GOVERNOR’S MESSAGE.

To the Senate and House of Representatives of Thirty-first General Assembly:

There have been presented to me, as Governor of the State, reports from the several departments as required by law, namely:

Secretary of State. (Pertaining to Land Office.)

Secretary of State. (Pertaining to Criminal Convictions.)

Auditor of State.

Treasurer of State.

Attorney General.

Superintendent of Public Instruction.

State University

Iowa State College of Agriculture and Mechanic Arts.

State Normal School.

Board of Control.

Commissioner of the Bureau of Labor Statistics.

State Librarian.

Iowa Library Commission.

State Historical Department.

State Historical Society

State Horticultural Society.

Adjutant General.

Dairy Commissioners.

Railroad Commissioners.

Mine Inspectors.

Boat Inspectors.

Custodian or Public Buildings.

Geological Board.

Director Weather and Crop Service.

Accountants.

Board of Dental Examiners.

State Veterinary Surgeon.

Pharmacy Commission.

State Board of Health.

Fish and Game Warden.

Capitol Commission.

Louisiana Purchase Exposition Commission.

Highway Commission.

These reports will fully advise you concerning the conduct of the affairs of the State, in 50 far as they have been committed to these departments and officers.

FINANCES.

The receipts and expenditures for the biennial period ending June 30, 1905, are fully shown in the reports of the Auditor and Treasurer. You will find in these reports complete Information respecting all the fiscal affairs of the state during the time they cover, and it is unnecessary for me to do more than to bring them to your attention. Inasmuch, however, as it will be your duty to make appropriations for the future, I will endeavor to exhibit the financial condition of the state as it is now and as it will be upon the 1st of January, 1907, upon the basis of the present appropriations, and the ordinary and recurring expenses of administration.

The taxable value of all the assessed property in the state upon which axes were levied in the year 1905 is $620,894,110.00. In August, 1905 the Executive Council fixed the levy for general state purposes at three and two-tenths mills.

AMOUNT IN TREASURY AND ESTIMATED RECEIPTS FOR 1906.

Amount In Treasury January I, 1906 $ 851,715.11

Receipts from General Taxes (estimated) 1,980,000.00

Insurance Companies (estimated) 275,000.00

State Officers and State Boards (estimated) 205,000.00

General Government, for Soldiers’ Aid 60,000.00

Counties. for Support of State Institutions (estimated) 480,000.00

Collateral Inheritance Tax (estimated) 125,000.00

State Institutions, Miscellaneous (estimated) 75,000.00

Interest on Deposits (estimated) 18.000.00

Total cash on hand and receipts for the year 1906 $4,074,715.11

ESTIMATED EXPENDITURES AND EXISTING ANNUAL

APPROPRIATIONS PAYABLE IN 1906

Adjutant General $ 5,400.00

Attorney General 7,860.00

Auditor of State 31,370.00

Governor’s Office 23,270.00

Clerk of Supreme Court 6,520.00

Secretary of State. Office 15,350.00

Superintendent of Public Instruction 7,720.00

Treasurer of State 11,500.00

Board or Control of State Institutions. Office 25,0\_0.0

“ “ “ “ “ “ Support 1,300,000.00

Board of Health 12,500.00

Board of Dental Examiners 1,500.00

Labor Commissioner 6,200.00

Dairy Commissioner 10,600.00

Executive Council, Secretary’s Office 11,000.00

Pharmacy Commission 7,500.00

Railroad Commissioners 13,500.00

Mine Inspectors 10,000.00

Custodian of Public Property 26,000.00

Fish and Game Warden 6,000.00

Geological Survey 8,000.00

Historical Department 1,600.00

Historical Society 7,500.00

Library Department 17,000.00

Horticultural Society 4,000.00

Agricultural Department 3,6\_0.00

Agricultural Societies 13,750.00

District Court Judges 185,500.00

Supreme Court 45,000.00

Iowa Weather and Crop Service 2,700.00

Farmers Institutes 5,000.00

State Entomologist 1,000.00

Bacteriological Laboratory 2,500.00

Militia 71,500.00

State Printer and Binder 60,000.00

Teachers’ Institute 5,500.00

Collateral Inheritance Tax Enforcement 8,000.00

Oil Inspection 25,000.00

Miscellaneous Expense Freight and Express, and

Code 36-164-165 55,000.00

College of Agriculture and Mechanic Arts 159,000.00

State University 190,000.00

State Normal 115,000.00

Thirty-first General Assembly 135,000.00

Sundry Small Items 3,000.00

Providential Contingencies 25,000.00

Total $12,702,340.00

UNPAID APPROPRIATIONS FOR STATE INSTITUTIONS UNDER THE

BOARD OF CONTROL WHICH MAY BE EXPENDED IN 1906.

Boys’ Industrial School at Eldora $ 4,197.21

Girls’ Industrial School at Mitchellville 966.26

Soldiers’ Home, Marshalltown 6,051.19

Blind Industrial Home. Knoxville 24,537.04

Cherokee Hospital for the Insane 17,078.53

Clarinda Hospital for the Insane 12,574.98

Independence Hospital for the Insane 10,030.95

Mt. Pleasant Hospital for the Insane 15,478.19

College for the Blind, Vinton 599.22

Penitentiary at Anamosa 49,391.02

Penitentiary at Fort Madison 25,054.27

Soldiers’ Orphans’ Home, Davenport 4,339.15

School for the Deaf, Council Bluffs 71,156.99

Institute for Feeble Minded Children, Glenwood 15,242.83

Estimated amount for contingent and repair, above institutions 40,000.00

Total $ 296,697.83

UNEXPENDED APPROPRIATIONS PAYABLE IN 1906.

College of Agriculture and Mechanic Arts—

Additional for Central building 60,234.81

Central Heating Plant and Chimney 16,623.58

Dairy Building 208.86

Dairy Building and Equipment 754.84

Herd and Equipment of Dairy Farm 4,500.00

Poultry Equipment of Dairy Farm 500.00

Equipment of Central Heating Plant 25,500.00

Good Roads 2,505.26

Engineering Department 3,00.00

Land 10,211.49

Board of Control—

Architect Expense 1,108.8

State Agent 2,224.00

Inspection Fund 1,898.85

Tuberculosis 671.56

Quarterly Conferences 114.92

Benedict Home 1,346.20

Capitol Commission 42,085.51

Dubuque Rescue Home 1,100.00

Protection of Fish 928.97

Protection of Game 1,349.00

Gathering Fish at Sabula 102.59

Rebuilding Dams 51.83

Florence Crittendon Home 1,000.00

Grey Uniforms 775.75

Completing Historical Building 71,090.15

Educational Institutions Investigation 1,200.00

Reformatory System Investigation 500.00

Louisiana Purchase Exposition Expense 20,000.00

Monuments 136,300.00

Indexing Vaults In Secretary of State’s Office 3,150.00

State University Equipment and Supplies—

Paving and Sidewalks 2,000.00

Tunnels and t:xtensions 2,500.00

Dam and Water Power 2,500.00

Library 5,000.00

Land 6,000.00

Engineering Building 12,500.00

State Normal School—

Library 1,250.00

Librarian and Assistant 1,250.00

Proceeds from Sale of State Square 6,250.00

State Treasury Safe Repairs 1,000.00

Vault Crowns 958.00

Total $ 450,445.05

RECAPITULATION.

