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BIENNIAL MESSAGE

OF

LESLIE M. SHAW

GOVERNOR OF THE STATE OF IOWA

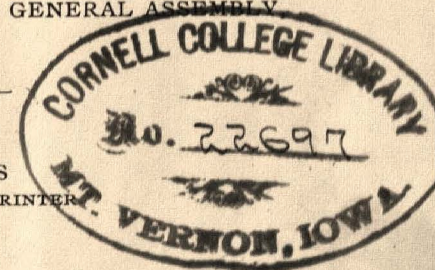
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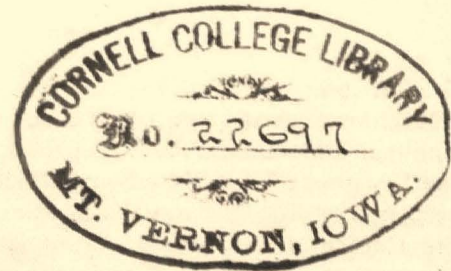
Twenty-ninth General Assembly

JANUARY, 1902

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GOVERNOR'S MESSAGE,

To the Senate and House of Representatives of Iowa:

The constitution of this commonwealth requires the Chief Executive to communicate to the General Assembly the condition of the state, together with such recommendations as he may deem expedient. In obedience to this mandate I have the honor to submit the following:

The receipts of general revenue during the fiscal term, July 1, 1899, to July 1, 1901, aggregated	\$5,120,059.54
Add to this treasury balance July 1, 1899	445,002.37
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Total revenue	\$5,565,061.91
Outstanding warrants at the beginning of the term	\$ 30,708.35
Warrants drawn during the term	4,420,193.70—\$4,450,902.05
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Balance	\$1,114,159.86
Outstanding warrants June 30, 1901	29,728.31
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Balance in the treasury June 30, 1901	\$1,143,888.17
At the close of business Dec. 31, 1901, there was in the treasury	780,527.75

APPROPRIATIONS ASKED.

The following is a partial list of the appropriations that will be urged at your hands:

For institutions under the management of the Board of Control in excess of ordinary operating expenses . . .	\$ 848,000
The Board of Regents of the State University asks (including \$35,000 additional annual allowance)	363,000



The Trustees of the Iowa College of Agriculture and Mechanic Arts ask (including \$75,000 additional annual allowance).....	465,000
The Trustees of the State Normal School ask (including \$25,000 additional annual allowance).....	167,000
The Capitol Improvement Commission estimates the cost of the improvements it recommends at. . . .	250,000
The Vicksburg National Park Commission asks.....	150,000
Amount suggested as needful for a creditable display at the Louisiana Purchase Exposition.....	250,000
For the completion of the Historical Building.....	200,000
For State Historical Society (including \$1,500 additional annual allowance).....	4,000
For Arsenal Building.....	50,000
For State Board of Health (additional annual allowance of \$2,500).....	5,000
For Fish and Game Protection.....	16,000
For Bureau of Labor Statistics.....	1,500
For State Library Commission (additional annual allow- ance of \$1,000).....	2,000
For new Normal School.....	100,000

Total.....\$2,871,500

I believe the amounts asked in the foregoing list are all needed, and it would be gratifying indeed if they could all be allowed. It is manifest, however, that this session of the general assembly cannot grant them all without incurring an unwarranted indebtedness. They are therefore submitted with but this suggestion, that if any additional buildings are to be provided they should be of the most permanent character. For many years the policy prevailed of building cheaply. It was thought almost anything would do so long as the roof did not leak, nor the walls cave. A wise departure in recent years has been made. The new hospital for the insane at Cherokee, the Liberal Arts building at Iowa City, and the new buildings at both Ames and Cedar Falls are excellent in character. Those competent to judge have used this seemingly extravagant language in connection with the hospital for the insane at Cherokee: "The world may and probably some time will have a better planned and more completely equipped hospital, but it has none better now." The time for anything other than commodious buildings of modern architecture, and

of strictly fireproof construction, has passed, let it be hoped, in this state.

