

BIENNIAL MESSAGE

OF

FRANK D. JACKSON

GOVERNOR OF IOWA,

TO THE

Twenty-sixth General Assembly,

JANUARY, 1896.

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GOVERNOR'S MESSAGE.

To the Senate and House of Representatives of the Twenty-sixth General Assembly of Iowa:

In pursuance of law I herewith present for your consideration such suggestions and recommendations as I believe to be for the best interest of the state, together with the special reports of the many and varied departments of official activity in our system of state government. These reports contain the record of duties faithfully performed and exhibit a condition of affairs highly creditable to the state, and one which should be satisfactory to its people.

The total population of Iowa, as given by the census of 1895, is 2,058,189. This includes a school population of 606,495; children less than five years old, 253,189; insane, 3,802; blind, 799; deaf and dumb, 1,124; feeble-minded (estimated), 2,500, making a population of 868,209, which in its very nature is more or less of a dependent character; thus leaving a self-sustaining adult population of 1,159,860, with which rests the responsibility of society and the proper maintenance and care of the dependent classes. To the general assembly of Iowa this adult population has delegated its powers to provide such laws as shall in the highest degree benefit every member of society and protect in the fullest sense every inhabitant of our state.

In the fulfillment of this responsibility a free public school system has been established and is maintained at an annual expense of over \$8,000,000, an institution which reflects the highest credit upon the state and is accomplishing a lasting benefit to its people. In the direction of the progress and betterment of society sixteen different institutions have been created and are maintained by the state, the benefits of which are being received by 8,678 persons. The higher educational

institutions are the State University, Iowa State Agricultural College and Farm, and the State Normal School, and have a total attendance of 2,391; the schools for the blind, the deaf and the feeble-minded have a total population of 1,108; the three hospitals for the insane have a population of 2,406; the two penal institutions, 988; two reformatories, 589; Soldiers' Orphans Home, 452; Soldiers' Home, 605, and Home for the Industrial Blind, 44.

The state has a property investment in these institutions of over \$10,000,000, and is expending annually nearly \$1,500,000 in their management. It has been my duty as well as pleasure to visit all of these institutions, and most of them I have visited several times, and I take pleasure in attesting to the honesty and economy of their management. There is nothing that reflects more credit upon the intelligence of our state, nothing of which the people of Iowa can be more proud, than the magnificent results which they have accomplished. Governed as they are by non-partisan boards, the members of which are selected by the general assembly, the freedom from scandal over a long period of years, as well as the high standing which they have attained, demonstrate the wisdom of Iowa's early law-makers who first established this principle for the government of state institutions.

It has been proposed to change this present form of government for that of a single board of control. I believe the proposition to be against the best interests of these institutions. It would be an experiment fraught with injury to the state to place \$10,000,000 of property with \$1,500,000 expenditures thereon in the hands of three or five persons, who, from the very nature of things, have never had experience in the control of other than small properties or the handling of other than small amounts of money. A board possessed of the highest ability to govern the state university is liable to have the least ability in managing the state penitentiaries or the hospitals for the insane.

Under the present management the state institutions of Iowa are receiving the highest business ability attainable and at a nominal cost.

They are governed, not only by the application of good business principles, but by that which is equally as valuable, the application of the principles of sympathy and love dictated by able and representative men and women who are members of the governing board, and who are giving their best energies,

their best abilities, to the state, not for the per diem which they receive, but in many cases because of the fact that those near and dear to them are inmates of these institutions. I most certainly recommend that the present method of government of our state institutions be permitted to remain.

I am fully aware of the fact that good business principles demand that before apportioning the appropriations to the various state institutions, the general assembly should have the judgment thereon of some one who is familiar with their financial condition, who knows the necessities of each, and who also has knowledge of the ability of the state to provide for these necessities. The law now provides that the executive council can authorize the managing boards of state institutions to create indebtednesses against their support fund. It is also authorized to appropriate from the providential contingent fund in aid of these institutions upon proper showing. In the fulfillment of these duties the executive council has already become familiar with the financial conditions and needs of many of them. I would, therefore, recommend that the executive council be required by law to visit each state institution at least once during the biennial period, and, jointly with the governing board, to investigate the financial conditions, consider the appropriations to be asked for, and that the executive council be further required to report to the general assembly, making recommendations for the apportionment of appropriations to each institution. This recommendation is not made with the view of dispensing with the visiting committee of the general assembly, which is so well calculated to bring the law-makers of the state in closer sympathy with the aims, desires and necessities of the various institutions.

The people of Iowa are most happily situated in being free from the demoralizing and embarrassing influences resulting from a great metropolitan city. With intelligence such as we possess, with prosperity such as we have, there are no good reasons why this great family of people should be content to do even comparatively well. We should fully meet the increasing responsibilities which our intelligence, our wealth and our progressiveness naturally bring to us. The past record of our state has been most creditable, but a larger life would seem to be opening before this active, intelligent and prosperous people. The demand of our present population is far in excess of the capacity of our present plant. When the merchant who

has successfully held his trade in a growing city in spite of fierce competition for a quarter of a century sees enlarged and modern competitive establishments locating all around him, shall he be content to remain where he is and as he is, knowing that he will be obliged to take a position of secondary importance, or shall he meet the demands of the hour? As a great state we are confronted with a similar proposition. Our institutions of learning are unable to meet the demand. Our hospitals for the insane are crowded, and a large number of inmates are sleeping on temporary cots, while many cases that give hopeful evidence of final restoration to reason under the proper medical treatment of a state institution, are sent back to the county poor houses, where, without such medical attendance, they are consigned to a hopeless existence. The institution for feeble-minded is doing its great work under unfavorable circumstances, owing to its very crowded condition. The soldiers' home has been obliged to close its doors to over 300 needy and worthy applicants during the last four months. In short, not one of our great institutions is able to meet its immediate and growing demands.