Cash and Receipts:

Cash on Hand, Jan. J, I906 $ 851,715.11

Estimated Receipts to Jan. I, 1907 3,223,000.00

$ 4,074,715.11

Cash and Receipts:

Cash on Hand, Jan. J, I906 $ 851,715.11

Estimated Receipts to Jan. I, 1907 3,223,000.00

$ 4,074,715.11

Expenditures:

Unpaid balances state Institutions 296,697.83

Unpaid balances general 450,445.05

Estimated expenditures and annual

appropriations payable In 1906 2,702,340.00

$ 3,449,482.88

Balance, January I, 1907 625,232.23

This balance, with such addition as experience shows may be safely reckoned on account of sums payable but still in the treasury, say $200,000 or $300.000. Indicates the extreme limit of extraordinary appropriations that can be made to be paid out during the year 1906 Strict economy should be the dominant spirit in all deparments of the government, but this does not mean that the state should refuse to perform any duty that the welfare of the people imposes upon organized society.

PROVIDENTIAL CONTINGENT FUND.

The Thirtieth General Assembly appropriated $50,000for the purpose of meeting the contingencies of destruction by fire or other casualty of the public property of the state. No such misfortune has occurred. and I am glad to advise you that no part of the appropriation has been expended.

INTEREST RECEIVED ON DEPOSITS.

It is a pleasure to report that under the law passed by the Thirtieth General Assembly. the State Treasurer made an arrangement, effective from May 15, 1904, with regard to interest on deposits, with the result that during the nineteen and one-half months since that time the Treasurer has received from the various banks in which the money is deposited the sum of $38,955.89as Interest.

PRINTING AND BINDING.

The Secretary of State is of the opinion, and I fully concur with him, that there are more volumes of many of the reports printed and bound than are necessary I believe that a very considerable saving can be made by reducing the number of some of these reports, without any injury to the state. I recommend that your appropriate committees examine this subject, and amend the statute now in force, in accordance with the public need as shown by experience.

STATE AUDITOR.

The Auditor has filed with me not only his regular biennial report, but a supplemental report directed solely to our insurance laws and needed legislation upon the subject of insurance. I commend these reports, and especially the supplemental report, to your careful consideration. I heartily concur, in all his recommendations.

Having given some thought to the subject, and realizing its importance, I venture upon the expression of my own views upon some phases of the business.

I need not remind you that there has been much discussion of life insurance among the people generally during the last two years. It is just beginning to be a little understood by policy holders. The opportunities for dishonesty and extravagance have been so fully exploited in the investigations recently carried on in New York that the public mind is engrossed with the inquiry, “What can be done to insure fidelity and protect those who have contributed the immense sums now in the posession of the insurance companies?”

It would serve no good purpose to consider at this time the possibility or probability of federal supervision; nor would it accomplish anything to repeat the condemnation we all feel for the flagrant breaches of trust which have been exposed. I shall deal only with practical questions which concern the people of our own state. and I will confine myself to suggestions looking toward remedies that we may apply.

This state long ago adopted the policy of requiring all its own life insurance companies doing business upon the “legal reserve” plan to deposit securities with the State Auditor in an amount not less than the legal reserve, for the protection of policy holders. It cannot be doubted that this is a wise system. We have seen that the possession of great volumes of securities which can be changed, manipulated and used for individual profit and ulterior purposes, presents a temptation that most men cannot resist, and constitutes a menace that ought not to be perpetuated. I believe, therefore, that from this time forward all “old line” life insurance companies organized under the laws of other states and desiring to carry on business in the State of Iowa, should be required to deposit with the State Auditor securities equal in amount to the legal reserve upon the policies issued upon lives in this state, for the protection of such policy holders: the deposits to continue until the state in which the company is organized shall require a deposit of the entire legal reserve with some state officer, at which time our Auditor should transfer the securities so placed with him to the officer of the state in which the company is organized. If a few states would adopt this plan it would result in every state having insurance companies requiring the deposit. I earnestly recommend to you a careful investigation of this phase of the general subject.

Another grave defect in the methods of life insurance developed by the recent study of the subject is the accumulation of a so-called surplus, which, in a great measure at least, represents deferred dividends; that is to say. the sum which the company, in a vague way, promises to distribute at a future time to its policy holders, but concerning which there is no specific agreement fixing the amount of the distribution. The surplus so existing is not reckoned as a liability for the reason that no policy, so far as I have been able to ascertain, contains any more positive assurance of distribution than that the policy holder shall be entitled to such share of the surplus as the directors of the company may determine. The whole scheme of deferred dividends has a tendency to lead the business away from the field of indemnity into the field of investment—a tendency which is altogether too prominent, and which should be checked by such reasonable regulations as can be prescribed without injuring the legitimate enterprise of insurance; but there is a still more potent objection to the practice.

As is well known, the premium charged by a legal reserve company is made up of two parts: First. mortality; second, the loading for expense. The actual mortality is considerably less than the theoretical mortality, and it might happen that the share alloted to expense is not altogether consumed. From these overcharges in the premium, together with a portion of the interest earned, the surplus is created, and the general promise is, to return this surplus to the policy holder in the form of dividends. I am speaking now of a mutual company, although it is likewise true of a company having capital stock, with the one exception of the diminution in the earnings caused by whatever claim the capital stock may have upon them. No company can safely make any definite promise with respect to the surplus so acquired, for the obvious reason that its extent must always be uncertain. One of the issues in the insurance business therefore is, shall this surplus be ascertained and apportioned and disposed of in some manner at short intervals, or shall it be allowed to accumulate during long periods, and then be paid to the policy holders in such proportions as the board of directors of the company. may think best? It seems to me that every consideration of safety and fair dealing requires that the surplus to be credited or paid to participating policy holders shall be ascertained and paid, or otherwise disposed of, every year. In so saying, I do not mean, necessarily, that the first or second years of a policy shall be so treated, because the expense of getting the business, with the mortality, quite consumes the premium for those years. If the dividends are deferred for a long period, the policy holder is absolutely at the mercy of the company. Even if he could override, by a judicial proceeding, the discretion of the board of directors in apportioning the surplus then due him (and the courts have decided that he cannot) the cost of procuring the proof necessary to establish his rights would far exceed any benefit that he could derive from the litigation. If, however, the law imposes upon the company an imperative obligation to ascertain and apportion the amount of the surplus due to each participating policy holder at the end of each year, then the natural forces of competition between companies, together with the option on the part of the policy holder to surrender his policy if the dividend be not fair and satisfactory, will protect the policy holder from any serious wrong.