STATE ARCHITECT.

In this connection, I desire to indorse most heartily the recommendation of the Board of Control that the state architect be relieved from designing educational buildings. I am of the opinion that designs for all public buildings should be thrown open to competition, and the plans before selection examined by men of recognized ability, and of national reputation. The buildings hereafter to be erected should be such as will stand the test architecturally, as well as mechanically, not only of this, but of subsequent, centuries. The work of no one man will meet these requirements. A building admirable in itself may not harmonize with those already erected—a consideration of great importance. Neither will success in one instance afford a guaranty against signal failure in the next. Architecture is expression, and therefore educational. Even the sacred writings contain the language and characteristic expressions of more than sixty authors, each inspired, and their value and interest is largely enhanced thereby.

EDUCATIONAL INSTITUTIONS.

Our state educational institutions are of great importance, and should be liberally dealt with. It takes money to build a university. Iowa need not expect to compete with institutions that are the recipients of donations aggregating millions with meager biennial appropriations. The College of Agriculture and Mechanic Arts at Ames is, admittedly, the best of its class in the United States. The Union Stock Yards of Chicago expects to spend \$10,000 at this institution in the department of animal husbandry, believing there is no place where so good returns can be obtained. This fact is an indorsement that should commend the institution to the very favorable consideration of your honorable body.

LOSSES BY FIRE.

During the past year, both the State University and the College of Agriculture and Mechanic Arts lost useful, though not valuable, buildings. Temporary relief was granted in each instance from the emergency fund, wisely provided by the last general assembly. Commodious and permanent buildings should be provided at the earliest date consistent with the available resources of the state.

NORMAL SCHOOLS.

Our single state Normal School is overcrowded. The attendance (over 2,000), in my judgment, is in excess of what can be cared for with best results under one management. Two years ago I recommended the location of four additional normal schools to be equipped and put in operation from time to time as the finances of the state might justify. I recommended the location of four, in view of the fact that every effort to establish one had failed, and I hoped four might be located at one time without serious difficulty. The attempt was again made to locate one, but rival interests defeated it, as usual.

RURAL SCHOOLS.

In this connection, I again call attention to the inadequate educational advantages in rural districts. The average country school-teacher receives less than \$25 per month, exclusive of board, less, we are told, than in any other northern state, and less than in several southern states. It must be that the major part of the \$8,000,000 annually spent by the state for public schools is expended in cities and towns. It is exceedingly unfortunate that the rural schools are of such a character that the average farmer boy leaves at fourteen or fifteen years of age. This lamentable condition will be painfully apparent in ten years, if it is not already. No number of colleges or universities will meet the demand or cure the evil. The village and city school is especially planned for those who begin at five years of age and continue until graduation without intermission. It is a poor place for the child from a rural community. I have in previous communications discussed this question at some length. It has also received consideration—wise consideration, I think—from the superintendent of public instruction. I believe with him that central township schools with provision for conveying the pupils to and fro at public expense will afford greater relief than any other proposed system. If to this could be added a provision for the employment of a county superintendent at an adequate salary, to be chosen in the same manner as city superintendents, and with analogous duties and responsibilities, it would revolutionize our school system for good. The salary should be fixed by law or the position would be let to the lowest bidder, as our rural schools largely are at present. It is feared that some of the teachers have little else to commend

them than kinship to the director. Nepotism is generally condoned if the compensation is low enough. Neither can very much be expected of a county superintendency under a system that invites considerations of availability only. If these changes were made, some of you gentlemen might not be returned, but you can afford to sacrifice your political lives if by so doing you shall serve and save the youth of Iowa. They will have no committee on legislation. Other interests will be represented. I appeal to you, gentlemen, directly. Much of the evil so manifest is the resultant of a wave of sentiment that has in comparatively recent years created the impression that economy is the synonym of statesmanship.

CAPITOL IMPROVEMENT COMMISSION.