Shall the state of Iowa face this situation, and with earnestness and business ability meet this responsibility? New York, Massachusetts, Pennsylvania, Ohio and several other great states have met a similar situation in the past and have proved equal to the full measure of their responsibility. Our people are just as intelligent, just as philanthropic and prosperous, just as ambitious to see their own loved Iowa remain in the front rank of progressive states. In my judgment this responsibility can be met only by a broader, more liberal and more just policy on behalf of the state.

REVENUE AND TAXATION.

The per capita expense of several state governments, including the support of state institutions, is shown in the following table:

New York.....	\$ 2.06
Pennsylvania.....	1.06
Ohio.....	1.04
Michigan.....	1.08
Minnesota.....	1.87
Iowa.....	.89

The state of Iowa is paying a per capita expense of eighty-nine cents for the support of the state government and state institutions, and yet this is greater than the average per capita expense of our state during the last ten years. It is not reasonable to expect that Iowa can continue long to keep pace with her sister states on this showing made. We must either fall behind, or broaden our highway, increase our expenditures and keep up. I believe that the sentiment of the people of our state is overwhelmingly in favor of keeping up. I am not in favor of raising the increased revenue which the requirements of the state demand by increasing the burden of taxation on any property that is now paying its due proportion of public expense, but I am in favor of a law that will put upon the assessment rolls hundreds of millions of property that in the past has escaped paying its just share of taxation. For years the assessed valuation of taxable property of the state of Iowa has practically remained the same, notwithstanding the state's mighty increase in wealth. For years the state levy has remained practically the same, notwithstanding that during this time our population has been enlarging and the demands upon our state have been constantly increasing. It is a notorious fact that for all these years under our peculiar law, millions of dollars of personal and other property has evaded the assessor, thereby depriving the state of a rightful revenue and unjustly distributing the burden of taxation. This situation is not only unfortunate, but it is unbusiness-like and unfair. It is unfair to hamper the growth and development of this great and prosperous young state by publishing to the world an extremely high rate of taxation on an extremely low assessed valuation of property. It is unfair to cripple the usefulness of our great state institutions by hampering them with less appropriations than their necessities actually require. The highest welfare of our state demands a thorough and careful revision of our revenue laws to the end that all property shall pay its just share of the expenses of the state, and that sufficient revenue shall be raised to maintain our state in the position in which it belongs, at the head of the progressive and intelligent states of our nation. In this direction I desire to call your attention to the report of the revenue commission authorized by the acts of the Twenty-fourth General Assembly.

There are no good reasons why the state of Iowa should not increase its revenue, as several of our sister states have done, by taxing franchises, writs and express companies, and by

levying upon collateral inheritance. In 1893 the state of Pennsylvania collected a tax on collateral inheritance of \$868,832. There is open for your consideration, gentlemen of the general assembly, a question upon which your predecessors have hesitated to act. I believe the zeal which is so often displayed for retrenchment would be of far greater service to the state if expended in the direction of making improvements in our methods of obtaining revenue. Our system of taxation is, and for years has been, inequitable and unjust. It is a process which seeks to meet the growing needs of the state by increasing at uncertain periods the rate of taxation which is based upon an unsystematic valuation, as often as pressure of necessity makes it imperative. On this subject let me call your special attention to the following extract taken from the very excellent report of the auditor of state:

The attention of your predecessor and the general assembly was called to the very flagrant violation of our revenue laws in the assessment of real estate and personal property on pages 7 and 8 of my former report. The evil still exists, and in view of the fact that the Twenty-fifth General Assembly failed to remedy the same by statutory enactment, and that, too, in the face of the fact that the revenue commission created by chapter 72, laws of 1892, which was passed for the very purpose of removing inequalities and gross irregularities in the assessment of property, and the further fact that said commission, after spending a great deal of painstaking time, and not a little expense, made their report and recommendations to the said general assembly. I am inclined to the opinion that future generations will continue to ask why the great state of Iowa has such a small valuation and such an enforced high rate of taxation, and the stranger within our borders will continue to compare us unfavorably with other states that are not the peers of our own state.

There will be many questions of grave importance for the consideration of the Twenty-sixth General Assembly, but let me emphasize the fact that in my judgment no other issue is of such vital importance to the progress and welfare of Iowa as that of raising the necessary revenue for the proper maintenance of our state by a fair and equitable system of taxation.

EDUCATIONAL INSTITUTIONS.

The cap-stone of our magnificent system of free education is the state university. Over \$8,000,000 is the sum which the state expends annually to maintain its educational system, but of this vast amount the state university, the chief among all our educational institutions, receives but \$120,000. Our common and high schools are unrivaled. They command the

admiration of all our sister states. Why should not our state university be lifted to a similar plane of usefulness and strength? It would offer a great incentive to hundreds of Iowa's young men and women, not only to strive for a higher education, but to obtain that education within the borders of their native state. Why should Iowa's boys and girls turn from their own state and go to eastern universities for their education? Our university receives no such aid from eastern states. More than a million dollars annually is thus contributed by Iowa to build up other universities to the detriment of our own. This is for the reason that the universities of other states are more generously endowed, have larger annual incomes, wider facilities, better buildings, and are consequently better schools. Would it not be sound business policy if, by a comparatively small additional expenditure, we could retain within the state the major part of the large sum which Iowa now contributes to outside universities?