I therefore recommend that the law be so strengthened as to require an annual accounting between each company and its policy holders so that at the close of each year the policy holders will be notified of their respective shares in the surplus of the preceding year. The amendment should also provide for the options which at that time may be exercised by the policy holder: namely, to withdraw the dividend in cash or to use it for the purpose of purchasing further insurance. In so recommending, it must not be understood that I advocate the distribution, annually, of the entire surplus. It would be unwise to insist that the assets of the company shall at all times be no more than its liabilities. There must be a margin of safety to cover unexpected and extraordinary conditions. There are widely differing opinions with respect to the amount or percentage that should be reserved as the margin of safety, and this divergence of judgment can only be adjusted by your good common sense, to which I confidently submit the whole controversy.

It is believed by many thoughtful men that there should be a limit to the aggregate amount of insurance which a company should have outstanding or, in other words, that the amount at risk should be restricted to some large, but reasonable, sum.

I have not been able to reach a satisfactory conclusion upon this subject, and therefore make no recommendation upon it. It is, however, so important—indeed, so fundamental—that I comply with many requests and invoked for it your careful consideration.

This state has, with great wisdom, pursued the policy of narrowly restricting the manner in which the legal reserve of a company may be invested. It is to be hoped that an enlightened conservatism will always control this essential feature of supervision. I believe, however, that the time has come to enlarge the field of investment. In harmony with the plan already adopted, life insurance companies should be permitted to invest in drainage bonds, and in such securities as paving, curbing, sewering or other public improvement certificates. These securities are as safe as municipal bonds, and inasmuch as the opportunities to loan money on real estate will gradually become less, you ought to open such other remunerative fields as are without danger. I believe, also, that every life insurance company organized under the laws of this state should be permitted to invest a reasonable sum (to be fixed by the Executive Council, but not exceeding ten per cent of its legal reserve) in a home office; and that, upon a transfer of the title to such office in trust to the Auditor, its value, as determined by the proper authority, should be reckoned a part of its deposit with the Auditor. The course I have suggested will not only insure safety in the investment of assets, but will have a tendency to keep the money of our people at home, and to build up the state.

In this connection, I desire to call your attention to a feature in our present law that ought to be amended. As the statute now is, life insurance companies can loan money upon real estate, under certain limitations, in Iowa and in any other state in which they are authorized to do business. It is the intent of the law that investments of this character shall be under the supervision and subject to the approval of state authority. With respect to loans upon real estate made in distant localities, this supervision becomes exceedingly difficult, if the right be given to loan wherever the companies are issuing policies. The law in this respect ought to be changed, so that if the companies desire to loan money upon real estate in other states, they should first apply to the Executive Council, and receive authority from that body, prescribing in what states or parts of states, other than our own, such loans can be made. Do not misunderstand me. I do not propose that each mortgage shall be approved by the Executive Council, but that the territory in which loans may be made shall be fixed by an order of the Council. The gradually decreasing rate of interest in Iowa furnishes a strong motive to loan elsewhere, and there should be some other check than the mere admittance into another state for the purpose of issuing policies.

The last suggestion that I have to make with respect to life insurance is not the least important, indeed I do not recommend action upon it by this General Assembly. It involves an extent of study and investigation that will probably preclude you, even if it should meet your approval, from disposing of it at this time.

There is more fraud and deception, sometimes intentional and sometimes unintentional, practiced upon policy holders by reason of the variety in the forms of life insurance contracts than in any other way. There are hundreds of these forms, differing oftentimes but slightly from each other, and these differences are, in my opinin, in many instances created for no other purpose than to enable the agent to found upon them an argument, the fallacy of which cannot be detected by the unskillful mind, and the effect of which is to create an atmosphere of mystery about the entire business. There are but two kinds of legitimate life insurance contracts. You can certainly number them on the fingers of your two hands. There is no sense in the almost infinite multiplicity of forms. I believe that there should be standard forms of policies. They should be uniform with all companies. They should be plain, simple, and direct. The obligations should be understood. If we had such uniformity, the people would soon come to know what insurance is, and what the insurance companies agree to do in each of the severa forms of contract issued. I believe that it is your duty to institute such an investigation and to collect such information as will enable a subsequent General Assembly to deal intelligently with this vital phase of the business.

I believe that Sections 1709 and 1710, as found in the Code Supplement, should be amended. Under the construction which has been properly put upon them, the right to insure against casualty to plate glass is restricted to companies operating under subdivision 1 of Section 1709, and companies operating under subdivision 5 of that section are prohibited from that kind of business.

I cannot think that this was the intent of the General Assembly, for the result is to eliminate competition and to make the rates upon plate glass insurance indefensibly high.

Subdivision 6 of Section 1709 creates a practical monopoly in the insurance of steam boilers in one company. We have experienced the natural outcome of this condition. I find upon comparison that the rates prevalent in Iowa for the insurance of steam boilers are very much higher than the rates charged by good companies in adjoining states. I can perceive no reason why companies operating under subdivison 5 of Section 1709 should not insure against boiler explosions. and I feel that were the statute so amended it would be for the advantage of our people.

A PRIMARY ELECTION LAW.

In my last biennial message, I stated at some length my views upon primary elections. Two years of thought and discussion have strengthened my belief in the system of nomination by direct vote of the primary electors. I then said that as between nominations by a mere plurality and nominations by conventions, I was inclined to favor the latter. Upon this point and upon this point alone have my opinions experienced a change. Further study. reflection and observation have convinced me that we must either accept the primary system, in so far as it is applied with direct nominations, as a whole, or the convention system as a whole. With these alternatives before me, I have no hesitation in declaring that I am for the primary system of nominations by plurality, rather than on nominations by conventions. If there were any practicable plan through which the voters could work out their second choice, I would gladly endorse it but after giving to the subject all the thought of which I am capable, and giving to the laws of other states the most exhaustive study, I am unable to discover any workable arrangement through which the voters can express their second choice. The law that controls or regulates the nomination of candidates for office has no element of partisanship in it. There is no reason why the members of one party should be for it and the members of another party against it. Nor has it any element of factionalism in it. There is no person wise enough to predict how such a law may affect him personally, and no man should be unpatriotic, enough to attempt it. The man who favors or opposes such a law because he believes that for the time being it will promote or retard the fortunes of any particular person or company of persons is unworthy of the citizenship he enjoys. The movement for nominations by direct vote is simply a part of the mighty forward march of civilization. It is nothing more than a recognition of the fundamental truths of the declaration of independence, and an effort to bring our laws into harmony with the framework of free institutions. It is a part of the universal demand that the voter shall do nothing by proxy save those things which, in the very nature of our government, must be done by proxy. Constitutions can be made by the voters. and therefore they are made by the voters. Laws which comprise infinite detail cannot be made by the voters in their original capacity, and therefore you are the proxies of the voters of the State of Iowa for the enactment of laws. Nominations for office can be made by the voters, and therefore there should be no such thing as a proxy intervening between the voter and his choice. I have said that the system of nomination by direct vote is but a phase of a uniform and continuous advance of the people. It began in the early days of the Republic. Originally. the President and Vice-President of the United States were elected by proxy, and the electors were expected to use their own judgment respecting the selection. It was not long, however. before this idea became intolerable, and the present plan was adopted. which is the nearest approach to an election by the voters that is possible without a change in the constitution. For years, the voters have, in substance voted for the President and Vice-President, for it is hardly possible to conceive of an elector venturesome enough to disobey the Implied command put upon him by the voters of his state.