The Twenty-eighth General Assembly authorized the creation of a commission to investigate and recommend such improvement of the capitol and other property of the state connected therewith, including decorations, works of art, electric lighting, and burglar alarms, as in the opinion of the commission would "place the capitol building in a state of perfect repair," and equip the same with modern improvements. In obedience to this provision, Hon. Peter A. Dey, who was a member of the original capitol commission, and who bore a conspicuous part in erecting the present edifice; Prof. Chas. A. Cumming, an artist of more than state reputation; and Henry S. Josselyn, a learned and practical architect, were selected. Their report is on file, and is commended to your careful perusal, and favorable consideration. This commission recommends the expenditure in the aggregate of \$250,000. I think it should all be provided for at one time, but it need not all be made available in one year. I think it would be unwise to mutilate the recommendations. The commission went very thoroughly into the subject and consulted the best authorities in the nation, and it is doubtful if its conclusions can be hastily improved upon. The whole scheme has been carefully wrought out. Those competent to judge believe the result will be most satisfactory. The capitol is considered the third best in the country, and its architecture makes possible a more artistic interior than any other. It will be remembered that the original commission was suddenly and unceremoniously discharged before the contemplated work was completed. As a result, for nearly the fifth of a century, visitors have stood on the outside of the building in great admiration, but have entered it

only to be shocked at bare walls and unfinished corridors. The recommendation of this commission with reference to an electric lighting plant is especially indorsed as a matter of economy. A system of burglar alarms is also very important. In the same connection, I suggest that an artesian well be bored at the powerhouse, the expense of which can be nearly, if not wholly, saved in one biennium.

The members of this commission have performed their duties so thoroughly, and have so patriotically given their time to the work, that I recommend that they be reimbursed for the expenses incurred in excess of the amount allowed by the act creating the commission.

LOUISIANA PURCHASE CENTENNIAL EXPOSITION.

The centennial of the purchase and cession to the United States in 1803 of the larger portion of our national domain west of the Missouri river is to be commemorated by what promises to be the most extensive exposition the world has yet seen. With your honorable body rests the responsibility of determining the part Iowa shall take in this event. Wisely, this state contributed little to the Trans-Mississippi Exposition in 1898, nothing to the Pan-American Exposition in 1901, and nothing to the South Carolina and West Indian Exposition which is now in progress. But I am of the opinion that the people of this commonwealth will approve such provision for the Louisiana Purchase Centennial Exposition as will leave no doubt in the minds of visitors that Iowa constitutes an important part of that priceless acquisition. Something worthy of the state, or nothing, should be our motto. Certainly there ought not to be created a commission with such limited means as to belie our prosperity and libel our resources.

VICKSBURG NATIONAL PARK COMMISSION.

The government has recently established a National Park at Vicksburg, and the Twenty-eighth General Assembly authorized a commission to locate the position of the thirty-two Iowa regiments and other organizations which took part in that memorable siege, and to recommend such legislation as shall suitably and permanently mark the positions thus ascertained and worthily commemorate the valor and services of Iowa soldiers in the campaign and siege of Vicksburg. This commission was duly appointed and has filed its report, which is submitted to your

honorable body with the recommendation that it be published in suitable form for distribution. The commission recommends the appropriation of \$150,000 for the erection of suitable monuments. I am of the opinion this amount is not excessive. A larger proportion of Iowa troops took part in this siege than in any other battle or siege, and numerically more soldiers from Iowa were there engaged than from any other state save Illinois. Visitors ought never to leave this park doubting either the patriotism of Iowa soldiers or the appreciation of Iowa people. The Light Brigade in the famous charge at Balaklava lost sixty-three per cent, and Tennyson has immortalized their valor. The Twenty-second Iowa in a single charge at Vicksburg lost eighty-two per cent, (several other regiments during the siege lost from fifty to over seventy per cent,) and it will now be the privilege of the Twenty-ninth General Assembly to permanently commemorate both their valor and their awful sacrifice.

SALARIES.

I am still of the opinion that the salary of the chief executive of this state ought to be increased. A bill fixing the salary at \$5,000 passed the lower house of the Twenty-eighth General Assembly, but for want of time failed to pass the senate. Salaries of all state officers are very low. They were fixed at a time when living expenses were much lighter than at present.

