature for the year was 47.7°, and the precipitation 31.12 inches. The financial statement shows an expenditure of \$2,500.00, from July, 1890, to April, 1891.

DAIRY COMMISSIONER.

The Dairy Commissioner reports a number of prosecutions of dealers in oleomargarine in various parts of the State, during the year covered by his report. On October 31, 1891, there were no retail licenses for the sale of oleomargarine in force in the State. An extensive examination of the butter and milk offered for sale in the various cities of the State has been made by the Commissioner. There have been no complaints with regard to the quality of cheese manufactured in the State during the year.

Over twenty new cheese factories were built during the period, making a total of one hundred and eleven in operation in the State. There were seven hundred and five creameries in operation, and the total amount of butter billed out of the State for the year ending September 30, 1891, less 16 per cent tare, was 68,690,715 pounds. Estimating the home consumption at fifty pounds per capita, the Commissioner places the total make of the State at 168,690,715 pounds.

The financial statement for the year is as follows:

Commissioner's salary.....	\$ 1,500.00
Clerk's salary.....	600.00
Contingent and incidental expenses.....	764.53
Total.....	\$ 2,864.53

STATE VETERINARY SURGEON.

The State Veterinary Surgeon reports that glanders has been the principal disease among the live stock and horses of the State, and that this disease is growing less frequent each year.

His report devotes especial attention to the contamination of live stock by drinking surface water, several cases of a peculiar disease from this cause having happened.

The expense of the Veterinary Surgeon's office for biennial period was \$5,144.96.

The expense during the last year of the period was \$2,729.37.

The appropriation is \$3,000.00 yearly.

FISH COMMISSION.

The Fish Commissioner reports that the ponds for fish-breeding have been placed in such condition that the fish can be properly wintered and breeding can be continued during the entire year. To accomplish this result and secure the additional water supply the old conduit pipe extending from Spirit Lake to the ponds was relaid at a greater depth, the Executive Council appropriating \$300.00 for that purpose. The Commission is now able to conduct the propagation and care of fish better than ever before in the history of the Commission. The plant consists of a hatchery, twenty by forty feet, with basement of same dimensions, eight fish ponds, varying in dimensions from ten by forty feet to thirty by four hundred feet, and barn fourteen by twenty feet, and is located on four acres of land on the shores of Spirit and Okoboji lakes.

BOARD OF HEALTH.

The Secretary of the Board reports the work of the Board during the biennial period of a most satisfactory character. Almost every phase of sanitary science in its practical dealings has come before the Board, and has received prompt attention. The Secretary is of the opinion that some member of the State Board of Health should be appointed on the board of regents or trustees of every state institution, whether penal, educational, or eleemosynary, in order that the best sanitary conditions can be procured in both the construction and management.

The financial statement is as follows, for the biennial term:

Receipts.....	\$	9,733.68
Expenditures, Secretary's salary.....	\$	2,400.00
Expenses of Board meetings.....		622.85
Contingent expenses.....		6,710.83
	\$	9,733.68

BOARD OF DENTAL EXAMINERS.

The Secretary of the Board of Dental Examiners reports that during the two years covered by this report there were issued by the Board 103 licenses to holders of diplomas, 33 temporary and 10 permanent licenses.

The financial statement is as follows:

RECEIPTS.

Cash on hand.....	\$	11.59
Received from licenses.....		282.00
Total.....	\$	293.59

EXPENDITURES.

Printing, stationery, etc.....	\$	259.80
Paid to Secretary.....		40.00
Total.....	\$	299.80
Deficit.....	\$	6.21

PHARMACY COMMISSION.

The Commissioners of Pharmacy report that the standard of requirements upon which to register applicants by examination was raised at the beginning of the biennial term, and that this increased exaction has lessened the proportion of successful applicants. There is a growing interest in pharmaceutical education in the State.

During the biennial period ending September 15, 1891, there were 791 persons examined, and of this number 342 passed and received certificates. The receipts for the first year, ending April 24, 1890, were \$3,600.00, and for the year ending April 24, 1891, \$3,746.00.