The following table, showing the endowment fund and the annual income of various state universities, well illustrates the situation:

	Endowment.	Annual income.
University of Michigan	\$ 547,897	\$320,000
University of Illinois	448,000	422,238
University of California.....	4,861,000	250,000
University of Wisconsin.....	523,600	260,000
University of Missouri.....	1,186,958	580,000
University of Minnesota.....	900,000	170,000
University of Nebraska.....	1,000,000	117,000
University of Iowa.....	233,000	120,000

It is readily seen that the endowment and income of the University of Iowa are shamefully small in comparison with those of the universities of our sister states.

Gentlemen of the general assembly, provide a permanent endowment for this institution, such as the intelligence of our state demands, appropriate for it a fixed and definite annual income that will place it in fair competition with the universities of other states, make it a temple of learning worthy of the greatness of Iowa, and no special appeal need be made to the young men and women of the state to stay at home and attend their own university. Give them this encouragement, and the boys and girls of the state will stand by it, will build it up, will strengthen it and make it what it ought to be, the great leading university of the northwest.

The Agricultural College and Farm, with its efficient corps of instructors, is equipping hundreds of the youth of the state with a broad education and fitting them for scientific and agricultural pursuits. Many of these graduates find their way into our public schools as teachers. The establishment of a chair intended to instruct them in the art and science of teaching would add greatly to the efficiency of their work.

The State Normal school has greatly aided in raising the standard of our public schools by sending out many well trained teachers. The school is greatly crippled by the want of funds. Minnesota supports four such schools, Illinois four, Missouri four, Wisconsin seven. Surely, Iowa ought to grant its one school such a support as will enable it to do the best possible work for the teachers of the state. Both these institutions are entitled to the friendship and support of every good citizen, and are worthy of liberal treatment at the hands of the general assembly.

Underlying the superstructure of colleges and universities is the great foundation of our free public schools. Their importance in a system of popular government as well as the vast sums of money which are yearly expended in their support, make it imperative that they should receive most careful consideration from the general assembly. In connection with this subject your attention is called to the very excellent suggestions made by the superintendent of public instruction, and especially to those portions of his report which relate to measures looking toward raising the standard of qualifications of teachers in district and graded schools. This should be done both by raising and making more uniform the requirements for obtaining certificates, and by placing better educational facilities within the reach of those intending to become teachers.

The subject of furnishing free text-books for the use of pupils in the public schools is also one of great importance. This system has been successfully tried in a number of states and it has been found to be a great public economy and to largely increase the attendance and beneficial results of the schools. The very large number of children of school age who are not in our schools would indicate that something should be done by the state to secure their attendance. It is believed that the adoption of the free text-book system would greatly aid in bringing about this result, and I would recommend legislation along the lines suggested by the state superintendent.

CARE OF THE INSANE.

The total insane population of the state now cared for at public expense is 3,268. Of this number 2,406 are inmates of the three state hospitals. Of the 862 provided for outside of state hospitals, 678 are in county poor houses and county insane asylums and 184 are kept in private hospitals.

The most intelligent, economical and humane method, and one which has been adopted by the more progressive states, is to provide for the treatment and maintenance of the insane in state institutions. The marked tendency of the age is in the direction of consolidation and co-operation, thereby securing increased efficiency with a minimum expense.

It is most reasonable to believe that the sixty-three counties of Iowa, which are now keeping 862 insane people in county poor houses and county and private asylums, could keep them in one institution, giving them the advantages of lavatories, superior sanitation, the best expert medical treatment, giving them the advantages of libraries, amusements and such other conveniences as will tend toward their mental, moral and physical advancement, for but little greater expense than is now in many cases being paid for securing the mere existence of these unfortunates. The county auditors of the sixty-three counties referred to have reported the cost of maintaining this population of 862 insane, and their report shows the average expense to be a little more than \$11 a month per capita; while the cost per capita at the Mt. Pleasant and Independence hospitals is but \$14 per month.

The one method is just, humane and in accordance with the full measure of our responsibilities as an intelligent and Christian people. The other method is unworthy of a great state, and should be discouraged and discarded at the earliest possible moment. The state of Iowa is most thoroughly committed to the state hospital method, and the Twenty-sixth General Assembly should provide for the ultimate and complete realization of this policy.

The delay on the part of the state to provide state hospitals has already resulted in the erection of several expensive county asylums, while other counties are being driven to the consideration of the same question. Now and then we read of the burning of some county poor house and the awful death of two or three helpless insane inmates. It is not fair treatment of this unfortunate class to provide part of them with the

safety, conveniences and help of the state institutions, and to consign others, equally as deserving, to county poor houses and hospitals.

The best time to consummate the policy of the state on this important question is now and with this general assembly.

I, therefore, recommend that an appropriation be made sufficient to complete the north wing of the Clarinda hospital, and that the appropriation for the proposed hospital at Cherokee be increased as recommended by the commissioners to \$100,000 per annum for the years 1896 and 1897. With the completion of the hospitals at Clarinda and Cherokee the state will have provided ample accommodations for the insane who are now kept at public expense outside of state institutions. In the near future the state will, in my opinion, deem it wise and practical to locate, near the central part of the state, a colony for the epileptic classes. A colony of this kind would relieve the hospitals for the insane and the institution for feeble-minded of this class of patients, and thereby materially aid in accomplishing the highest beneficial results in these institutions. I believe that with this work accomplished the state will have made ample provision for her insane population for many years to come.