OFFICIAL BONDS.

In former years the bond of the Treasurer of State was \$300,000. This, through the discretion lodged with the Chief Executive, has been recently increased to \$800,000. For more than six months the balance in the treasury of the state has exceeded \$1,000,000, and I am of the opinion that the Treasurer's bond ought to be approximately large. I am also of the opinion that this bond should be furnished at the expense of the state. The market value of the bond now furnished by the state Treasurer is \$4,000 per annum. The present Treasurer actually paid \$1,500 in cash for his bond of \$300,000. The proposition on final analysis resolves itself thus: The state Treasurer, if his bond shall remain at \$800,000, must pay \$1,800 per annum in excess of his salary, or he must secure by subscription among his friends that which is purchasable in the market. I think similar provisions should be made with respect to all bonds required of public officers.

INTEREST ON STATE FUNDS.

In view of the large treasury balance much of the time, I recommend that provision be made whereby the state may receive interest on at least the greater portion, and I am gratified that the Treasurer joins in this opinion and recommendation.

EQUALIZATION OF ASSESSMENTS.

The Executive Council, sitting as a board of equalization in July of last year, passed the following resolution:

“The Executive Council recommends to the General Assembly such a modification of the statutes of the state as will allow the board of review to adjust the assessment of all property at the same time, and it suggests the following ways in which this may be done: Either the railroads might be assessed primarily by the railroad commissioners (who, in view of their duties should be the better prepared than any one else to judge of the relative value of the several roads), and then the Executive Council adjust all assessments at the July meeting; or the time of assessing railroads, if left with the Executive Council, might be changed from March to July, so that the whole subject should be before the council for adjustment at the time.”

This action was not taken for the purpose of escaping responsibility, but in view of the fact that the present law requires the Executive Council to assess railroads annually in the month of March and equalize the assessment of all other property in July following. It does not contemplate a revision of the railroad assessment already made. The following illustrations will, I think, justify the recommendation. In March, 1899, the railroads were assessed at a slight increase over the figures of any previous year, but in July following it was found that real estate had been assessed \$22,000,000 less than two years before. In March, 1901, while the railroads were assessed \$2,500,000 higher than in 1899, in July it was found that real estate had been assessed \$14,000,000 higher than in 1899.

THE PAROLE SYSTEM.

The Twenty-eighth General Assembly provided for the employment of a parole clerk in the office of the chief executive. This action I have interpreted as legislative approval of the policy which has grown up in the state of granting conditional pardons; and by reason of this additional assistance I have been able to investigate to some extent the practical workings of the parole system.

During the ten years prior to the commencement of my administration, in addition to full pardons and commutations of sen-

tence, 134 convicts had been released conditionally, most of them in the very recent past. Of this number eight had been returned under revocations, and I have returned one more. The remainder have been investigated, and their whereabouts, their conduct, and their standing, have been carefully inquired into. Very favorable and satisfactory reports have been received from fifty-three, and to these I have granted full and unconditional pardon and restoration to citizenship. The term for which six others were committed has not yet expired. Eleven are dead or insane. Only meager reports, not sufficient to justify action, were secured from thirteen. Unsatisfactory reports were received from fourteen. I have been unable to locate or get any reports from twenty-eight. It does not follow, however, that all of these are leading vicious lives. The reports received from the fifty and more to whom full pardon has been granted were most gratifying. Several wrote using letter-heads that bore their names. Others were holding responsible and trusted positions with prominent business houses and industrial corporations. One was the incumbent of an official position of trust and responsibility in a New England city of more than 100,000 inhabitants. Many were reported to have become industrious citizens, and to have won the full confidence and esteem of the communities in which they reside.