Senators in the Congress of the United States are still elected by proxy, but the General Assembly of the State of Iowa and the conventions of the several political parties have repeatedly declared tor a change in the constitution that will require their election by a direct vote, and in so doing they have been associated in action with the legislatures and parties of more than one-half the states of the Union. Every lover of his country must see how important it is to make the voter as influential as possible in the management of public affairs. Our government is founded upon the vital thought that the citizen is intelligent enough and patriotic enough to hold opinions and express them. The clear trend of modern reform is toward the enlargement of his power and the awakening of his sense of responsibility.

The dominant party in this state has, in many counties, recognized the supremacy of the voter, and has established county primaries for the nominations of county officers. I doubt whether a single county could be induced to return to the old plan. The system of caucuses and conventions is not only full of opportunities for the exercise of pernicious influences, which may and often do neutralize and destroy the will and wish of the voters, but, however fairly carried on, results, ordinarily, in nominations by skilled leaders and expert manipulators, rather than by the people. The caucus gives proxies for all voters of the party it represents, for the county conventions. The county convention gives proxies for all the voters of the county to the district or state convention And thus, when the end is finally attained, the outcome may not be what the voters want, but what twice-removed delegates may want. I have no doubt that oftentimes the delegate plan does register the desire of the voters, but it fails so frequently that it ought not to be preserved.

How many of you would favor the election of State and county officers and representatives in Congress by delegates chosen in caucuses and conventions? I venture to say, not one of you; and yet the election of candidates to office is not more important than the selection of candidates for the general election. Some most excellent men who are opposed to primary elections seem to think that the only purpose of such a system is to prevent cheating and that sordid form of bribery commonly observed in crowded populations. Such men fail to discern the still greater evils against which the proposed enactment is directed. The chief object of a primary election law is to make it certain that the voice of the plain common man will be heard and heeded. It is possible for him to be heard under the present system, but it requires an effort that he will not always make. and which he never ought to be compelled to make.

All men will agree that the voters of any political party should determine who its candidates should be. This, I assume, is a fundamental truth, held as firmly by those who are against the primary as by those who are for it. Those who are against it, however, seem to believe that the voters can work out their desires as effectually through caucuses and conventions as through primary elections, and here the issue is joined. In caucuses and conventions the leader, the alert and successful organizer, the men ready with speeches and motions, the unscrupulous manipulator, find there his completest opportunity for influence. Some of the things done may be innocent and some of the things done may be wrong and vicious; but whether innocent or vicious, the ordinary voter who gives no futher attention to politics than to become familiar with public questions and to vote when the time comes, has no fair chance in the mysteries of the caucus and the convention. If there was no other reason for a primary election law, it would be needed to equalize the capacities of men for management, and to make it more difficult. at least, for the man who promises to bring in township or county. to fulfill his promise.

There is, however, another view which appeals to me still more strongly. Our country has changed mightily in the last quarter of a century. Business and commerce have passed, in large measure, from the individual to the corporation. The corporation has well nigh captured the industry of the United States. There is a close association and sympathy among the great combinations of capital which enable them to move as though directed by a single will. They are vitally concerned in the laws which are, from time to time. adopted, and therefore one part of their gigantic purpose is to control, to a degree, the government—national, state and municipal. He who

does not see and feel this effect is both blind and insensible. These corporations and combinations have at their command untold wealth, the strongest intellectual force ever organized, and an infinite variety of channels through which to work; and they intend to prevent any government from enacting or enforcing any law which they think ought not to be enacted or enforced. They will do this thing if they can, and the most casual student of human nature must perceive that the attempt springs from the commonest characteristic of the human race. There is just one way in which they can do it effectually, and that is to determine who shall be nominated and elected.

Their arts cover the whole range of influence. At one time they bribe, at another they browbeat. Now they deceive and now they seduce. They take one man to the top of the mountain and show him the world that may be his, and with another they take from his shoulder a burden that is too heavy, for him to bear. They run the whole gamut of human affections, and sound every note in the chords of both virtue and vice. In short, they are equipped to do whatever the occasion requires. There chief officers are usually men of standing and morals, but their operations are so vast that when they issue an order to accomplish a certain result, they do not feel responsible for the manner in which it is attained.

In this state the railway companies are the political corporations, and while they have not introduced here all the methods which have been observed elsewhere, it is manifest that they have intended to direct the course of the state, and that they still intend to direct it if it be within their power. The railways and their allied forces want to preserve the caucus and the convention simply because they know that they will have a better chance through this system of dominating the affairs of the state than they would have through a primary election system. They cannot so easily spread their nets about the voters as they can about delegates. Their leaders cannot be so intimate with the body of the people as they are with the managers of caucuses and conventions. A primary election law will minimize, if it will not destroy, the power of railways in politics; and if there were no other reason for enacting such a statute, this would be sufficient, I look upon the abolition of passes and the adoption of a primary as parts of the same remedial legislation, They are both needed to secure the desired end, and neither will be entirely effective without the other.

I must not be understood as even hoping that a primary election law will bring about the millennium in politics. There will still be fraud, selfishness, deceit; but I am sure that when the law is passed we will have taken one step toward purer and better government. I am quite aware that there are some counties in the state whose representatives will not feel the necessity of a change as far as their own counties are concerned; but I trust that they will not measure their responsibility by the condition of their own communities, but on the other hand will view the proposed law from a standpoint that will enable them to see the welfare of the entire state.

I cannot dwell upon the details of the law. There may be and probably are difference of opinion with respect to the scope as well as the detail of the legislation. There are certain essential features, however, which I venture to suggest.

First. The law should provide for the nomination by direct vote of all candidates for all offices filled by the voters, and the office of Senator in the Congress of the United States.

Second. It should provide a primary election for all political parties, to be held at the same place and time.

Third. It should provide that the person receiving the highest number of votes for any particular office should be the nominee of the party for such office.

Fourth. It should provide that every voter, if he votes at all, should vote the ballot of the party with which he is affiliated.

Remember that I am not advocating any special bill. I am advocating only the spirit of a measure which when it becomes a law will, and I earnestly believe, promote the cause of good government, and the interest of all the people.

RAILROADS.