Of the 2,406 insane who are inmates of the state hospitals 2,007 are cared for at the expense of the various counties, while 399 are maintained at the expense of the state at large. There are reasons to believe that much injustice is being done to the people of the state under the present system. The large number of state patients whose commitment papers show a legal residence in other states raises a serious question as to whether the insane commissioners in some of our counties have not been derelict in their duty in properly guarding the interests of the state. The following is a tabulated statement showing the supposed legal residence of the 399 state patients as taken from the commitment papers to the state hospitals and made by the various boards of county insane commissioners:

Residence in foreign countries	27
Residence in eastern and southern states	28
Residence in western states	24
Illinois	30
Nebraska	14
Missouri	14
Wisconsin	12
Dakota	8
Minnesota	7
Residence in Iowa, county not known	39
Residence unknown	136
Total	399

It is certainly unjust for the state of Iowa to be burdened with an expense of over \$15,000 a year in maintaining eighty-five insane people whose legal residence is in the state of Illinois, Nebraska or other bordering states, which states are properly chargeable with the responsibility of their maintenance.

It would seem that the laws of Iowa provide amply for the payment of the expenses of insane commissioners and police officers in committing an Illinois or Missouri insane patient to an Iowa hospital, but they fail utterly to provide for expenses in returning such patients to their legal residence. The law governing this subject should be changed at once. The justice done the state of Iowa in bearing the financial burden of providing for insane who are properly chargeable to other states is not all. The crowded condition of our hospitals is such that several times a year the older and less hopeful patients must be returned to the counties from which they came to make room for the more recent and more hopeful ones. In selecting those to be returned there seems to be no place to send any one of the 399 state patients, because there is no county that is chargeable with them. Many of these state patients are chronic cases—having the least hope of recovery—many of them having for years been wanderers and tramps, and yet under our present system they rest secure in the accommodations and comforts of the state hospitals, while citizens of Iowa are turned out and consigned to the county hospitals and poor houses. This whole subject should be intelligently dealt with, and I commend it to the attention of the general assembly.

THE FEEBLE-MINDED AND EPILEPTIC CLASSES.

The innumerable difficulties which arise in obtaining anything like a correct enumeration of those unfortunates coming under the classification of feeble-minded has made it impossible to obtain more than an approximate idea of the number of this portion of Iowa's population. From the most reliable sources, however, such information has been gathered as leads me to believe that there are some 2,800 comprising this greatly afflicted class; 802 of these are now inmates of the school and asylum for feeble-minded at Glenwood. The law governing the institution for feeble-minded, as it now stands, provides only for the admission of those between the ages of 5 and 18. I recommend that this law be changed so as to admit to this

institution feeble-minded persons of all ages. Several distressing cases have come under my own observation where a mother, by long years of patient sacrifice, has worn out her life in administering to the needs of an afflicted child, and finally, when exhausted both financially and physically, has seen her loved one consigned to the poor house, because, in her heroic devotion, she had used her own sustenance and strength to care for him until after he had reached the age of 18 years, at which time the doors of the state institution for feeble-minded were closed upon him.

Of the 574 inmates of the institution for feeble-minded about 140, or 25 per cent of the entire population, are epileptics, and nearly 250 more of this class are found in the wards of our state insane hospitals. Superintendent Powell very truthfully says: "The time is near at hand when Iowa should seriously consider special provisions for this deserving class. This alarming and generally incurable malady merits candid and early action. To continue to promiscuously house them with the imbecile and insane is unjust and dangerous." Society has a most difficult problem to solve in its treatment of both the feeble-minded and epileptics. How long will it patiently bear the load? How long will it continue to appropriate vast sums of money for the proper care of these unfortunates, while the polluting stream is allowed to flow on? "Heredity is the prime factor in the etiology of this affliction, and of the greatest importance to recognize and investigate. As a class the feeble-minded and epileptics are socially, morally, mentally and physically unfit to propagate the race or to cope with its environments either on account of their vicious habits and unnatural manner of living, or because of their inherited degenerative tendencies." Nature places her seal of doom upon both this class of unfortunates and its progeny; on one member as an habitual criminal, on another as an imbecile, on a third as a consumptive, while a fourth is an epileptic.

A few years ago an immense Russian thistle was driven over the prairies of South Dakota by the northwest winds across the state line into Iowa. It rolled on for forty miles across one of our most productive counties, scattering along its trail millions of the seeds of this weed which is so dreaded and so dangerous to agricultural interests. A vast amount of labor was required to destroy the havoc created by this one weed. Most surely in adopting measures of extermination no intelligent people would

be content to let the thistle roll on and to expend their energies in undoing the damage; on the contrary, intelligent legislation would be in the direction of preventing the reproduction of this noxious weed.

I have in mind a poor feeble-minded young woman, whom the laws of Iowa had failed properly to protect because she was past 18 years of age and the doors of the state institutions were closed—drifting about in society—an easy victim of criminal intent—whose journeyings through counties of our state can be traced by her unlawful progeny of imbeciles and criminals, several of whom are already inmates of state institutions and a permanent charge upon society. An important question for your consideration, gentlemen of the general assembly, is whether society shall legislate intelligently and humanely in the direction of its own protection, or whether these matters shall be left like the Russian thistle to roll on. Nor is the question of the expense to the state the only thing to be considered, for the society which will permit the perpetuation of imbecility is much more to blame than the individual who through weakness of intellect is lacking in personal responsibility.

Scientific authorities all agree that more than 50 per cent of the muddy stream which is swelling the population of our state institutions with the epileptic and feeble-minded comes from heredity. Both economy and humanity demand that these two classes of population should be cared for and protected by colonization. The suggestion has already been made that in the near future the epileptic classes should be colonized as far as practicable. But for the present the scope of the magnificent institution at Glenwood should be extended by the opening of its doors to those of all ages, by the purchase of additional land if necessary, by the building of additional cottages as required, and by colonizing as rapidly as possible these classes of unfortunates. I believe it would be economy to the state and humanity to these people to make an intelligent and earnest effort to clear the fountain pool of the polluted stream rather than to let it flow on unmolested in all its impurity, carrying with it the burdens of expense to the state and of crime and misery to the afflicted.