PRINTING AND BINDING.

There was expended for printing for the State during the biennial period, \$48,867.27, and for binding to the State Binder, \$27,746.34.

CRIMINAL STATISTICS.

The report of the Secretary of State upon the criminal prosecutions of the State for the two years ending July 31, 1891, makes the following showing:

	1890.	1891.
Number of convictions.....	1,150	1,248
Sent to Industrial School.....	36	14
Sent to Jail.....	191	175
Sent to Penitentiary.....	319	327
Amount of fines imposed by the District Courts....	\$111,866.99	\$149,990.03
Amount of fines collected.....	37,316.54	48,268.06
Expense of counties on account of criminal prosecutions (not including attorney's fees).....	453,294.65	455,204.67
Amount paid County Attorneys on account of criminal prosecutions (including salary).....	56,348.13	79,391.43

CUSTODIAN OF PUBLIC BUILDINGS.

The Custodian of Public Buildings makes a very satisfactory report for the years 1890 and 1891. The total expenditures for the year 1890 amounted to \$25,421.83, which included \$887.40 of extra expenditures for repairs, etc., and for 1891 the total expenditures amounted to \$20,232.54, which included \$1,953.67 of extra expenditures, making a total expenditure of \$45,654.37 for the two years, including extra expenditures amounting to \$2,841.07.

The Custodian asks an appropriation of \$30,000.00 for completion of the Capitol building and necessary repairs.

CAPITOL GROUNDS.

The last Legislature appropriated \$100,000.00 for the completion of the Capitol grounds, the Executive Council to have control of the expenditures and authority to make contracts. The work has progressed quite satisfactorily. Contracts have been made for nearly all the necessary work and about \$9,000.00 yet remains of the appropriation after contracts are filled and material paid for. It is believed the balance of \$9,000.00 will be sufficient to complete the improvements contemplated by the approved plan.

THE INSANE.

Showing the number of private and public insane patients cared for in and by the several counties, the expense for their support, and the number

from each county at the State hospitals. Special reports of the County Auditors, 1891.

COUNTIES.	No. private insane patients.	No. public insane patients.	Where cared for.	Expense per month each public patient.	No. insane at Iowa hospitals.
Adair.....		2	Poor House	\$ 14.00	13
Adams.....		2	Poor House	8.00	17
Allamakee.....	13	15	Poor House	6.45	25
Appanoose.....					29
Audubon.....		1	Poor House	20.00	8
Benton.....		9	Poor House	7.40	51
Black Hawk.....		10	Poor House	12.00	15
Boone.....		13	County Hospital	5.70	14
Bremer.....					21
Buchanan.....					21
Buena Vista.....					12
Butler.....			Poor House		14
Calhoun.....		2	Poor House	15.00	9
Carroll.....		1	Poor House	*	19
Cass.....	1	1		16.00	15
Cedar.....	1	14	County Asylum	3.15	19
Cerro Gordo.....	5	5	Poor House		12
Cherokee.....					12
Chickasaw.....		16	Poor House	5.25	16
Clarke.....	1	2	Poor House	12.50	10
Clay.....					7
Clayton.....		25	County Asylum	6.50	24
Clinton.....		24	Poor House		56
Crawford.....					12
Dallas.....		15	County Asylum	10.00	14
Davis.....		4	Poor Farm	5.50	19
Decatur.....		5	Poor House	8.00	15
Delaware.....		4	Poor House	2.16	21
Des Moines.....		19	Poor House	4.25	40
Dickinson.....					4
Dubuque.....	7	67	Mercy Hospital	18.00	32
Emmet.....					5
Fayette.....		2	Poor House	7.00	33
Floyd.....					21
Franklin.....					14
Fremont.....		3	Poor House		12
Greene.....					20
Grundy.....					8
Guthrie.....	1	1	Private House	30.00	7
Hamilton.....		7	Poor House		14
Hancock.....					7
Hardin.....		6	Poor House	8.00	20
Harrison.....					24
Henry.....		9	Poor House	8.00	25
Howard.....					11
Humboldt.....					6
Ida.....	1				10