There has been much discussion, not only in our own state but elsewhere, respecting

free transportation, or passes, over railway lines. The practice is vicious

and should be probibited. It is utterly indefensible from any point of view. It

is certainly not true tbat every pass is~ued by a railway company is issued with

corrupt intent, nor is it true tbat every person receiving a pass accepts it with unlawful

motive. A great deal of free transportation bas been issued and is being

issued in obedience to a custom that has become firmly filled in tbe gradual growth

of years. It is, bowever, true tbat the system bas taken on sucb proportions and

is so generally used to influence public opinion and bribe public officers tba.t it

should be abolished, root and branch. I hav.! pointed out in another part of my

message bow natural it is-indeed, bow inevitable it is-for railway companies, in

common with otber great corporations, to attempt to direct the course of goveroment

and mould its policies to promote tbeir own interests. It is to be ellPected

tbat railway managers will endeavor with all their might and main to secure the

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eaactment of such 1&ws as will make tbeir properties more valuable, anJ tbeir ,...aes more ample. It is to be expected tbat tbey will ~xbaust every influence

to Pftvent the passap of sucb laws wbicb reatrain or rqulate tbeir practices. In

10 far as they can accomplisb tbese results.by fair. open argument. tbey are entitled

to all the victories tbey can win; but wilen tbey use free transportation to

tempt either the private citizen or tbe public official into friendly co-operation;

\_beD tbey employ tb~ pass to turn activity into apathy or to convert independence

intO servility; in sbort, wben tbey pay men to ignore tbe public good and forget

the aeneral welfare-tbey coml1lit a crime against tbe fundamental tenet of free

peru\_to It is wbolly impossible to discriminate between tbose tbat can be

iDSueoced witb sucb courtesies and tbose wbo cannot, and tberefore if tbe-remedy •

ill to be commensnrate witb tbe evil, it mnst probibit all free transportation. Tbis

is ricbt from any point of view. Tbe railways are pnblic bigbways, and all perlOll’

are entitled to use tbem upon tbe same terms under like conditions. Under

the pass system, those wbo are best able to pay Ira vel for nothing, and those wlto

are least able to pay make up the loss. I earnp.stly recommend the adoption of a

law which will have no exceptions to the prohibition except two. and they are not,

.taen properly analyzed, exceptions. PerSODS in tbe service of a railway company

wbo receive passes by the cnstom of the companies as a part of their compensation

sbould be permitted to receive them. and tbe stock sbipper, who must eitber

accompany bis stock or send someone in bis stead, should bi!! allowed free Iransportation

and return to bis bome, because an attendant is necessary to care for Ihe

stock. and tbe tranSllOrtati”n for such an attendant is a part of the freight charge.

In some states in wbich tbere are statutes against passes, the attempt is made to

limit tbe probibition to persons balding official position. I regard such statutes as

ahO!i:ptber inadequate. for tbere is as mucb harm in giving free transportation 10

prominent men, to leaders in p’>litical contests and to delegates 10 conveutions as

tbere is in giving them to men after tbey have been elected to office. I sincerely

hope tbat your patriotic judgment will lea(t you to make au end. once for all, of

tllis cuslOm, not a part of it bnt all of it; condemned as it is by tbe universal opinion

of mankind. It will be understood that wbat I have said about raIlways ap·

plies witb equal force to street railways, telegrapb, telepbone. upress companies

aDd sleeping C’lr (“ompanies-in “bart, to all public service corporations.

I respectfully recommend. al~o, a furtber regulation with respect to pas\_,

er fares upon railways. At the J:reseot time, the ordinary traveler pays

three cenls per mile. Tbe railways sell a milc!age book covering 2000 miles of

mvel. (ood for one year. at the rate of tbree cents per mile, with :I r~bate for tbe

mIleage, 10 be e.bausted witbin tbe year, of $19.50, or lIubstantially one cenl per

mile. They have aillo a credential system whicb iuvolves a travel of 4000 miles

witbin tbe same period, witb a rebale of one cent per mile. I am unable 10 percejye

tbe equity or fairness of the!” rules. If the mileage bJok piau be a good

ODe. it seems to me that) ou should rrquire tbe railways to sell mileage books. good

for loon miles and upwards, at It flat rate of two cents per mile, good until used,

8Dd If purcbased by the bead of a family tbere i, DO reason wby it should not be

used by any member of the family, I understand and appreciate the difficulties of

idellli6eation. and the menance of Ihe scalper. bUltbe difficulties are not insurID?

Ilntabl~. and I believe tbe effect of sucb legislation would be to at once lighten

tbe burdens of the people and increase the revenue of the railways. The man wbo·

tnYels IittJe is at presenl at too great a disadvantage as compared with the man,

\_ho traYeia mach.

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Wbat is commonly known as tbe “Iong and short hanl” c1anse in our statute

absolutely forbids a railway from charging a less passenger fare for a greater dis·

tallce tban a lesser one on the same line. The general justice of such a provision

is ullquestionable, but I believe that there are circumstances under which the

railways should be permitted to meet cbmpetition wit bout effectin~ intermediate

points. ~ou will better understand wbat I mean througb an illustration. A

passenger desiring to travel from Des Moines to Marshalltown has the

option of several routes. The Cbicago and Great Westeru Iiue is the shortest

route. and the fare which that company is permitted to charge is three cents per

mile. I can see no good reason why the Chicago and Northwesterll. for iustarce.

sbould 1I0t be permitted to carry the passenger for the same fare that is allowed

to the Chicago and Grellt Western Iille, witbout affecting the charge to intermedi·

ate points between Des Moines and Marsballtown ou the Chicago and North·

western line.

I tberefore recommend sucb an amendment to the law as will authorize the

Board of Railroad Commissioners. under such circumstances, and after due investigation.

to relieve the railways trom tbe eflect of the long and short haul clause

in tbe statute. I do this not only because I believe it is just to the railways. but

because it will greatly convenience tbe traveling public.

PARDONS AND PAROLES.

As required by the laws. I present to you herewith a statement of all pardons

and suspension of sentences issued by the Governor during the past

two years. This statement will show briefly the reasons upon which action

was taken in each instance. All communications. petitions and letters received

upon applications for executive interference are on file and are open

to the inspection of any person who desires further information.

I have. during the aforesaid period. issued six pardons; one upon the initiative

and recommendation of the Tnirtieth General Assembly. and five

upon my own motion. I have released from the penitentiary in that period

130 convicts by suspension of sentences, otherwise known as paroles. I

have released from the county jail in the same manner 40 convicts. I have

restored to citizenship 55 persons, remitted 70 fioes. aod 3 forfeitures.

Inasmuch as you will be called UpOD to consider the report of your joint

committee relating to reformatot ies and indeterminate sentences, you will be

interested to know something of the succes!: of the system of paroles as now

established io the Governor’s office. The general rule that I have attt:mpted

to follow is this: 1£ I fiod a person, especially a young person in the

penitentiary. whose offense was not the outcome of a criminal or vicious

life, but was committed under peculiar circumstances and great temptations,

and of whom I believe, after full investigation. that if released, an upright

life would follow, 1 have been inclined to give such a person a chance:: for redemption.

I have made mistakes. ‘as a matter ()f course, for the attempt to

look into the heart of a human being is a difficult undertaking. Nevertheless,

I have been much gratified with the result a!l a whole. Of the 170 persons

who have been paroled in the last two years, I have been compelled to

return to the penitentiary or jail,under revocation uf parole, but 13. All but 7

of the 130 perSOI:S released trom the penitentiary are reporting regularly to

me, and all but 9 of the 40 released from the county jail. I have maintained

,ove::r these persons as effective a supelvision as was possible with the assistance

allowed me, and I belie::ved that all of them, or substantially all of

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them, bave been since their release conducting themselves in an upright.

bonest. and industrious way. I am more firmly persuaded than ever before

that reformation should be one of tbe great object. of the criminal law, and

that the release of prisoners under parole i. entirely consisten~ with the preservation

of the sentiment that punishment must follow wrongdoing.