STATE VISITING COMMITTEE.

I cannot commend too highly the importance of the principle applied in the management of our hospitals for the insane by the law creating the visiting committee. The very excellent

report of this committee for the last biennial period, conveys a most thorough understanding of its importance. Its field of usefulness should be materially enlarged and extended, and its powers in some respects strengthened.

The usefulness of this committee resides in the *moral power* it exercises rather than in any authority conferred by law. It stands as the representative of the state, of all the people of the state, it is the eye of the state, looking into the wards of hospitals, scanning the acts of all officials and employes, possessing an intimate knowledge of the former and holding the latter to a rigid accountability.

The fact that the members of this committee go into the institution without giving notice of their intended visit, having full authority to go through the wards at any time unaccompanied by any officer or attendant, has a most wholesome influence upon the hundreds of employes to keep the institution always at the maximum condition.

I recommend that the school for feeble-minded be included in the list of institutions to be visited by this committee. Most surely the same reasons which make it desirable for this committee to visit the hospitals for the insane apply with equal force to the institution for the feeble-minded. I further suggest and recommend that this law be so amended as to require the committee to visit all private hospitals for the insane, in which patients are now kept at public expense, and that a most careful inquiry be made as to the condition and management of the same.

All poor houses and county asylums where insane patients are kept should also be thoroughly investigated, and the same should be made a part of the duties of this committee.

In answer to an inquiry which I caused to be made, I have the official report from the clerks of the courts of the state and from the mayors of cities containing the information that over 30,000 citizens of our state are committed to the county and city jails every year. This includes men and women, boys and girls, many of whom are simply charged with the commission of a public offense and confined in jails awaiting trial. I am informed that in numerous cases the jails of our state, both county and city, are unfit for the purpose for which they are intended. Boys from 10 to 15 years of age are placed in the same room with drunken and hardened criminals. Young girls and women are placed in rooms in close proximity to those

occupied by men. I do not believe that the state of Iowa will have fully met the measure of its responsibility upon this important question, affecting the moral and general welfare of the people, until the eye of the state looks into the cells of these prisons, into the wards of county poor houses and hospitals, and scans closely the acts of the officials and employes. I therefore recommend that the law be so changed that this visiting committee, or some similar committee, shall be required to inspect the county and city jails of the state at least once during each biennial period, and that they shall have full authority to condemn jails, lock-ups and all other places where human beings are kept, that in their judgment are unfit for occupancy. The sanitary condition should be ascertained, as well as the arrangement for the separation of the sexes, and the separation of hardened criminals from youthful offenders.

The visiting committee should make its influence felt in the community and in the state. It should first try by personal appeals to influence officials to reform abuses, if any exist, and in case of failure to bring about reforms by this method, the same should be reported to the general assembly. The official visits of this committee, of whatever name or character, should be made when not expected, thus creating a powerful incentive to all officials and employes of these institutions throughout the state to keep and maintain them at all times in the best possible condition of cleanliness and usefulness.

THE STATE PENAL SYSTEM.

The total population of the Fort Madison and Anamosa penitentiaries June 30, 1895, was 983, being an increase of about 200 during the biennial period. I find, upon investigation, that other states have experienced a similar unusual increase in prison population, which leads me to believe that this increase is largely the result of the business and financial depression which our country has recently undergone.

Both prisons are now crowded to their utmost capacity, and a large number of cells have two inmates. The effect of this is demoralizing to prison work and discipline as well as to the convicts themselves.

The population of the Anamosa penitentiary has been almost doubled in the last two years without any increase in cell room. It is important that the work of construction at this prison be pushed to completion as rapidly as possible. I approve of the

estimates of appropriations as made by the warden and recommend that additional appropriations be made for the building of cell houses in the north wing. Your attention is also called to the fact that nearly thirty female convicts are now of necessity kept in the same building and on the same floor with the criminal insane. This location is highly unfit for them, and the female building should be finished at once.

The warden of the penitentiary at Fort Madison makes an estimate of the appropriations required, amounting to \$17,250. I have investigated in detail the various items included in this estimate and fully approve the same as necessary to the best interests of the prison.

Although placed at a disadvantage by unfavorable circumstances the condition of both these prisons is highly commendable.

Of the 983 convicts now in our state prisons 318 are between the ages of 15 and 22, with additions to this class of seventy-five to 100 each biennial period. Most of this large number are serving short sentences of from six to eighteen months and for first offenses. A large majority of these younger prisoners are not criminal by nature, but are young men, who through bad associations, bad habits or recklessness, have committed an offense against society. They are mostly native born citizens of Iowa, and with proper punishment and intelligent treatment a large number can be reclaimed to society and be made good citizens. I do not believe it is creditable either to our intelligence or to our humanity to permit such an army of young men to be committed to the penitentiary and branded "ex-convicts." Next to the highest punishment which society can inflict is the disgrace and humiliation which attaching the name of "ex-convict" invariably brings. I cannot believe that society fully realizes the responsibility it takes in putting this brand upon 318 young men of the state whose average age is less than 19 years, and who have before them long lives in which to suffer disgrace. In committing these young men to the state's prison for a class of offenses designated as "the lesser crimes," society relentlessly uses the same brand of disgrace that it uses upon the murderer and highwayman who is sentenced for twenty or thirty years.