COUNTIES.	No. private insane patients.	No. public insane patients.	Where cared for.	Expense per month each public patient.	No. insane at Iowa hospitals.
Iowa		11	Poor House	9.65	16
Jackson	3	26	Poor House	6.06	11
Jasper		3	Poor House	7.87	24
Jefferson		16	Poor House	5.60	24
Johnson	2	27	County Hospital	12.00	19
Jones		19	Poor House	8.00	20
Keokuk	4	12	County Asylum	8.00	21
Kossuth					5
Lee	1	40	Poor House	13.00	43
Linn		17	Poor House	8.00	46
Louisa	1	6	Poor House	14.00	18
Lucas		5	Poor House	12.00	16
Lyon					7
Madison					19
Mahaska	10	10	Poor House	8.50	24
Marion		10	Poor House	10.00	22
Marshall		16	Poor House	4.00	39
Mills		4	Poor House	8.00	15
Mitchell					17
Monona					13
Monroe	6	2	Poor House	7.74	13
Montgomery		6	Poor House	11.00	13
Muscatine		15	County Hospital	2.00	12
O'Brien					6
Osceola	1				37
Page					5
Palo Alto					18
Plymouth					13
Pocahontas			Poor House		55
Polk		44	County Asylum	8.87	43
Pottawattamie			St. B. Hospital		23
Poweshiek					9
Ringgold	2				3
Sac					52
Scott	4	51	Mercy Hospital	13.00	15
Shelby	3	3	Poor House	11.00	14
Sioux					20
Story		7	Poor House		15
Tama		18	County Hospital	12.00	13
Taylor		1	Poor House	12.00	15
Union		1	Poor House	10.00	11
Van Buren		14	Poor House	8.00	24
Wapello		18	Poor House		13
Warren	1	4	County Asylum	6.67	13
Washington		14	Poor House	7.84	14
Wayne	3	7	At homes	8.00	40
Webster	1	11	Poor House	7.00	8
Winnebago					34
Winneshiek		11	Poor House	10.00	

COUNTIES.	No. private insane patients.	No. public insane patients.	Where cared for.	Expense per month each public patient.	No. insane at Iowa hospitals.
Woodbury					35
Worth	4	4	At homes	6.50	9
Wright					6
Total	66	737		**\$9.46	1853

* Earns his living.

** Average.

SUMMARY.

Number of patients in three hospitals June 30, 1891	1,958
Total number of insane in State	2,761
Average expense for support last biennial term to state of patients in the three hospitals, per patient each month	\$ 13.89
Number of insane privately cared for in several counties (twenty-three counties)	66
Number of insane publicly cared for in and by several counties (fifty-four counties, remainder report none)	737
Average expense per patient each month in county asylums	\$ 9.43
In forty-nine of the above fifty-four counties the insane are cared for at special county asylums or poor farms at an average expense per patient each month of	8.89

RECOMMENDATIONS.

The following recommendations are made in the various reports of the State officers and Trustees and Superintendents of State Institutions:

VISITING COMMITTEE TO HOSPITALS FOR INSANE.

Recommend the establishment of industrial departments, and think at least fifty per cent of the inmates can be thus employed.

They also recommend the erection of a cottage for females with a capacity of one hundred patients; a permanent slaughter house; enlarging of cow barn; electric light system and continued improvements of grounds at Independence. A full equipment for fire protection, building of a new reservoir-renewing sewer and improvement of grounds; extending conservatory, work-shops and an erection of an infirmary building with capacity of fifty inmates at Mt. Pleasant. The completion of the new wing at the earliest possible day; new stock yards, sheds and slaughter house; adoption of plans

which will supply a greater amount of water and the appropriation of necessary funds for the rapid completion of the furnishing of the Clarinda asylum. The asylum should be in a condition to receive patients and be in operation by January 1, 1892.

They recommend an additional hospital as necessary to care for the insane, which should be located in the north-west portion of the state. They urge that the legislature make provision for its erection and the commencement of the buildings in the year 1892.