In this connection I again urge upon you the adoption of the indeterminate

sentence for many of the crimes recognized by the law. I will not enlarge

upon the subiect, for I assume that the committee to which I have already

referred will, in its report, discu!ol carefully and adequately this most interesting

phase of criminology. I am most heartily in favor of the plan for

the div:sbn of our convicted criminals, making the institution at Anamosa a

reformatory for men and boys, and the institution at Fort Madison tbe

peoitentiary for the more hardened and habitual criminals. My observation

does not permit a doubt that a much larger proportion of our young men

who have gone wrong can be saved for ‘lecent lives than are now saved, if

tbe eol’ghtened methods that have found favor among the closest students of

crime and reformation are employed here. I am in favor, also, of a separ·

ate reformatory for women aod girls. and I earnestly urge you to take the

initial step required to bring about that en1, It Is true that at the present

time there are only 18 or :9 women and girls in the penitentiary at Anamosa

although the whole number of prisoners in the two penitentiaries is more

thn 8110. The truth is that juries wHI not convict nor will judge sentence

womell and girls to the penitentiary, save in rare instances, for those offenses

of which they are most commonly gUilty. If we are to do anything

to purify society in this direction, we must furnish a place more

suitable for their detention and reformation than we now have.

APPUCATIONS POll. PARDONS BY PRISONBRS CONVICTBD OP MORDBII. IN THB

PIRST DBGJlBB’,

There have been filed in the office of the Governor 12 applicdions for pardon

by persons convicted of the crime of murder in the first degree, and

sentenced to imprisonment for life in the penitentiary. Due publication has

beeo made of these applications, and I herewith transmit them to you for

such iovestigation ao; the law requires at your hands, and for such recommendation

as you may be pleased to make.

I submIt also two applications for commutation of sentence from death to

imprisonment for life; namely those of L:Juis Bu~se and Joseph C. Smith,

Tbese applications were made to me for the exercise of the clemency withiD

my power; namely, commutation from a death sentence to imprisonment

for life. and in so far as 1 am advi~ed they were not intended to be submitted

to you. 1 considered them both very carefully, and denied the commutation,

fixin~ a day in each case for the execution of the sentence. [ was then

an<i am now i::J doubt whether my duty required me to place the application

before yon. I am inC\hed to the opinion that, under the law, they are not

ouch applications as are to be passed upon by the General Assembly, but

iDasmuch a8 the decision involved the lives of two men *I* gave tht:m the

beoetit of tbe doubt. Although the day for their execution is fixed, it is

after tbe probable adjournment of your body. I leave the whole subiect

with you to be dealt with as your “iew of the law and judgment of the circumstances

may direct.

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THB CENSUS Oil 1905.

Pursuing the authority given by the Thirtieth General Assembly, the

Executive Council has taken and compiled a census of the state for the

year 1905. The extent of information sought concerning population and

agriculture corresponded with the modern notion of the scope of a census,

and when the Council came to compile this information and such further

statistics as could be obtained from sources other than the assessors’ reports,

it w~s found that the appropriation of $15,000.00 was insufficient to

meet Ihe expense. I believe it to be true that those who were employed to

do this work rendered as much service for the state as any like number of

persons ever rendered. even in private business, for like compensation.

In this dilemma, Ihe Council found it necessary to determine whether the

census report should be issued shorn of much of the valuable knowledge so

collected, or whether it should undertake to add something to the appro·

priation. Before reachIng a decision, the Council conslllterl the chairmen

of the committees on appropriations in the two branches of the Assembly,

and asked them to confer with the members of these committees. This

being done, Ihe Council was advised (as the Individual judgment of these

memben) that it ought to make the census report complete, even thougb

it cost more than tbe appropriation, and that the members of the two com·

mittees would recommend that the present General As~embly reimburse

the members of tbe Council for any additional expense incurred, not exceeding

$5,000. Thereupon, the members of tbe Council furnished $5.COO

upon their own responsibility. It is for you to say whether this sum shall be

repaid to them. 1 confidently assert that the census report now about to

be issued is more varied and will be found more helpful and instructive than

any former report, and I beg a careful examination of its, cope by all those

who are interested in such publications.

HISTORICAL BUILDING.

In pursuance of an act of the Thirtieth’ General Assembly, the Excutive

Council acquired the remaininR: lot in the half block upon which the building

is situated. paying therefore $6,000.00. The house on the lot sold for $501,00,

making the real cost $5,499.00. The excavation for that part of the buildinK

now under construction cost $6,981.59, and the contract was awarded,

after competitive bids, to Henry W. Schleuter, of Chicago ,’for the construction

of so much of the building as 1 shall describe, for $167,(86 00. By the

terms of the contract, the basement and the first and second floors of the

east wing’o(the buildicg, which are to be occupied mainly by the State Library

and the Librarv Commission, were to be entirely finished. except the

interior door and window casings of the library. which the Executive Council

believe should be of steel and of the same style as tbe book stacks. The

central part of the building was to be complete, as to its exterior. The

contract did not include plumbing, beating and ventilating. The Council’

foulJd it impossible to economically construct the east wing of the building

alone, and therefore included the central part to the extent above described

The contractor agreed to complete the building, in so far as it was embraced

in the agreement, by the first of January, 1906. We have, however, experienced

the common fate of delay, and it is not probable that ·be will finish

his work before:March first. In order to make the building habitable for

the State Library, it will be necessary to install the plumbing, heating and

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ftDtiiating plant. purchase book stacks, and put on door and window casing,

either of steel or wood. The Council has expended of the appropriation as

foHows:

For real estate and excavation ••.•••••••••.••••••..•..••••..•.. $12,480.59

For architect, superintendent, sewer, etc ... . . . . . . . .. .. . .••••. 8.662.62

For HenrvW. Schlueter ................. \_ ...................... 132,012.58

Total. .... . ................................................ 153,155.80

STATB SQUARE.

In a:cordance with an act of the Thirtieth General Assembly, the EJ:ecutive

Council sold State Square for $8,500. The authority so to do was accompanied

with a direction to invest the proceeds of the sale in lots fronting

lIpon Capitol Square. The Council has purchased one lot fronting on Elev·

nth Street, between Capitol Avenue and Walnut. for $2,250. It has en·

deaTOftd to purchase other property, but has hitheno been unable to ~gree

with the owners upon a price.

BDUCATIONAL INSTITUTIONS.

In view of the fact tbat the Thirtieth General Assembly appointed a joint

committee to esamine into the methods of management of state educational

iDStitl1tiollS. and knowing how patiently and carefully the committee has Investigated

tho:: subject, I shall not at this time present my views upon the

coutroversy that has engaged the best thought of the people of the state.

There is one phase of the matter, however, to whicb I can refer with entire

propriety. The University, the College of Agriculture and Mechanic

Arts. and the normal School were never so prosperous and efficient as they

are at this time.

The University. notwithstanding the unhappy incidents of nearly two years

a(O. has grown as it never grew before. Its enrollment is now substantially

400 in esc:ess of the enrollment on the first of January, 1904. It has taken

on new life. and has expanded its courses of instruction so tbat they measure

up to university s~andards, and it is now firmly established in the confidence

of the people.