All are ex-convicts who pass through the prison gates, and the discipline, work and confinement of the young man who serves six months or a year inside of the prison is but a small

part of the punishment which he receives compared with the brand of disgrace which he carries for a lifetime outside of the prison walls. I believe that society, in the punishment of this class of offenders by committing them to the penitentiary, puts such a fearful load upon them through life that when they fully realize the utter hopelessness of being able to outlive the disgrace, or to overcome the merciless fate which seems to be ever dragging them down, a large majority arrive at the conclusion that there is more hope in casting their lot with the enemies of society than in struggling on in the vain effort to reinstate themselves in its confidence. It would undoubtedly be economy to the state to adopt radical reformatory measures for this large class of young offenders. If the best thought and intelligence of our country, as expressed in the laws of all the older sister states, is of any value, it would seem that we cannot afford to send this large class of first offenders to the penitentiary to associate with hardened criminals, and to occupy the same cell with and to receive instructions from convicts who have been enemies of society over long periods of years. I am convinced that the present method of punishment does more to educate young men in crime and to manufacture criminals than it does to prevent crime and to manufacture good citizens.

The state of Iowa stands almost alone in its treatment of "first offenders." If all the older states in the light of experience cannot afford to brand the young criminal an "ex-convict," most surely the state of Iowa cannot afford it, and I most earnestly recommend the creation and establishment of an intermediate institution between the reform school and the penitentiary, to be designated a state reformatory. This institution should include as inmates "first offenders" between the ages of 15 and 22 whose sentences do not exceed two years, much, however, being left to the discretion of the court. To this institution, also, authority should be given to receive from the boys' reform school such of its inmates as tend to demoralize and retard the best results of that institution. In this connection permit me to call your attention to the message of the governor of Pennsylvania, and to that portion referring to their state reformatory: "The sixth year of the history of this highly important institution finds it in a condition which emphasizes its significance as part of the penal system of the commonwealth. More than 500 'first offenders,' between the

ages of 15 and 25, are confined there. This number of the youth of the state are spared the demoralizing effect of association with the crime class; they are the beneficiaries of a parole system in accordance with the best instincts of humanity, which puts the offender on his good behavior, and generally is found to operate alike in behalf of his reformation and for the protection of society."

In connection with the penal and reformatory system of our state there should be a "board of parole and pardons," to consist of three members, who shall receive their expenses and a per diem for time actually employed in behalf of the state. They should have a secretary whose office should be in the state capitol, and whose compensation should be a fixed annual salary. The duties of this board should be advisory to the executive. All applications for executive clemency should be thoroughly investigated and examined by this board and recommendations made to the governor. Most surely the time has come when the executive of the state should be relieved of these matters which are absorbing time and attention that should be given to affairs of more general state importance. Not only this, but the state of Iowa owes it to its intelligence and progressiveness to take some advanced step in the direction of reformatory legislation. The only reformatory policy which the state can now be credited as applicable to its prison population is that taken by its executives in the liberal use of the pardoning power. That this prerogative has been extended beyond the scope of the original intent of the framers of the constitution is undoubtedly true. That this liberal use has been forced upon the judgment and conscience of the executive as a reformatory necessity, dictated by humanity and justice, is beyond question. It is not fair to the executive, whose time is so much absorbed in other questions, to carry this burden. It is not fair to the intelligence and progress of our state to longer remain silent as to reformatory laws. I am convinced that by the wise use of the parole system at least 200 young men, now inmates of our state prisons, can be reclaimed to society. The economy to the state in having the support and encouragement of 200 additional good citizens, rather than expending its resources and energies in fighting 200 bad citizens, is beyond computation. In the exercise of the pardoning power I have extended clemency to some fifty or sixty "first offenders" by suspensions or conditional pardons. I regret

that it was necessary in a few cases to revoke these suspensions for the violation of the conditions, and to order a return to serve the balance of the original sentence. In the large majority of cases, however, these young men are conducting themselves in accordance with the conditions imposed. From letters received from the parties themselves, and from such information as has been given me by neighbors and police officers, I am satisfied that many have returned permanently to the ranks of good citizenship. I most sincerely recommend that this method of parole, which is unanimously approved by the most intelligent thought of the present age, be engrafted into law by the Twenty-sixth General Assembly.

THE SOLDIERS' HOME.

In the establishment of the Soldiers' Home an institution was created which reflects credit upon the intelligence, patriotism and gratitude of the people of Iowa. The demand for admission by worthy veteran soldiers is however, for in excess of its capacity. The present hospital both in size and in accommodations is shamefully inadequate to the necessities of the population of the home. No other class of people in our state is in greater need of a modern and convenient hospital than are the inmates of the Soldiers' Home. A large number are in advanced years and are crippled and helpless by reason of rheumatism, paralysis and wounds, and they are now crowded five and six in a room which is not large enough to accommodate more than one or two. I therefore endorse the recommendations of the board of commissioners both as to the necessity for the erection of a new hospital, and for the general enlargement of the institution for the accommodation of all worthy applicants.

OTHER STATE INSTITUTIONS.

The other institutions of the state, the School for the Deaf, the College for the Blind, the Soldiers' Orphans' Home and Home for Indigent Children, the Industrial Home for the Blind, and the industrial schools have been doing valuable service in their respective fields. For a detailed account of their activities and necessities I have already referred to the reports of the superintendents of each. These reports are full and complete and make a most excellent showing of work done during the last biennial period. The support fund of \$8 per month for each inmate, allowed the Boys' Industrial School has not proved sufficient and I recommend that it be increased to \$10 per

month. The industrial feature of this school deserves your careful consideration, and a sufficient appropriation should be made to enlarge the usefulness of this important part of its work. The question of increasing the support fund for the girls' department of the Industrial School, as well as increasing the support fund for indigent children at the Orphan's Home should also receive your candid consideration.

OTHER STATE MATTERS.