STATE LIBRARIAN.

Recommends that the Legislature provide some place for the accommodation of the Aldrich collection. Also an appropriation to complete sets of British Colonial Reports.

MT. PLEASANT ASYLUM.

Recommends placing of inmates of county asylums into State hospitals and arrangements for shops for the employment of the inmates of the institution. Thinks some system of compensation should be devised as an inducement to the insane to work, and that this money should be sent to the families or used for the personal comfort of the individual.

Recommends the construction of a hospital in connection with the medical department of the State University, and in connection with this to have a training school for nurses and attendants, who shall have a thorough training and course of study for a definite period, and from the graduates of this department the nurses for the hospital may be chosen.

STATE AUDITOR.

Recommends that the law be changed so as to make the counties responsible for the entire amount of state tax levied and payable into the state treasury, regardless of collections by them.

Recommends the lowering of the maximum rate of taxation to such a degree as will force the raising of values to their proper position in order to realize the necessary amount of revenues.

Recommends the enactment of law to compel assessors to make their returns within the specified time.

Recommends that law requiring insurance report to be made to the General Assembly be changed so as to have this report made to the Governor.

LABOR STATISTICS.

Recommends that the law be changed so as to provide for issuing of report annually instead of biennially.

Recommends increase in number of reports printed and increase in fund for collection of information.

Recommend that township assessors be required by law to collect and return statistical matter upon blanks furnished by the Labor Bureau.

Recommends that the Bureau be authorized to maintain a free employment agency.

MINE INSPECTORS.

Thomas Binks, inspector of first district, recommends that all mine managers in charge of mines that employ twenty or more miners, be compelled to obtain a certificate of competency from the State board of examiners.

Morgan G. Thomas, inspector of third district, recommends the establishment of a School of Mines.

Recommends repeal of Chapter 46, laws of 1890 which conflict with Chapter 21, law 1884.

RAILROAD COMMISSIONERS.

The commissioners ask changes in various conflicting or disputed railway laws.

Also recommend section 3 of the joint rate of the Twenty-third General Assembly be amended so as to make it clear and intelligible.

WARDEN OF ANAMOSA PENITENTIARY.

The warden of Anamosa penitentiary recommends that prisoners be given a minimum and maximum term and that a board of pardons be authorized to release on parole at any time after the minimum has been served.

Recommends passage of a law making second conviction for petty larceny a felony.

DENTAL EXAMINERS.

The Board of Dental Examiners ask legislation that will make ample financial provision for the enforcement of the dental law.

FISH COMMISSIONER.

The Fish Commissioner recommends a special appropriation for the purpose of enforcing the laws for the preservation of fish.

Recommends repeal of that portion of Section 2, Chapter 24, Laws of the Twenty-third General Assembly which reads "Also that it shall be lawful to take buffalo and suckers by spearing between the first day of November and the first day of March following."

Recommends that the Commissioner be given supervisory control over fish ways, and that it be made compulsory upon owners of dams to submit plans of all proposed dams and ways to the Commissioner for his approval.

STATE BOARD OF HEALTH.

The Secretary of the Board of Health recommends the establishment of a hospital in connection with the medical department of the State University.

Recommends the establishment of a chair of Sanitary Science and Preventative Medicine at the State University, State Agricultural College and State Normal School.

Recommends that cities and towns be granted the power to create and maintain a health department.

Recommends that the State Board of Health be given the same authority in the abatement of nuisances and the establishment and maintenance of quarantine that local boards have.

Recommends that adequate penalties be inflicted for refusal or neglect to report births or deaths; and that some compensation be provided for each birth or death reported, and that clerks of the district court be required to forward reports of marriages, births and deaths monthly instead of annually.

Recommends a system of inspection for the regulation of plumbing.

PHARMACY COMMISSIONERS.

Recommend that a sufficient amount be appropriated to provide a suitable prescription case and necessary wares and materials to be used in giving applicants a practical test.

ADJUTANT GENERAL.