The College at Ames has not only maintained the high reputation which

for. years it has wortllily borne, but bas still further stren~thened itself in the

esteem of the educational world. By common consent it holds the first place

amoug all the institutions of its kind. 1 believe that its work in agriculture

among the people of the state during the last two years is not only without

parallel in the history of such schools. but that it has done more in that time

to ,<·’!vaoce the iuterests of our farmers than science ever did in a like period

for ::ldu~·ry.

The NO.rmal School bas raised still hirher the criterion of such institutions,

Atld its worle in equipping the teachers of the state for their important labors

is un~urpassed anywhere.

It i~ plain that tbe generous appropriations for these institutions which beCAD

a few years ago are beginning to bear fruit. and I bespeak for all of them

a cootinuation of the liberal policy under which they have come from ob·

scurity into prominence. There is no state that has a better constituency

of boys:and girls than Iowa. They are so born and bred that with proper

training tbey easily become leaders in all the fields of human activity. We

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owe to them a rrofound and continuing duty. They are entitled to all the

advantages that the best schools can confer upon them. While it is not to be

expected that all the boys and girls of the state will take on all their education

in our own schools, not a single one of them should leave the state because

there is a better school elsewhere. To keep these boys and girls at

home and to attract others from neighboring states, we must keep pace

with the times. We must continue to erect buildings of the best type. *WI!*

must increa<e the support to meet the growing demand, and we have a demand

which arises not alone from greater numbers, but from more complete

nnd varied instruction. We have not a penny for useless expenditure,

but we have millions for tbe perfect training of our boys and girls.

THB LOUISIANA PURCHASB BXPOSITION COMMISSIOlif.

This commission has finished its labors and made its final report, leaving’

a large part of the appropriation unexpended. It deserves the highest

praise for the faithful and efficient way in which it represented the State in

memorable celebration of which it was a worthy part. 1 feel grateful to its

distinguished President, and to all his associates, for the unselfish and uncompensated

labor which they performed for the honor of the commonwealth.

THB CONSTITUTIONAL AMBNDMBNT INTRODUCING BIBNNIAL BLECTIONS.

In accordance :with tbe resolution adopted by two successive General

Assemblies, there was submitted at the general election of 1904 the constitutional

amendment to bring about biennial instead of anndal elections.

The amendment was adopted by the electors and due proceedings were had

to make it a part of the organic law of tl:e state. The only concerD that

we now have with regard to the amendment is the adjnstment of our statntes

so that they will conform to the constitution, as It now exists. There are

many sections of the Code which will require amendment. I have given

some time to the esamination of the subject, and have collected a list of the

sections that must be changed. It is probably incomplete, but such as It is

I will gladly deliver to the committees that will be entrusted with the work.

It would avail nothing at this moment to recite these sections, and I therefore

simply mention the matter. So vital is the necessity of bringing the

Code into harmony with the constitntion and so careful and thorough, must

the investigation. be, that I take the liberty of recommending that the work

be given to a special committee in each branch ofthe assembly.

One effect of the amendment will be to bring into office all elective officers

at the same time. So far as the state Is concerned, I do not think this

is especially objectionable, but I do believe that in the counties it will be

a serious obstacle in the way of efficient management. Two remedies have

been proposed: First, to make the terms of office generally four years

instead of two, so that a part of our officiary will be elected in one biennial

period anil a part in the succeeding period, just as they have heretofore

been elected in alternate years. Another remedy to meet the troub~e that

may arise in the counties is that. although elected at the same time, the

terms be made to begin at different times in the year, and thus preserve a

measure of continuity and esperience. I have reached no settled conclusion

upon these remedies, and therefore express no opinion. I only say that the

difficulty is a real on., and should receive the mature reflection of the General

Alaembly before any action II taken.

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HALL OF ARCHIVES FOR RECORDS.

Tbe Historical Building will shortly be completed and ready to receive

tt.at part of our archives, or records, that the General Assemly may esablish

in the building a Hall of Archives, in which there shall be placed,

in a methodical and systematic way, a large portiou of the records which

are DOW in the capitol building. ‘fhere is no authority for the transler of

Bleb records. nor for their proper custody in the new building, and I recommend

such legislation as shall set apart a suitable room in the new building

for this purpose, and clearly describe the records that shall be presen-

I’~. I do not enter the detail of the subject, but bespeak for it your

careful cousideration.

STATE BOARD OF HEALTH.

In \-jew of the fact that practioners in the Osteopathic school of the treatment

of diseases are not required to pass an examination before the State

Board of Medical Examiners, 1 believe it is wise and just that the law be so

amended as to require the appointment, at large, of one member of the

Board of Health and Medical Examiners from that school.

It seems to me that it would be better to appoint such member from the

state at large, for the reason that it is difficult to readjust the present health

districts, and there would be a greater certainty of securing an efficient

member.

PURE FOOD.

I have received from the Secretary of the Department of Agriculture the

report of a committee of the Board relatiug to pure food. The report was

adopted by the Board of Trustees, with the request that I consider it in

eGllnection witb my message. 1 transmit herewith a copy of the report, togetheT

witb the result of the investigation of Professor J. B. Weems, whose

eervices were engaged by the committee, and also a proposed bill prepared

by the Board.

It is obvious that ourlailure to enact restrictive legislation upon this subject

bas made Iowa the favorite field for those who deceive and injure the

people througb impure and adulterated foods. The disclosures are not

ooly startling. but sbocking. It is the Dlanitest duty of the General Assembly

to inYeStigate this subject at an early date, and adopt such a measure as

will protect tbe people from the impositions and frauds that are now practiced

upon them. It is wbolly impossible for the consumers of food to protect

themselves, and tberefole the State should do for them wbat no one

else can.

LltGISLATlON RESPBCTING THE SALE OF PETROLEUM PRODUCTS.

Not long aeo. I received from the Governor of the State of KanEas a

communication asking me to lay before the General Assembly of this Itate

certain legislation wbicb has been adopted in Kansas, with the suggestion

that the independent refineries of that state desired to do business In the

State of Iowa. but could not safely embark in tbe venture unless some such

protection **were** given them here as Is afforded by the recent statutes of tbat

ltate.

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I have the honor to transmit to you a copy of tbe letter of the Governor,

together with copies of the statutes of KanlU upon the subject. The “e-

quests .. to additional legislation in our state covers two points. First a

legislative maximum rate for 011.

I am opposed to the chaage ia our policy that such legislation would iavolve.

Long ago we gave to our Board of Railroad Commissioners the

authority to establish and publish a schedule of maximum rates, and I can

see no sufficient reason for withdrawing from the jurisdiction of the Com

missioners tbis particular co:nmodity. If the rates for oil are too high, they

1Ihould be reduced, but the Commissioners shollid reduce them, and not the

General Aesembly. Tbese rates as now established are uniform, and do

not permit discrimination of any kind, and whether tbey be too high or too

low, they are paid by all shippers alike.