Very few pardons and less commutations of sentence have been granted during the past biennium; but, encouraged by the action of the legislature, I have been quite liberal in granting paroles; and have released 201 on conditions more or less exacting. Suitable employment has usually been secured before the release, and the parole has been upon condition that the recipient employ his time industriously, spend his evenings at home, absent himself from all places where intoxicating liquors are sold or kept for sale, and report every thirty days to this office the amount earned and the disposition made thereof. In addition I have a number of benevolently disposed persons in each county who, unbeknown to others, watch the conduct of paroled prisoners, and report their conduct to this office. The result in most instances has been very satisfactory. Of the 201 paroled, unfavorable reports have been received from thirty-one, and they have been returned to serve out the unexpired portions of their sentences. The present whereabouts of fifteen others is unknown. Most of these had but a few months of their terms remaining, and they were released in the hope that the conditions imposed and

the system of surveillance inaugurated might have a helpful influence. The remaining 155 are doing reasonably well, and many of them excellently. Some of them, however, if they should chance to be thrown out of employment would very likely lapse into vice. A volume could be written that would be as interesting as a romance of the transformation in some of these lives. I have extended a full pardon to quite a number whose terms would have expired, and who have acquitted themselves creditably. It has not been my purpose to extend clemency to those who have deliberately embarked upon a career of vice, but to sift out such as appear to have been in a sense accidental criminals. Some of them, it is believed, were innocent of the crimes charged. A detailed list, giving the names of all persons to whom executive clemency has been extended, and my reasons therefor, is this day submitted to your honorable body as provided by statute. I refer to the subject here as preliminary to the following suggestions and recommendations. I think additional legislation should be had, but I do not favor encumbering the parole system with specific restrictions. I think the Chief Executive should have absolute authority to release at pleasure any one charged with a less offense than murder in the first degree, and to return him to the penitentiary at his discretion. The statutory provision for shortening the term because of good conduct should be so amended as to permit the Governor to declare the same forfeited in case the conduct of the prisoner when on parole is not satisfactory. Each case is distinct from all others, and no plan can be formulated with sufficient elasticity to meet the requirements of changed and ever changing conditions. Under statutory provisions, as distinguished from free exercise of an unrestrained discretion, it is as easy for the intentionally vicious to earn release as for those of honorable and virtuous instincts. I have paroled several before they have ever seen the penitentiary. This I have not done, however, except upon the recommendation of the trial judge and the county attorney who prosecuted. There are two quite distinct classes of criminals; the one deliberately and permanently vicious, the other to some extent the creature of circumstances, and no law can be made that will enable a chief executive or a pardon board to discriminate wisely. Mistakes will be made at best, but on the whole I believe in the greatest possible discretion, and the free exercise thereof. I have returned several to the penitentiary because

their early education was neglected. They had never been taught to work, and when released would not seek or accept employment. They are now in the tool factory at Fort Madison acquiring what they should have been taught in youth.

BUREAU OF LABOR STATISTICS.

The investigations made by the bureau of labor statistics during the last biennium are of great importance, and the report will be found interesting and valuable. More than 300 factories were inspected, and the facts ascertained and reported lead to the belief that it would be well to make all needed provision for the inspection of the nearly 15,000 other factories in the cities and towns of Iowa, employing 60,000 persons. The sanitary conditions of many of the factories examined is well nigh alarming; and, I think demand consideration by this general assembly. The department should be clothed with authority as ample as the mine inspectors, and it should be made incumbent upon the commissioner to protect employees from inadequate heat and dangerous machinery, and to enforce adequate fire-escapes and wholesome sanitary conditions.

The report shows that a large number of children, some as young as ten years of age, are being employed in the factories of Iowa, and the faces of many of them tell a sad story of overwork and over hours. The statutes of this state already prohibit the employment of children under a certain age in coal mines. Why not extend restrictions as to their employment in factories? Healthful employment for limited hours is beneficial, and I therefore do not object so much to the fact of child labor as to its character and duration. There should be at least, I think, some statutory limitation, and the bureau should be clothed with a wise oversight, ample discretion, and plenary powers.

LAKE-BEDS.