The report of the state treasurer showing the financial condition of the state for the biennial period ending June 30, 1895, is as follows:

Received from counties	\$3,014,631.50
Received from tax on insurance companies	241,123.05
Received from fees, state officers	101,155.60
Received from miscellaneous sources	162,606.99
Received from transfers from temporary school fund	4,733.91
Received from cash balance last report	412,981.45
Total	\$3,937,232.50
State auditor's warrants redeemed	\$3,624,378.39
Cash balance on hand June 30, 1895	312,854.41
Total	\$3,937,232.50

In connection with his biennial report the treasurer of state makes a valuable suggestion upon which it would be well for the general assembly to act. It is as follows: "I would call your attention and that of the general assembly, to the serious embarrassment which this office has experienced in the payment of warrants drawn by the auditor quarterly. The funds of the state reach their lowest point during the first half of January, April, July and October. After these dates very little revenue is received, except from about April 15th to May 1st and October 15th to November 1st. This condition of affairs has occurred for several years past, as evidenced by my predecessor in his last biennial report. The law does not specify any date for the quarterly drawing to begin. The custom has been to get in these warrants as early in January, April, July and October as possible. If the time could by statutory provision be extended to the 15th of February, May, August and November the treasurer would have little difficulty in paying warrants when presented. Under existing conditions we are compelled to ask the institutions to hold their warrants fifteen to thirty days.

"It seems to me that an extension in the time of drawing quarterly payments, as recommended above, would obviate these difficulties without any change in the law respecting the collection of taxes being required."

The very excellent report of the adjutant-general gives a detailed account of the operation of the military power of the state during the lawless and restless period of 1894. The National guard of Iowa is an organization composed of the best brain and blood of our state. In military bearing, discipline and efficiency of service, it gives me pleasure to express my belief that it is the equal of any organization of its kind. Its importance is fully demonstrated in the adjutant-general's report and it is in every way worthy of your confidence and support.

The imperative necessity of maintaining the fullest confidence in the dairy products of our state renders the position of dairy commissioner of great importance. His department should be strengthened by auxiliary legislation, and its scope enlarged to include a supervision over all food products. The valuable report of the commissioner is referred to you for careful consideration.

More and more each year are the people turning their attention to fish culture and the preservation of fish in our rivers and lakes. Our fish laws are confessedly defective and the means of enforcement utterly inadequate. Valuable suggestions are made in the last report of the fish commissioner, and I would urge your attention to the importance of this subject.

The reports of the other state officers and commissioners cover a wide range of information, and include many important suggestions as to legislation needed in their various departments.

OPERATION OF LIQUOR LAWS.

In response to a general demand of the people of the state that there should be legislation in the direction of reducing liquor selling to the minimum in counties where the liquor law had failed to prohibit, the Twenty-fifth General Assembly enacted what is known as the mulct law, which took effect July 4, 1894.

I have caused an investigation to be made of the operation of this law, the result of which I herewith transmit for information and consideration. The total number of government permits or licenses issued by the revenue department of the

United States for the state of Iowa for the year commencing July 1, 1893, and ending June 30, 1894, which for convenience I will hereafter designate as the last year under state wide prohibition, was 6,032. The total number of government licenses issued during the year commencing July 1, 1894, and ending June 30, 1895, which for convenience I will designate as the first year under the mulct law, was 4,264. The loss in government licenses by counties during the first year of the mulct law was 1,843. The gain in government licenses by counties for the same period was 75, the total net loss being 1,768.

July 1, 1895, there were fifty-one counties, having a population of 837,809, which had not adopted the mulct law. The number of government licenses issued in these counties during the last year under prohibition was 1,078; number of licenses issued during the first year under the mulct law, 890; net loss, 188, or 17½ per cent. On this same date, July 1, 1895, there were forty-eight counties, having a population of 1,220,260, which had adopted the mulct law. During the last year under prohibition the number of government licenses issued in these counties was 4,954; the first year under the mulct law the number was 3,374; net loss, 1,580, or 32 per cent.

The number of saloons against which the mulct tax was assessed during the first year of the operation of that law was 1,620, and the total revenue derived therefrom at \$600 per annum was \$972,000. This, together with the added penalties assessed by cities, made a total of \$1,156,317.

The following tables show those counties in which the loss of government licenses was greatest and those counties in which there were gains in government licenses during the first year of the mulct law:

COUNTIES SHOWING GREATEST LOSS.

COUNTIES.	Last year under prohibitory law	First year under mulct law.	Loss.
	Black Hawk.....	84	
Carroll.....	120	85	35
Clinton.....	280	172	108
Crawford.....	104	55	49
Fayette.....	100	57	43
Johnson.....	87	45	52
Lincoln.....	191	107	84
Plymouth.....	110	69	41
Polk.....	260	183	83
Pottawattamie.....	248	168	80
Scott.....	378	244	134
Woodbury.....	283	183	100
Des Moines.....	163	129	34
Total.....	2,424	1,542	882

COUNTIES SHOWING GAIN.

COUNTIES.	Last year under prohibitory law.	First year under mulct law.	Gain.
	Adair.....	14	
Clarke.....	6	12	6
Clay.....	20	23	3
Decatur.....	8	9	1
Dickinson.....	14	23	9
Franklin.....	10	15	5
Fremont.....	13	15	2
Henry.....	8	13	5
Jasper.....	30	31	1
Mitchell.....	16	17	1
Montgomery.....	17	26	9
Pocahontas.....	18	26	8
Poweshiek.....	3	8	5
Ringgold.....	6	10	4
Taylor.....	13	17	4
Van Buren.....	25	31	6
Washington.....	1	4	3
Wright.....	21	25	4
Total.....	243	318	75

In the light of this showing I most earnestly recommend that the mulct law be permitted to remain upon our statute books and that it be given a fair and impartial trial.

PUBLIC WAREHOUSES.