The second point relates to a prohibition against the practice, employed it

is believed by at least one companv, of lowering the price of the commodity,

in a particular locality sufficiently to destroy a ~ompetitor who has estab

·lished a rival business in that locality. With this suggestion I am

heartily in accord. I believt- that competition is vital to the welfare of

commerce and industry, and it is the duty of the government to use all the

power it can command to preserve Its full force and vigor. We all know

that it is the custom of some concerns that have attained great strength, to

crush competition by selling their commodities in the neighborhood in

which competition is established at an absurdly low price, knowing that

the competitor cannot withstand the unfair attack. Whateve .. you can do

that will- prevent a monoply from so fortifying itself against competition,

without interfering with the *bolla fide* competition that keeps prices at a

fair level, will be a righteous service to the people of the state.

THB BNFORCBMBNT OF THB LIQUOR LAW.

Four years of official observation have made a deep impression upon my

mind respecting the inadequate enforcement of the law relating to the sale

of intoxicating liquors. Whatever may be our opinions with regard to the

wisdom of a particular law, we all agree that so long as it remains the law

it should be obeyed, and that those who violate it should be punished.

Th~re is no greater evil in this country than the laxity with which laws are

administered. We very much need the infusion of a new spirit into the

government th’lt will not tolerate an intentional failure to obey and enforce

the law. I believe that our statute for the ~ale of intoxicating liquors need.

strengthenill~ in respect to its enforcement. There are varying opinion” as

to the plan that ~hould be adopted, and I submit the matter as one worthy

of your consideration, but without recommendation as to the character of

the legislation that should be enacted.

ROSTRR OF IOWA SOLIJIRRS AND SAILORS.

Two years ago, 1 brought this subject to yonr attention. with the

earnest recommendation that provi5ion be made for the compilation of a

compl~te roster of the soldiers alld sailors of the War of the Rebellion and

of the !;panish \Var. 1 think you wer~, with unanimity, in favor of the

measure, but it failed by a mischance, without the fault of anyon.e. 1 renew

my recommendation with increased zeal. The bi.ll that will be proposed by

the veterans of the war contemplates an expenditure greatly less than the

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bill of two years ag6, but I think the plan now suggested will be quite as

effective as tbe former one.

PAMILY DESERTIOK.

Tbe n:perience of tbose who are engaged in humanitarian and charitable

work shows tbat in a very large proportion of tbe instances in wbicb womell

seelt aid for tbemselves and their cbildren, the busbands and fatbers have

deserted tbe bome, and thus repudiated the obligation wbich the law so

wisely imposes upon them. The man wbo, without R:ood cause, deserts bis

children and tbe mother who bore them, is a criminal, and ought to be

punished as a rank offender against the fundamental compact of society. It

is strange, but nevertbeless true, that Iowa, so progressive in all morallegisation,

has not denounced tbis act as a crime •. Many of our sister statel have

already provid~d for the proper punishment of sucb on offense, and I

strongly recommend the acioption of a rigid criminal statute on this subject

at the present session.

CHILD LABOR.

Among”tbose wbo have given the most careful tboujtht to social problems,

and among tbose who have given and are givinll the best part of their lives

to help tbeir fellow men, there is no difference of opinion respecting tbe necessity

of a law which shall regulate the employment of children. I think

nay person well disposed toward the welfare of humanity, and especially

in ncb a government as ours, must concede:

First. tbat children should not be permitted to worlt to tbe extent of inter

fering witb a common scbool education.

Second, tbat they sbould not be permitted to work under such circumstances

as will be likely to impair the strength of their bodies or pervert

their morals.

It is true that with the present development of industry in tbe state tbere

are fewer children who are doing wbat they ought not to do In the way of

work tban in many of our sister Itates; but if we begin right we will bave

haft 1ess to reform in the days to come. I hope that you will find it Consistent

with good policy to enact a Itatute upon this subject.

Toucbiog the same general topic, I suggest tbat tbe juvenile court law

puled by the last Gelleral Assembly has been found somewhat defftctive.

Tbat it is based upon a sound principle is not to be doubted. Its deficiencies

will be pointed out to you during tbe lessloD by those wbo bave (‘nly

the good of our boys and glrl& at heart, and I gladly recommend that the

law be matured according to their suggestions.

GOOD ROADS.

I have received and I transmit to you tbe report of tbe Hlgbway Commission

appointed by tbe Tbirtieth General Assembly. Tbe Commission baa.

doH exceI1ent work, aDd it is to be boped tbat you will find it possible to.

eoatioae ita labors so auspicloally begun.

CORPORATIOKS.

1 do oot intend to dwell upon this subject, but I cannot allow the occaIioa

to pus without recal1in~ to your attention my expressions and recommendatiOlllln

the message I had the honor to deliver to you two years ago.

Further observation has bat intensified my convictions. Many tbings have.

a.

Digitized by Coogle

JOURNAL OF THE SENATE. (Jan. 8,

occurred in the meanwhile to emphasize the defects in our stAtutes, and I

again recommend the legislation then outlined.

AID POll TBJlmVK8TIGATJON Oil MUNICIPAL QUESTIONS.

It has been the policy of the Itate in the past to extend some aid to certain

associations which deal with agriculture. I believe the investment has

been a good one, and has secured for the people of tbe state advantages

which otherwise they would have 101t. The growth of population is now

largt’ly in the cities and towns, and there are constantly arising problems

of the most important character which require intimate association on the

part of those who are’ administering municipal affairs to solve. 1 believe,

therefore, that a Imall appropriation in aid of the work of the League of

10wa!Munlcipalities would be a wise expenditure of tbe public funds. 1’here

is no one respect In which we are so bopeless a muddle ~ tbe manal[ement

of ourlcities and towns, and any reasoDable thing tbat we can do to aid

associated municipal officers in workiDg out needful reforms will be very

telpful to·tbe:cauge of lood government.

IN MEMORIAM.

Since you last alsembled, deatb has claimed another of tbe men wbo

faithfully served the State as Cbief Executive. Buren R. Sberman died at

his home in,Vinton on tbe 11tb day of November, *1904.*

He was one of the plain, sturdy men of tbe west, and represented in

high degree tbe virtues of our citizenlhip. He was loyal to his country and

his State, steadfast to his friends and stroDI in tbe spirit of tbe sound and

enduring principles of lift’. His memory will long be cherished by the

people of tbe Statt’.

Gentlemen, yt>u meet under the most fortunate and favorable conditions.

You:represent a God-fearing, intelligent, prosperous constituency.

You come together renewing old acquaintance ratber tban makiDg new

friendships. The confidence growinlout of long association will create an

efficiency witbout parallel iD tbe legislative dt’partment of the State. Your

experience will eDable you to move easily along accustomed patbs. You

are to be conRratulated on the opportunity to do your work at a time when

the standard~::of integrity in both official and private life are bigh, and

when fidelity is more imperativelv demanded tban ever befort’. In conclusion,

1 again submit to YOD the reports of all tbe officers and departments of

the :State government, especially recommending that your Committee on

Retrenchment and: Reform sball review them carefully; scan vigilantly and

critically all expenditures, to the end tbat it may be known whether the

servants of tbe :people haye faithfully discharRed the trust imposed upon

them. Respectfully submitted,