Two years ago I called attention to the fact that the title to the beds of a large number of meandered lakes was in dispute. The state claims title to these lands. I think it would be wise to memorialize congress to protect the rights of the state by appropriate legislation. Certainly nothing ought to be done to interfere with what is now believed to be our vested right. I am still of the opinion it would be wise to grant these lands to some one or more of our educational institutions. They are supposed to be worth several hundred thousand dollars.

OIL INSPECTION.

Experience has shown that the provision for the inspection of linseed oil is insufficient to protect the public. The most vile and worthless adulterations are readily sold as pure linseed oil. I am of the opinion that dealers in paint oils should be required to place a label upon the vessel containing each sale, and proper penalty should be provided for the sale of adulterations unless appropriately labeled.

STATE BOUNDARY.

The act of congress which admitted the State of Iowa into the Union fixed the western boundary of this commonwealth as the middle of the main channel of the Missouri river. Since that time the channel of the river has changed, and there is considerable territory formerly in this state now on the western side of that river. This has given rise to much controversy, and to some litigation. At the last session of the legislature of Nebraska, a boundary commission was authorized, the same to be appointed when the legislature of Iowa should make similar provision. The Nebraska law provides for three members to be appointed by the governor to receive \$10 per diem for a period not to exceed thirty days, and the sum of \$2,000 was appropriated to defray the expenses of the commission. I recommend similar action in this state in the hope that a permanent boundary may be established and ratified by the states interested therein, and by the Congress of the United States.

IN MEMORIAM.

During the last biennium the people of this state have been called to mourn the death of Hon. John. H. Gear—legislator, speaker of the house, governor, representative in congress, and United States senator—a most conspicuous character in Iowa history. Of no man has it ever been said, with greater verity, "He was the servant of the people." He never held a position that he did not fill, and never filled a position of which he was not worthy, or in which he failed signally to honor those who had honored him.

More recently our people were appalled at the violent death of the best beloved of rulers and the most honored of men, William McKinley, President of the United States. I shall not weary you, gentlemen, with an attempt to recount the virtues of

that noble character. The immortal words used by Lincoln concerning Washington, and which have been repeatedly reiterated as applicable to their author, can now be said of McKinley: "To add brightness to the sun and glory to the name of Washington is alike impossible. Let none attempt it. In solemn awe pronounce the name, and in its naked, deathless splendor leave it shining on."

Such a trinity of names blesses not the annals of any country but ours, and no other people cherish such a priceless legacy of influence.

TEMPORARY APPOINTMENTS.

To fill the vacancy occasioned by the death of Senator Gear, Honorable Jonathan Prentiss Dolliver, of the city of Fort Dodge, was, on the twenty-second day of August, 1900, appointed a senator of the United States from the state of Iowa for the remainder of the term that expired on the third day of March last; and on the twenty-fifth day of February, 1901, Mr. Dolliver was appointed for the term beginning on the fourth day of March following, to hold until this general assembly shall elect a successor.

Thomas B. Hanley, of the city of Tipton, was, on the eleventh day of January, 1901, commissioned a member of the board of regents of the State University, to fill a vacancy occasioned by the death of Mortimer A. Higley, the commission taking effect January 8, 1901, and continuing until this meeting of the general assembly.

CONCLUSION.

The state is in a flourishing condition. Her people are prosperous. If there be discontent anywhere or among any class, it is not manifest. While our population is increasing, the court records indicate that crime is decreasing. Fewer persons were sent to the penitentiary during the last year than in any other, save one, in the last quarter of a century. The relations between capital and labor have been exceptionally cordial, and deeds of violence have been few. The fair record of the state has not been marred by an illegal execution in more than a decade. Justice according to law, the distinctive feature of Anglican liberty, is the recognized rule of our people. With no small degree of pride for the past history of my state, rejoicing in her present greatness, hopeful for her future, and in the full confidence that

the conservative wisdom of your honorable body will preserve and strengthen all that is good and cure that which may need correction, I submit the foregoing.

Leslie M. Shaw

JANUARY 13, 1902.

INAUGURAL ADDRESS

OF

ALBERT B. CUMMINS

Governor of the State of Iowa

DELIVERED

JANUARY 16, 1902

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