There is much discussion throughout our state of the advantages which would be gained to the people of Iowa by the passage of a public warehouse law similar to laws now in operation in Illinois, Wisconsin, Nebraska and other states.

The absence of storage facilities entails a heavy annual loss to the people of Iowa. I refer this important question to you for earnest consideration to the end that legislation be enacted which will give the relief desired.

INTER-STATE CONVENTIONS.

During the biennial period there have been twenty-eight commissions appointed to meet in conference similar commissions of other states.

The following are a few of the most important:

National Conference of Charities and Corrections, Nashville, Tenn.; National Prison Congress, St. Paul, Minn.; Farmers, National Congress, Parkersburg, W. Va.; Trans-Mississippi Congress, St. Louis, Mo.; Annual Convention of International Deep Waterways Association, Cleveland, Ohio; Western States Conference, Topeka, Kan.; Western Waterways Convention, Vicksburg, Miss.; Exposition of Industries and Fine Arts, City of Mexico, and to locate and mark position of Iowa regiments in the battle of Shiloh.

A large number of those appointed have attended these meetings and have borne the full burden of expense, as well as the donation of several days of valuable time. Public spiritedness is as essential to the good standing and influence of a state as it is to the standing and influence of a good citizen. I do not believe the state of Iowa receives the full benefit it should from its representatives in inter-state conventions under the present plan of "honorary commissioners." No state in the union is more deeply interested in the movement for deep waterways than the great producing state of Iowa, and yet the delegates attending these conventions go more in an honorary than in a representative capacity. They pay their own expenses, stop at different hotels, are unorganized and consequently lacking in force and influence, which under other circumstances they would have. They meet the delegations of other states who

are organized—with their expenses paid by the state they represent—a compact representative commission whose influence and power is felt both on the floor of the convention and among its members. The state of Iowa should do its share as a public spirited state in the direction of making inter-state conventions a success, and further, it should see to it that its own representatives are placed in a position to receive such recognition and exert such influence as the importance of our state demands. A man may be intelligent, moral, upright, thrifty and prosperous, and yet so economical and lacking in public spiritedness that he is void of influence with his fellow men. A state can drift into the same condition in relation to sister states. I recommend a more liberal policy on the part of the state of Iowa in matters pertaining to inter-state meetings and conventions. Commissions appointed to attend these meetings should be made the state's representatives. The matter should be left to the discretion of the governor or executive council to determine what inter-state meetings are of sufficient importance for the state of Iowa to send representatives and then authority should be given to the council to audit and pay the actual expenses of commissioners in attending these meetings.

IOWA AND NATIONAL MILITARY PARKS.

The Twenty-fifth General Assembly provided for the appointment of a commission to locate and mark the positions of Iowa troops at the battles of Chickamauga and Chattanooga. This commission has done its work faithfully and its report is submitted for your consideration. I most earnestly approve the recommendation for an appropriation of \$25,000 for the erection of appropriate monuments to mark the position of the Iowa regiments which took part in these great battles, as a just recognition of the valor of Iowa's soldiers.

On March 11, 1895, I appointed a commission to attend the reunion of the Shiloh Battlefield Association at Pittsburg Landing, Tenn. In an official report made by this commission the following statements were set forth:

"Changes in the roads which traversed the nearly 3,000 acres over which the battle raged, the almost complete demolition of all the old buildings and the new ones erected, many of them on other locations, and still other changes which space forbids enumerating in a report which must necessarily be brief, all united in making the task of locating the positions

held, so difficult, that it was impossible, during the two days allotted to us, to visit that portion of the battlefield where the Sixth, Eleventh, Thirteenth, Fifteenth and Sixteenth regiments were engaged.

"Owing to these facts and the work that will soon be commenced under the direction of the national park commissioners, which will result in still further changes, thus rendering the task of locating the positions held by our regiments even more difficult than now, we respectfully recommend and urge that you appoint at an early day a commission of one or more members of each of the eleven regiments engaged in the battle, whose duty it shall be to visit, as soon as possible, the battlefield and complete the work begun by us."

With this report and recommendation before me and knowing that the finger of time is fast removing the old landmarks of this memorable field, and that each year makes the task of identifying the position of Iowa regiments more difficult, I complied with the foregoing request and appointed a commission consisting of one from each of the eleven Iowa regiments which took part in this engagement. Their report is before you; their work, I believe, has been faithfully and conscientiously done; the expense has been borne by the individual members of this commission and I believe it is but just that the state should reimburse them, and I recommend that an appropriation be made therefor. It will devolve upon you to take such action as will show the appreciation of Iowa for the brave men who upheld the honor of our state and the integrity of the union on this great battlefield of Shiloh.

Nearly every northern state, as well as the general government, is now erecting permanent memorials in our great national military parks to mark the positions held by the union arms. Iowa, like her sons who helped make those scenes historic, should take an advanced position in this movement and provide at once for the erection of appropriate monuments, which shall most fittingly do honor to her brave.

In this connection I would also suggest that the state of Iowa take action in the direction of having the battlefield of Vicksburg made a national park, that the scene of this most important campaign, in which 70 per cent of Iowa's enlisted men took part, may be properly preserved and commemorated

SEMI-CENTENNIAL ANNIVERSARY.

The year 1896 marks the fiftieth anniversary of our statehood. During the half century of its history as a state, Iowa has made a record unsurpassed in the annals of nations or of peoples, and this general assembly should take measures for a fitting recognition of this important event. In addition to any temporary observance of our semi-centennial which may commend itself to you, it would seem that the most eminently appropriate action would be in the way of some distinctive legislation looking toward the erection and maintenance of a historical museum or memorial hall, which should be not only a perpetual reminder of the greatness of our state, but a permanent repository for the annals of its past and future.

FRANK D. JACKSON.

January 13, 1896.