Recommends that the present military code be revised by changing obsolete provisions so as to conform the government of the National Guard as near as possible to present army regulations.

Recommends that provision be made for the consolidation of the existing organized militia companies into four regiments and the consolidation of the existing bands into one state and four regimental bands.

Recommends that authority be granted for the organization of two troops of cavalry and two batteries of artillery.

Recommends that the surplus rifles in the control of the National Guard be loaned by the State to the educational institutions which include military drill and instruction in their curriculum; and the balance and obsolete tents be loaned to the Quartermaster-General of the Department of Iowa G. A. R. for distribution among the Posts of that organization.

Recommend such change in the laws governing railway rates as will permit railway companies to make a one cent per mile rate for officers or soldiers when traveling on military duty.

Recommends that provision be made for the retirement of all officers in full standing who have served fifteen years, with the highest rank attained during that period; and that a suitable badge be adopted for issuance, in recognition of continuous meritorious service of the men.

Recommends that provision be made for the removal of the battle flags to the Capitol building.

Recommends that the Quartermaster-General be given a small salary.

Recommends that the annual support fund of the militia be increased by \$25,000 so as to cover present deficiencies and provide for other needs.

SUPERINTENDENT OF PUBLIC INSTRUCTION.

Recommends that it be made the duty of the state superintendent to revise the course of study for country schools at least once in two years, and that its use should be made obligatory.

Recommends that the term of sub-directors be increased to three years and one-third of the board go out of office each year.

Recommends the establishment of a second State normal school.

Recommends that the county teachers' institutes be made free to teachers; that no enrollment fee be charged.

Recommends as a statutory provision, enforced by penalty, that no person under eighteen years of age be allowed to teach in the public schools.

Recommends an increase in the appropriation for the State Board of Examiners.

Recommends amendment of Section 1745 of the School Law concerning the enumeration of children of school age.

INDEX.

	PAGE
Adjutant General.....	45
Agricultural College.....	27
Agriculture.....	48
Aldrich Collection.....	46
Appropriations, Summary of.....	37
Appropriations, Remaining undrawn.....	37
Banks.....	45
Belknap, W. W., Commission on refund of direct tax.....	19
Blind, College for the.....	28
Blind, Industrial Home for the.....	36
Board of Health.....	50
Board of Trustees.....	6, 38
Board of Trustees, Per diem and expenses of.....	38
Capitol, Appropriation for.....	52
Capitol, Grounds.....	52
Criminal Statistics.....	51
Custodian of Public Buildings and Property.....	52
Columbian Exposition.....	17
Dairy Commissioner.....	49
Deaf and Dumb.....	29
Dental Examiners.....	50
Direct Tax, Commissions on refund of.....	19
Educational Institutions.....	7
Feeble Minded, Institution for the.....	30
Employment Agencies, Free.....	17
Finances.....	4
Fish Commission.....	50
Historical Society.....	47
Inaugural Address.....	23
Industrial Schools.....	10, 34
Insane—Number of by counties.....	52
Hospital for.....	8, 31, 52
Hospital for, at Clarinda.....	32
Hospital for, at Independence.....	32
Hospital for, at Mt. Pleasant.....	32
Insurance.....	43
Labor Statistics, Commissioner of.....	47, 56
Land Department.....	42
Library.....	46
Mine Inspectors.....	47
Mining Industries.....	21
National Guard.....	22
Normal School.....	26
Oil Inspection.....	48
Penitentiaries.....	15, 30
Pharmacy Commission.....	51, 58
Printing and Binding, State.....	58
Private Corporations.....	18

	PAGE
Railroad Commission.....	40
Recommendations—To Governor.....	55
School, Public.....	5
State Institutions—Estimates for.....	38
Expense of, to State,	39
Expense of, to State from beginning.....	35
Soldiers' Home.....	13, 27
Soldiers' Orphans' Home.....	25
University, State.....	25
University Fund.....	49
Veterinary Surgeon.....	55
Visiting Committee.....	19
War Claims (commissions on refund of direct tax).....	48
Weather and Crop Service.....	48